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NATIONAL DRUG POLICY BOARD
Washington, D.C. 20530

DRAFT

29 June 1988

The President
The White House
Washington, D. C. 20500

Dear Mr. President:

At your last meeting with the National Drug Policy Board, you asked that we report to you on additional measures to enhance our efforts against drug trafficking and drug abuse. In your speech at the Coast Guard Academy on 18 May 1988, you called for the formation of a Joint Bi-Partisan Task Force of the Congress and the Executive Branch to assure coordination of current legislative anti-drug initiatives. Enclosed is a series of proposals that the Board has developed for the Task Force "summit" negotiations.

Over the last eight months, the Board has developed extensive national strategy implementation plans. The Executive Summary of these plans is attached. The plans represent a comprehensive and coordinated approach and reflect your strategy, first promulgated in 1982, as well as the six policy guidelines enumerated by you in 1986. The plans form the basis and justification for the 13% increase in your Fiscal Year 1989 budget proposal for drug-related programs.

It is important to note that during your Administration you have signed into law several significant enhancements to our anti-drug effort, particularly the Comprehensive Crime Control Act of 1984 and the Omnibus Anti-Drug Abuse Act of 1986. While many of our high priority substantive objectives have been adopted, some measures have not yet been enacted by the Congress. These proposals are included in our recommendations.

In submitting this report and these proposals, the Board urges that our primary fiscal priority be the full and complete enactment by the Congress of your FY 1989 drug-related budget proposal, which is essential to meet the Board's approved strategy implementation plans. Any new or additional resources identified by the Executive-Legislative Task Force should first be used to ensure full funding for your FY 1989 budget proposal prior to consideration of any additional funding for other programs.

The National Drug Policy Board has worked hard over the last year and we look forward to continuing the effort to implement your goal of a drug-free America.

Sincerely,

A handwritten signature in dark ink, reading "Edwin Meese III". The signature is written in a cursive style with a large, stylized "E" and "M".

EDWIN MEESE III
Chairman

Enclosures: Administration's Proposal for 1988 Anti-Drug
Legislation

"Toward a Drug-Free America," The National Drug
Strategy and Implementation Plans (Executive
Summary)

DRAFT

ADMINISTRATION'S PROPOSAL FOR 1988 ANTI-DRUG LEGISLATION

The National Drug Policy Board has approved the following proposals for use by the Executive-Legislative Task Force called for by the President on May 18, 1988. They are designed to further progress towards the six policy goals the President announced in 1986:

- o Drug-Free Workforce
- o Drug-Free Schools
- o Expanded Treatment and Research
- o Expanded International Cooperation
- o Strengthened Law Enforcement
- o Increased Public Awareness and Prevention

In submitting this report and these proposals, the Board assumes the full and complete acceptance by the Congress of the President's FY 89 drug-related budget proposal to meet the Board's approved strategy implementation plan.

Goal #1: DRUG-FREE WORKFORCE

These proposals build upon the initiatives already underway in the Federal workforce and recognize the private sector in which most of the Fortune 500 companies have instituted some form of drug prevention programs and policies.

- Require private sector companies that receive federal funds to have drug-free workforce plans consistent with the goals and objectives of Executive Order 12564.
- Encourage and expand assistance for non-federal drug-free workforce programs to include technical assistance, public outreach, and a clearinghouse for drug-free workforce information.

Goal #2: DRUG-FREE SCHOOLS

These proposals are in addition to the outstanding campaign led by the First Lady and the Secretary of Education to alert students, parents and teachers to the dangers of illegal drug use. They are intended to bring our colleges and universities fully into line with the national commitment for drug-free schools and to discourage drug use among the college-age population.

- Require institutions of higher learning to have drug prevention policies and programs through the provision of federal student aid programs under the Higher Education Act of 1985.
- Withdraw federal student aid for one year from students convicted of drug use/possession offenses and permanently

withdraw aid from students convicted of drug trafficking offenses.

Goal #3: EXPAND DRUG TREATMENT AND RESEARCH

Expanding and improving accountability of the nation's drug treatment programs is vital to the success of the anti-drug effort. Toward that end, treatment must be consistent with these four principles: (1) the goal of treatment programs must be abstinence from the use of illicit drugs; (2) drug testing must be used as a measure of drug-free status; (3) treatment programs will be accountable for the use of public funds and will be evaluated on performance as measured by drug-free status; and, (4) drug users must share the cost of their treatment when able.

The threat of increased crime on our streets and the transmission of AIDS through IV drug use into the general population require new initiatives to protect the public health and welfare.

- Establish in prison and probation/parole systems (a) drug-free policy and (b) system of sanctions and incentives to discourage drug use, using drug testing as a measure of drug-free status; establish facilities and programs for those drug users unwilling or unable to quit drug use with lesser sanctions.
- Increase the commitment to discretionary federal grants for state and local treatment programs using a 1/3 - 1/3 - 1/3 matching fund formula among federal, state and local authorities.
- Expand demand-side intelligence collection to include information on (a) treatment capacity and (b) evaluation of effectiveness of programs.
- Encourage treatment for pregnant women who use illegal drugs.

Goal #4: EXPAND INTERNATIONAL COOPERATION

Drug abuse is now recognized as a global problem requiring cooperation international solutions. These proposals are designed to further strengthen our ability to assist and work with nations in a comprehensive approach to the overall drug problem.

- Expand economic development assistance by targeting funds to support cooperating drug-producing nations' efforts to stop the growth and production of illicit drug crops.

- Increase the resources for eradication programs; provide additional aircraft, training and research for new, safe methods to eradicate illicit drug crops.
- Increase support and contribution to multilateral organizations engaged in anti-drug campaigns to encourage other nations to join the international effort and to provide a method of instituting anti-drug programs in countries not yet willing to cooperate with U.S.
- Provide additional amounts and types of small arms, ammunition, and other military assistance to cooperating anti-narcotics forces in cooperating foreign countries by seeking an amendment to the restrictions contained under Section 482B of the Foreign Assistance Act.
- Increase the appropriate use of DOD resources, such as training teams, technical assistance, intelligence gathering, and equipment in support of law enforcement interdiction and destruction of drug manufacturing facilities in cooperating foreign nations.
- Increase resources available for rewards for the capture and conviction of drug traffickers; for international training for anti-drug operations; and, for computerized border management systems to identify and monitor cross-border movement of drug traffickers and terrorists.
- Expand our ability to share forfeited property with cooperating foreign nations pursuant to international agreement.

Goal #5: STRENGTHEN LAW ENFORCEMENT

- Enact all the provisions of both the Drug Free America Act as transmitted to Congress on September 15, 1986 and the Criminal Justice Reform Act as transmitted to Congress on October 16, 1987 which have not already been enacted into law. These provisions would:
 - Establish constitutional procedures to impose the death penalty in appropriate federal cases, including for those convicted of killing another while engaged in a continuing drug enterprise;
 - Establish "good faith" exceptions to the exclusionary rule, which prohibits introduction of improperly seized evidence in criminal cases;
 - Establish a system for reporting on the manufacture and sale of precursor and essential chemicals used in the production of illegal drugs.

- Reform Federal habeas corpus procedures to give greater deference and finality to the judgment of State courts.

Other law enforcement proposals would:

- Enact a Narcotics Corruption Act to strengthen enforcement and enhance penalties for narcotics related public corruption.
- Expedite the deportation of illegal aliens convicted of narcotics related crimes, increase alien excludability based on drug-related criminal activity and limit the availability of certain discretionary rights for aliens involved in drug trafficking.
- Prohibit the possession of firearms in federal courthouses and of explosives in airports; impose federal minimum mandatory prison sentences of 5 years for persons convicted of possession of illegal automatic weapons, and of 10 years for using a firearm in an assault on a federal officer.
- Improve Money Laundering laws to affirm federal authority to conduct "sting" operations, add tax evasion as a predicate money laundering offense, and otherwise strengthen enforcement.
- Direct the identification of convicted drug traffickers traveling with a U.S. passport by marking the passport to alert U.S. and foreign officials of previous violations and revoke passports of individuals caught bringing illegal drugs into the U.S.
- Expand the role and level of DOD military support by designating surveillance and detection in support of drug law enforcement efforts as a mission of the DOD military; DOD will expand the role of the National Guard, increase training resources, and drug enforcement operational support. Additionally, urge Congress to fully fund the Coast Guard to the level requested by the President.
- Modify the maritime drug smuggling criminal penalties to provide explicit extraterritorial application of 21 U.S.C. 844 (simple possession), in order to allow for the inclusion of possession as a lesser-included offense in drug trafficking cases and to penalize the failure to comply with lawful boarding orders to vessels and landing orders to aircraft.
- Expand the domestic eradication campaign with additional support by the National Guard in conjunction with the Drug Enforcement Administration's strategy.

- Increase federal assistance to State and Local law enforcement through expanded federal support for operational activities such as local Crack Task Forces, improved incentives for local participation in joint operations such as Operation Alliance and the Organized Crime Drug Enforcement Task Forces (OCDETF), support for local law enforcement efforts to achieve drug-free public housing, and user accountability/Zero Tolerance related initiatives.
- Enact amendments to plug holes in current law regarding penalties for continuing criminal enterprises, methamphetamine violations and other drug offenses; expanded forfeiture provisions; financial privacy notification requirements; and electronic communication intercept provisions.
- Expand and focus research and development efforts on drug detection technology to identify drugs in commercial cargo containers.
- Provide for FAA, Postal Service, other federal employees, and airport passenger and baggage screeners who in the course of their normal duties of inspection identify illegal drugs or large amounts of currency that may be related to drug trafficking to report the information to federal law enforcement officers.

Goal #6: EXPAND PUBLIC AWARENESS AND PREVENTION

Prevention and increased awareness are emphasized in our national strategy and may be the most important aspects of a comprehensive plan. We must never forget that almost 90 percent of our population does not use illegal drugs; and through preventive efforts we seek to increase the numbers of non-drug users in this country and around the world.

- Expand the international public awareness campaign by enhancing the flow and distribution of information concerning the threat of drug abuse and the efforts of the U.S. to stem the flow and demand for drugs.
- Increase the commitment of resources targeted at high-risk youth (low-income families, runaways, drop-outs, products of dysfunctional families, juveniles in the criminal justice system) through a range of community based and joint programs including public-private job opportunity and educational assistance programs.
- Expand demand-side intelligence collection to include surveys to provide current and specific information on drug use by geographical area and by segments of the population

to ensure national strategies and programs are appropriately targeted and to measure effectiveness of efforts.

ORGANIZATIONAL PROPOSAL

The organization and management of the drug issue is critical to the success of our effort. The National Drug Policy Board has demonstrated the value of bringing together all elements of the executive branch to develop a sound plan of action. Future progress will depend upon the continuation and institutionalization of your Administration's progress.

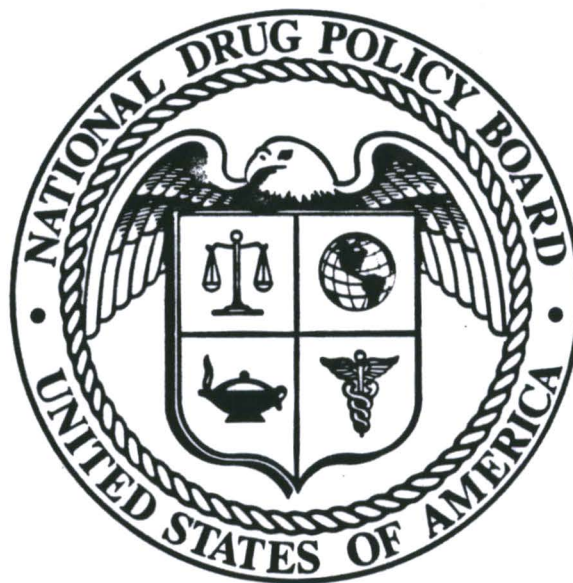
- Mandate by legislation the statutory responsibilities for the overall drug policy management with the National Drug Policy Board as directed in Executive Order 12590.
- Provide for the President to designate the Chairman of the cabinet-level body to be responsible for the development and implementation of the national drug policy and plan.

A Report From The National Drug Policy Board

Toward A Drug Free America

The National Drug Strategy and Implementation Plans

Executive Summary



Preface

Building A Drug Free Future

by

Edwin Meese III

Chairman, National Drug Policy Board

A National Drug Policy Board Report

Toward A Drug Free America

The National Drug Strategy and Implementation Plans

Executive Summary

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Building a Drug Free Future

Edwin Meese III
Chairman of the National Drug Policy Board

Putting an end to illegal drug use has been a high priority since the earliest days of the Reagan Administration. In the past seven years, the President has steadily increased the pace of our progress toward his goal of a drug free America. President Reagan's vision of a future without drug abuse is not some naive or utopian hope for the years ahead, but a challenge to government and citizen alike to overcome the drug problem that so severely threatens our nation.

The President's challenge brings into sharp focus the awful truth: illegal drugs and the tragic consequences of drug abuse have reached into every community. Drugs have touched every American family -- either directly or through association with colleagues, friends, neighbors and relatives. And drugs threaten our society as surely as has any enemy in the past.

Drug use jeopardizes America's strength at home and abroad; it undermines the achievements of past generations, and threatens our future. Drug dependent Americans cannot be the defenders of freedom in a dangerous world, or the guardians of personal liberty at home; nor can they set the economic, academic and scientific pace for developed nations. Drug use places at risk the historic character of the American people, our liberties and our prosperity. And most chilling of all, it has already tarnished the legacy we leave to our children. If we do not solve the nation's drug problem, future Americans will not inherit a land of limitless opportunity or share the vision of a better world that are foundations of our heritage as Americans.

Make no mistake about this: a society that fails to overcome the menace of drugs or remains powerless to protect its youth from illegal drugs is doomed to a short life.

Illegal drugs threaten our society as much as any enemy ever has. Some have compared our crusade against drugs to a war. But this is not a contest between nations fought by military forces. Drugs are a more elusive and challenging enemy than another nation could ever be. There is no enemy army we can target. In combatting drugs, we must target the appetite of some Americans for illicit drugs, our own attitudes toward illegal drugs and those who use them, and the organizations within our nation and elsewhere that profit from the drug trade.

Under the Reagan administration, the United States has achieved a number of successes against drugs. The 250 percent increase in anti-drug budgets since 1981 has paid off. We have prevented tremendous amounts of drugs from reaching our shores; we have attacked drug traffickers and put thousands behind bars; we have built clinics and hospitals to treat the victims of drug use; and we have enlisted schools, churches, and communities against the enemy.

But drugs remain a tremendous national problem. Our most potent weapon against drug abuse is the determination of individual Americans to rid their communities and their nation of drugs. The effort of each American, backed by strong leadership from the national government and comprehensive action by state, local and federal governments is the only solution to the nation's drug problem.

And that is exactly the course that is set in the National Drug Strategy. Since the President first promulgated his strategy for ending drug abuse in 1982, that strategy has been refined and expanded periodically to accomodate the changing nature of the drug threat and America's growing intolerance toward drug abuse. This document is a comprehensive and current summary of the most recent iteration of the President's strategy and plans developed by the National Drug Policy Board to implement that strategy. It provides a snapshot of the strategy and the continuing federal effort against drug trafficking and drug abuse.

This strategy reflects the determination of the nation; it builds on our past successes and maps our journey toward the President's vision of a drug free future. Americans will see in these pages that their government shares their goal of protecting themselves, their families and their communities from drugs. More important, they will see that the federal government is organized, prepared for and already engaged in a long term offensive against every element of the drug problem.

This is a prescription for success.

Edurn Meese III

Toward A Drug Free America

Executive Summary of the The National Drug Strategy

Vital National Interest Threatened by Drugs.

The fundamental value or interest of our nation is survival of the American people as a free and prosperous society. This bedrock interest is the foundation of the nation's goal of freedom from drug abuse.

Drug abuse threatens our society directly. The extent of that threat has grown to tremendous proportions. Consider these few examples:

- o The most recent survey of United States households reveals that thirty-seven percent of Americans over 12 years old report having tried an illegal drug.
- o In 1987, one-half of all high school seniors report having tried marijuana and 21 percent report using it in the past month.
- o Drug abuse and drug violence have reached elementary school-aged children.
- o The Bureau of Alcohol, Tobacco and Firearms reports that Jamaican drug organizations are suspected of 800 murders in the past three years.
- o International drug cartels, dealing in billions of dollars worth of profit and armed with sophisticated weapons, threaten legitimate governments and terrorize populations in our own hemisphere -- and actually control as much as one-third of at least one country.

The nation's drug abuse problem has reached such proportions that some Americans who were unalarmed only a decade ago are now prepared to act against this serious threat. They will no longer tolerate illegal drug use in their communities.

National Goal or Interest: Drug Free Nation.

Achieving a drug free nation is a vital national interest. The President has translated this high level interest into six goals, which form the foundation of the National Drug Strategy.

- o Drug-Free Workplaces
- o Drug-Free Schools
- o Expanded Treatment
- o Improved International Cooperation
- o Strengthened Drug Law Enforcement
- o Increased Public Awareness and Prevention

Strategy Focuses on Supply and Demand.

The National Drug Strategy recognizes that the drug problem is sustained by both the supply of drugs and the appetite of some Americans for illegal drugs. The strategy establishes two inter-related objectives: stop the supply of drugs and eliminate the demand.

The strategy objectives recognize that law enforcement efforts alone cannot solve the drug problem. America's law enforcement and interdiction forces have put thousands of drug traffickers behind bars, seized their assets worth millions of dollars and intercepted huge quantities of illegal drugs. Still, the lucrative drug market and its promise of immense wealth lures people into the drug trade. To solve the drug abuse problem, we must eliminate the market for illegal drugs, and that requires a comprehensive effort at supply and demand reduction.

The Nature of the Drug Problem: Multi-dimensional.

Drug abuse is not a simple problem in the United States. There are many dimensions to the drug problem, which are reflected in the breadth and diversity of the strategy. Among some of the most significant aspects of the drug abuse threat are:

Health Dimension.

Drugs present a broad health threat. Mortality rates and hospital emergency room data provide an indication of the significance of this problem: In 1987, not counting New York City, more than 3,000 American deaths were directly attributed to drug use and hospital emergency rooms reported treating 52,000 drug related incidents.

The serious medical consequences of illegal drug use were underscored last year in the tragic deaths of promising nationally-known athletes -- testifying to the deadliness of crack cocaine. Chronic illicit drug users may suffer from recurrent pneumonia, tuberculosis and hepatitis, and pregnant cocaine users run great risk of miscarriage and harming unborn babies due to reduced fetal blood supply. The health aspects of the drug abuse problem have been brought into even sharper focus by Acquired Immune Deficiency Syndrome (AIDS) -- 35 percent of AIDS cases in New York were caused by illegal drug use.

Law Enforcement/Criminal Justice Dimension

The law enforcement problem is very complicated. Drug using criminals commit four-to-six times as many crimes as non-drug using criminals. Law enforcement agencies must focus on the range of illegal drug activity -- from a pocketful of marijuana carried over the border to large scale drug organizations dealing in millions of dollars.

- o Drug Smuggling into the United States America's borders are extensive, isolated in some areas and busy in others. Identifying smugglers is an immense task with more than 265 million people crossing our land borders each year and about 330,000 commercial and private vessels and 421,000 commercial aircraft entering the United States each year.

- o Domestic Production. Approximately 25 percent of the marijuana consumed in the United States is grown here.
- o Drug Distribution Systems, Facilities and Personnel. Hundreds of major drug trafficking organizations have been identified in the United States
- o Precursor and Essential Chemicals. Chemicals required to process drugs, such as ether for cocaine, must be controlled and monitored to protect against diversion to illicit drug production.
- o Legitimate Drug Diversion. The production of legal drugs must be controlled to protect against theft or other diversion to the illicit market.
- o Corruption of Public Officials. Huge drug profits make corruption of public officials a very real problem.
- o Money Laundering. The laundering of drug profits and removal of fiscal resources from the United States must be stopped.
- o Drug Use. Illicit drug use is a criminal violation and users are responsible for the entire range of violent criminal activity that supports the supply of drugs. They must be held accountable for their behavior. They are not victims of the crime, but participants in it.

National Security Dimension.

Drugs impact on national security. Our national security strategy seeks to foster democracy and free enterprise throughout the world to underwrite freedom and peace among nations. Drug production and the growing strength of drug cartels undermine friendly relations and hinder the spread of democracy. Drug cartels control portions of some countries with tactics similar to those of political insurgents and terrorists.

The Economic Dimension

Drug abuse is costly to the United States economy. Research conducted for the National Institute on Drug Abuse estimated that the annual cost of drug abuse was about \$60 billion, which includes such things as the cost of lost productivity, increased absenteeism and related health and social costs. In addition, the nation incurs the burden of maintaining anti-drug programs -- almost \$4 billion in 1988 for the Federal government alone.

Youth, Social, and Educational Dimensions

The young are affected by drug abuse in many ways. Drug abuse is responsible for significant amounts of child neglect and abuse. The promise of quick wealth tempts poor young Americans with increasing success. At the poverty level, the considerable risks imposed on drug dealers by law enforcement authorities may not be sufficient to overcome the lure -- especially with minors for whom the risks are tempered by our compassionate

approach to juvenile offenders. Illegal drug use hampers education, undermining the future of America's children. It destroys families and communities and makes the streets unsafe. And it robs the entire nation of the productive resources and creative genius of too many Americans.

Responsibility for Anti-Drug Activities

Drugs are not the sole responsibility of any one organization within the government, of any one level of government or of government alone. Drugs are a national problem, requiring national leadership and the application of the Federal government's unique national resources in conjunction with state and local efforts on all fronts. The strategy assigns the Federal government an active role in mobilizing Americans against drug abuse and leading both the supply and demand reduction efforts.

The strategy recognizes that the private sector shares responsibility for ending illegal drug use. The private sector is dependent on the work force. A drug free work force is essential for economic strength and international competitiveness.

The drug strategy also recognizes that other nations share responsibility for the global drug problem. Source and transit countries have an unmistakable duty to assist in eliminating drug trafficking.

A central tenet of the American heritage is the ultimate responsibility of citizens for their nation, its security and its society. The National Drug Strategy emphasizes individual responsibility of all Americans for ending drug use and the accountability of drug users for their actions.

User Accountability.

The concept of user accountability is a fundamental theme throughout the drug strategy. The concept of user accountability recognizes that individuals can, with proper treatment and incentive, stop using illegal drugs. The strategy encourages the development and use of swift and certain sanctions for illicit drug use.

United States Drug Effort Organized.

The strategy is issued and administered by the National Drug Policy Board (NDPB) -- a cabinet-level decision-making group led by the Attorney General with the Secretary of Health and Human Services serving as Vice Chairman -- and approved by the President. The NDPB structured the Federal effort to accommodate the diversity of the drug problem. The Policy Board oversees two coordinating groups: The Drug Enforcement Coordinating Group, which focuses on supply; and the Drug Abuse Prevention and Health Coordinating Group, which is responsible for demand reduction. The groups integrate the plans of Federal agencies and enhance coordination among those agencies. This structure provides cohesive and coordinated oversight for strategy and planning processes, resource allocation, and it encourages joint operations.

The Vice President is also actively engaged in leadership of the anti-drug effort. He is represented on the NDPB and directs the activities of the National Narcotics Border Interdiction System (NNBIS). NNBIS operates from the Vice President's office to improve coordination of the drug interdiction efforts of Federal, state and local agencies. NNBIS also plays a significant role in coordinating and ensuring support from the Department of Defense, the National Intelligence Community and a variety of other Federal agencies through its national presence and six regional centers.

There are nine mission specific strategies within the National Drug Strategy. They are action oriented strategies that guide agency anti-drug programs to mount a comprehensive and coordinated effort against every aspect of the drug problem -- from attacking the production of drugs to the treatment of illegal drug users. Each strategy is tailored to a discrete but integrated portion of the anti-drug effort.

The Fight Against Drugs

National Strategies to Reduce Supply of Drugs

Five of the mission specific strategies guide the anti-drug activities of the nation's law enforcement and other agencies. They are closely related elements of an integrated and comprehensive attack on the organizations and individuals that support drug use.

These five strategies are "threat driven". They respond directly to the "threat" presented by groups involved in drug production, transportation, distribution and related activities. Like all strategies dealing with a contemporary threat, they are flexible to accommodate the evolving threat.

Characterizing The Drug Threat

The drug threat to the United States has been growing and changing for decades. Today cocaine is the primary threat; marijuana is the most widely abused illegal drug; heroin and other illicit drugs are of great concern and the abuse of legal drugs continues to be a major problem.

- o Drug production is located outside United States Cocaine is from South and Central America; marijuana is cultivated worldwide and heroin is principally from Southwest Asia, Southeast Asia and Mexico. About 25 percent of marijuana consumed in the United States is domestically grown and various other illegal drugs are made in the United States and elsewhere. Worldwide drug supplies continue to grow.
- o Drug organizations control drug trade. Colombian cartels control cocaine from cultivation to initial distribution; there is less centralized control of marijuana; the Sicilian Mafia, La Cosa Nostra, Mexican groups and Asian organizations control heroin.
- o Drug organizations use violent and sophisticated means. Drug organizations use the latest available technology to avoid capture. They are better armed -- the Bureau of Alcohol, Tobacco and

Firearms reports that more than 2,000 rifles and shotguns and 150 machine guns were seized in drug investigations in 1987.

Multi-Layered Attack on Drugs

To respond to this threat, the supply reduction strategies provide a layered or in-depth attack on the drug supply. Drug traffickers face a series of barriers between the source of drugs and the marketplace. The strategies also target drug organization members and use a variety of means to immobilize them, deny them the profits of their criminal activity through seizures and forfeiture, and deter illegal drug activity.

National Drug Intelligence Strategy

Efforts to reduce the supply of drugs and the demand for illegal drugs will be more successful if they are based on accurate and timely intelligence information. Intelligence -- including the range of activities from an informant's tip to sophisticated analyses conducted by National Intelligence Community agencies -- characterizes the drug threat and exposes weaknesses that are exploited by law enforcement. Accurate information about domestic drug use is required to design successful strategies and plans aimed at reducing the demand for illegal drugs.

The National Drug Intelligence Strategy integrates and coordinates the specialized intelligence resources of drug enforcement agencies and the nation's foreign intelligence arm, and protects against duplication of effort. The strategy makes drug intelligence a high priority for all national intelligence resources.

The strategy describes a plan to improve intelligence functions:

- o Determine intelligence needs. An interagency effort is underway to eliminate duplication of intelligence requirements and refer requirements beyond the capacity of law enforcement agencies to the National Intelligence Community.
- o Improve tasking of drug intelligence resources. To improve drug intelligence, recommendations will be made for changes in the collection priorities of worldwide resources.
- o Improve collection and flow of information. Foreign-based, aerial, and other resources will pursue drug intelligence as a high priority mission. Also underway are streamlining Defense Intelligence Agency reporting, increasing CIA drug intelligence activities, and expanding DEA's network of high quality informants.
- o Communications and data processing must be integrated. To enhance capabilities, the multiagency El Paso Intelligence Center will receive new data bases and equipment and additional personnel. Intelligence centers and operational forces will be linked by secure communications.
- o Maintain and improve analysis of drug-related intelligence.

Intelligence analysis will focus more sharply on specific drug enforcement missions; expanded analysis will enhance investigations into organized trafficking groups.

- o Ensure appropriate dissemination in a timely fashion. Intelligence staffs will be assigned to interdiction command and control centers, and selected state and local officers will be deputized to speed the flow of information and ensure utility to the recipient.

International Narcotics Control Strategy

The first of the layers of defense against the flow of drugs is governed by the International Narcotics Control Strategy, which targets drugs at source and trans-shipment countries. The strategy has two purposes: to reduce the supply of illegal drugs from major drug producing and trafficking nations, and to reduce the amount of illicit narcotics cultivated, processed and consumed worldwide.

The strategy integrates diplomatic initiatives and the international programs of Federal agencies to motivate and assist source and transit country drug reduction efforts. Diplomatic activities foster cooperation, while technical and financial assistance aim to improve and expand host nation drug reduction programs.

The strategy establishes objectives for United States international activities. To aid other nations in the fight against drugs, Federal agencies train and assist host nation forces in a range of law enforcement operations -- from intercepting drug caravans to locating clandestine laboratories and crop eradication. Drug crop eradication is a prominent feature of the international strategy, including supporting the research and development effort required to produce new environmentally acceptable herbicides, such as the aerial coca herbicide recently tested in Peru. Other efforts include development assistance for Asian farmers who forgo traditional opium poppy cultivation.

Reduce the flow of cocaine: cut coca production in half by 1993 in the world's major growing region.

Reduce the supply of heroin from Asia and Mexico.

Reduce the amount of marijuana entering the United States

Eliminate international trafficking networks and cartels.

Two additional international strategy objectives seek increased worldwide support for supply and demand reduction. Among the efforts underway in this area are: a diplomatic initiative to convince other developed nations to require that source and transit countries demonstrate positive performance in narcotics control as a condition for aid; and financial support for the narcotics control activities of international organizations, such as the United Nations and Organization of American States. The two specific objectives supported by these activities are:

Increase worldwide support for narcotics control.

Increase international cooperation in global narcotics control.

These six objectives provide an appropriate mixture of diplomatic effort with assistance and direct support for the anti-drug activities of other nations. They have paid off. In fact, seven years ago only two nations had active programs to eradicate drug crops -- today there are 24.

National Drug Interdiction Strategy

The next opportunity to halt the supply of drugs is while they are in transit from source countries to our borders. The National Drug Interdiction Strategy focuses and coordinates the activities of various law enforcement and supporting agencies to stop drug smugglers in the air, at sea and on land.

The strategy seeks to intercept and seize shipments of drugs and deny smugglers freedom of movement regardless of location and mode of transportation. The strategy directs an extensive and in-depth air, sea and land interdiction system extending from our borders to the shores of source countries. It presents a complex and changing series of barriers to expose smugglers to increased risk, complicate their task, and force them to undertake increasingly costly and uncertain maneuvers in attempting to evade interdiction forces.

The interdiction strategy consists of three inter-related strategies for intercepting drugs being smuggled by air, sea and land. Each strategy guides the employment of resources to perform four common functions: Detect the drug carriers; Sort suspect vehicles and persons from legitimate traffic; Track and intercept suspects; and Apprehend violators, which includes seizing their contraband. The specific goals and objectives within each of the interdiction strategies enhance and support these four elements of interdiction operations.

National Air Interdiction Strategy

The air interdiction strategy presents a defense in-depth. It employs a fixed detection perimeter along portions of the United States border, complemented by mobile detection assets working near smuggling routes and source countries. Interdiction forces consist of detection resources -- including fixed and mobile air-, land- and sea-based platforms; interceptor and tracking aircraft; and mobile law enforcement teams. Linking detection, sorting, tracking and apprehension elements is a command and control, communications, intelligence (C³I) system that efficiently directs interdiction forces and allows an immediate response to changes in the threat. Overall responsibility for air interdiction operations is divided between east and west control centers.

To enhance air interdiction capabilities, the strategy directs a 200 percent increase in air interdiction capability. Among the actions already underway to accomplish this aggressive goal:

- o Establish a C³I Center on each coast in 1988 to more efficiently employ Coast Guard, Customs Service and other assets.

- o Increase fixed detection capabilities 70 percent by upgrading the aerostat radar in the Bahamas, and installing two more in the area, and increasing fixed detection capabilities in the Southwest with six new land-based aerostat radars.
- o Increase detection capability in Caribbean chokepoints by 65 percent with four mobile Coast Guard sea-based aerostat radars, and a 25 percent increase in activity by the Coast Guard's two E-2C radar aircraft; increase mobile detection capability by 50 percent on the Southwest border with the addition of a specially modified Customs Service P-3 Airborne Early Warning aircraft.
- o Increase interceptor capability by 400 percent with deployment of eight new USCG interceptors on the East Coast and new United States Customs Service aircraft to the Southwest.
- o Improve apprehension capabilities in the Bahamas by 60 percent with additional helicopters.
- o Increase USCS aviation personnel by 17 percent nationwide.
- o Explore new capabilities emerging from Department of Defense research and development programs.

The National Maritime Interdiction Strategy and Implementation Plan.

The maritime strategy guides the employment of forces to stop the flow of illegal drugs to our shores from the territorial waters of source and trans-shipment countries. The strategy presents an integrated approach that accommodates single agency operations, but encourages interagency joint operations and combined operations with source and trans-shipment country governments.

The strategy details specific improvements in interdiction capabilities, which are tailored to the threat in the departure zones, which include the waters adjacent to the shores of source countries; the transit zones, which extend from the departure zones to the territorial waters of the United States; and the arrival zones, which extend from the transit zones to the shores of the United States.

To enhance interdiction in departure and transit zones.

- o Expand use of United States Coast Guard, Customs Service, Navy and Air Force long range surveillance aircraft.
- o Add five sea-based aerostat radars in 1988 to increase detection capability in Caribbean chokepoints by 30 percent and sorting capability by 20 percent.
- o Increase Coast Guard Tactical Law Enforcement Teams (TACLETS) aboard United States Navy vessels patrolling in departure and transit zones and increase use of United States Navy ships by 10 percent in 1988.

- o Increase joint and combined operations and training with source and trans-shipment country maritime forces -- including, a 20 percent increase in the Caribbean and a 25 percent increase with Bahamian maritime forces.
- o Deploy five additional patrol boats in 1988 to increase capabilities in Caribbean chokepoints by 10 percent and replace older USCS and USCG patrol boats in Bahamas.
- o Increase interdiction capabilities in Bahamas by 20 percent.

Expand capabilities in arrival zones and nearby transit areas.

- o Expand Customs Service coastal radar network to 100 percent of the high threat areas of Florida in 1988.
- o Enhance detection and tracking capabilities by increasing coastal patrol craft operations and deploying Customs Service aircraft to Long Island, San Diego, New Orleans, Corpus Christi, Tampa and Jacksonville.
- o Increase the use of USCG and USCS vessels and aircraft in all arrival zones and increase interdiction capabilities against high speed threat by 10 percent.
- o Increase the effectiveness of interdiction operations by establishing standard operating procedures for Coast Guard and Customs Service.

The Land Interdiction Strategy

The goal of the Land Interdiction Strategy is to stop smuggling at United States air, sea and land ports of entry, land borders between ports of entry, and through the international mails. This task is complicated by the tremendous volume of legitimate traffic across our borders.

The land interdiction strategy includes tailored responses to the drug threat according to the different vulnerabilities of various ports of entry, the border and the mails.

Seaports

The objective is to seize drugs whether they are shipped within a container, hidden in general cargo, secreted aboard a commercial vessel or carried by arriving passengers or crew members.

- o To increase detection of drugs in containerized shipments, the Customs Service will use commercial and government data and increased analytic capability to identify high risk shipments.
- o The frequency of 100 percent inspections of containers and vessels will be increased; canine teams and multi-agency inspection teams will be used more often aboard vessels.

- o Emphasis will be placed on The Sea Carrier Initiative Program to improve information sharing with carrier security personnel and encourage carrier accountability for cargo.
- o Trained mobile state and local law enforcement teams and new small vessel reporting stations will be established to interdict drugs aboard small private vessels.

Airports

Drug smuggling at airports frequently involves complicity of airport or air-carrier personnel. The strategy directs a ten percent increase in internal conspiracy related arrests and five percent increase in the number of commercial aircraft seized. To accomplish these ambitious goals, the strategy provides for use of all available data -- including intelligence reports of United States aircraft spotted in high risk countries -- and improved inspections for high risk aircraft, airport cargo holding areas and passengers. The strategy holds carriers responsible for vulnerability to drug smuggling.

Land Border

The strategy addresses two land border missions -- interdicting the flow of drugs at land ports of entry (POE) and intercepting drug smugglers between ports of entry. A high priority is assigned to speeding intelligence to ports of entry and checkpoints between POEs. The strategy also seeks new technology to detect hidden drugs within containers, cargo and conveyances.

To harden the border between POEs, the strategy directs increased Border Patrol checkpoints along the border, and increased use of joint-agency mobile operations -- such as Operation Alliance activities. Increased employment of Defense Department mobile and fixed intruder detection networks along border areas and infra-red equipped helicopters are also directed by the strategy.

International Mails

The international mails element of the Land Interdiction Strategy seeks a two percent increase in the amount of drugs seized from letter and parcels mailed to the United States. The strategy directs enhanced identification of high risk mail for expanded screening by joint agency forces and mandates improved mail facility security.

National Investigations Strategy

The National Investigations Strategy goal is to reduce the supply of illegal drugs by immobilizing drug trafficking organizations. Based on past success against organized crime, the strategy establishes three objectives: (1) arresting leaders, financiers and operatives of major trafficking organizations; (2) seizing illegal drugs; and (3) seizing the proceeds generated by drug trafficking and the assets of drug organizations and individual traffickers.

The investigations strategy also assigns priority to participation in border interdiction operations, follow-up on interdiction cases and assisting the law enforcement activities of source and trans-shipment countries.

First Objective: Immobilize Drug Trafficking Organizations.

To immobilize national and international drug trafficking organizations and deter the formation of new organizations, the strategy focuses on:

- o Improving the capabilities of the nationwide Organized Crime Drug Enforcement Task Forces (OCDETF), which combine the unique capabilities of various law enforcement agencies into multi-capability forces for comprehensive attacks on major drug organizations. To enhance OCDETF, the strategy requires: a five percent increase in DEA's time commitment to OCDETF cases; devoting more FBI resources to OCDETF and focusing 80 percent of their effort on the major international drug organizations; backfilling Immigration and Naturalization Service (INS) special agent positions and assigning 50 additional INS agents to OCDETF; a five percent increase in Bureau of Alcohol, Tobacco, and Firearms OCDETF investigations of major drug trafficking organizations, and reducing OCDETF fugitives at large by 10 percent.
- o Target the major traffickers by maintaining 75 percent of DEA's effort against the largest scale drug traffickers, focusing the FBI's drug investigations on major drug organizations and corruption of public officials, and increasing the use of FBI electronic and covert surveillance.
- o Assist state and local drug enforcement efforts, especially specialized local programs, such as crack cocaine teams established using Department of Justice grant funds. Increased assistance for investigations of mid-level street dealers will be provided, and teams of local and INS officers established to increase alien criminal apprehensions by 20 percent.

Second Objective: Increase Drug Seizures.

This objective goes beyond seizures during domestic investigations to support the international and interdiction efforts with investigative resources. Activities in support of this objective are drug specific.

- o The Cocaine Suppression Program seeks to identify, seize and destroy cocaine, coca base and paste, and coca leaf wherever it is found. The program assists source and transit country law enforcement operations and eradication efforts.
- o The Heroin Suppression Program focuses on upgrading and assisting source country efforts to intercept opium and destroy heroin processing facilities.
- o The Cannabis Detection and Eradication Program assists aggressive eradication efforts in all 50 states with funding and training. It also seeks to find and eradicate cannabis on 75 percent of National

Forest System and Department of the Interior lands by 1989.

- o Domestic Clandestine Laboratories Program provides the training and assistance to law enforcement agencies required to achieve a 50 percent reduction in clandestine laboratories operating on public lands.
- o Precursor Chemical Program seeks to monitor the export and import of precursor chemicals, to encourage tighter controls in other countries and to eliminate the unauthorized sales.
- o Legal Drugs Diverted to Illicit Use must be stopped. The goal is to seize 100 percent of those drugs.

Third Objective: Seize the Proceeds and Assets of Drug Traffickers.

The third objective seeks to make drug trafficking less profitable and deny drug organizations the resources needed to maintain their illegal activity. The investigations strategy directs more equitable distribution of seized proceeds and assets and mandates a 15 percent increase in the share of funds allocated to state and local governments under the United States Customs Service's seizure program. It also directs a 10 percent increase in seizures of drug traffickers' proceeds and assets, and provides guidance for increasing asset removal capabilities nationwide and internationally.

The National Narcotics Prosecution Strategy

The fundamental purpose of the National Narcotics Prosecution Strategy is to apply limited Federal prosecution resources against the most lucrative drug enterprise targets. Consequently, the strategy details three primary objectives and emphasizes coordination and cooperation between authorities.

First Objective: Establish Priority Targets and Attack Them.

Beginning in Fiscal Year 1989, the National Narcotics Prosecution Strategy directs the assignment of 80 percent of Federal narcotics prosecution resources and 100 percent of OCDETF prosecutor resources to priority targets. The priority targets are:

- o Designated Targets: A high level group will designate the most significant drug enterprises, such as Colombian cocaine cartels, Asian and Mexican heroin smugglers, La Cosa Nostra drug distributors, and others.
- o Other major enterprises: Other multistate or multinational drug organizations, which may include the Jamaican groups and others.
- o Local Law Enforcement Coordinating Committee targets: Some local and regional narcotics violators will be designated for Federal prosecution.
- o Laboratories, manufacturers and diverters: Groups or individuals suspected of these violations may include national outlaw

motorcycle gangs and others.

- o Other priority targets: Leaders of major drug enterprises, drug-related public corruption cases, and violators subject to exclusive United States jurisdiction may be included in this priority.

Second Objective: Assist State and Local Drug Enforcement and Prosecution.

The second objective is to assist states and communities in aggressive prosecution of local, statewide and regional drug traffickers. This strategy emphasises coordinated action among jurisdictions and direct support for prosecutions at the local level. Specific activities include:

- o Additional training: State prosecutors need training in drug prosecutions, especially concerning long-term, complex drug cases.
- o Creating model statutes: States need assistance in addressing areas of limited experience, such as money laundering and electronic surveillance, and they need model statutes in such things as restricting convicted drug users access to driver's licenses or other privileges.
- o Expand joint task forces and support: Federal resources will provide special support, such as non-English language teams and technical assistance.

Third Objective: Attack Significant Regional, State, and Local Threats.

Through United States Attorneys, the strategy will establish local priorities and pursues some local threats with the same level of effort as national priority targets. The strategy details specific actions, including:

- o Implement Selective User Prosecutions: To send a strong "zero-tolerance" message and deter drug use, users will be targeted for prosecution.
- o Emphasize Specific Offenders: Among those targeted are: multiple offenders, including those with a history of violence; violators of the schoolyard statute; fugitives; and those who deal in drug paraphernalia.

Solving the Drug Problem

National Strategies to Eliminate the Demand for Drugs

The other major objective of the National Drug Strategy is to wipe out the demand for drugs, protect ourselves and our youth from drugs, and to free drug dependent Americans.

Drugs threaten all Americans, but in different ways and for different reasons. Some Americans are drug dependent, others -- because of age,

social, economic, familial, educational and other conditions -- are very vulnerable. Still others encounter drug use among their co-workers, friends and relatives. Demand reduction strategies have been tailored to the specific needs and conditions of broad groups of Americans. A strategy has been developed to address the unique situation of individuals in each group.

Effective and consistent law enforcement efforts must be continued. However, the drugs must be perceived to be unpopular as well as illegal. Drug demand reduction efforts focus on people, and on the many factors -- environmental, social, and behavioral -- that affect each individual and society as a whole. The demand reduction strategies encourage creative responses, especially at the local level, tailored to individual community needs supported by national initiatives to create an environment in which illegal drug use is recognized as unacceptable behavior.

National Prevention Education Strategy

The key to a drug free future is to insure that our young people never use drugs. Comprehensive prevention efforts are more likely to be successful than the individually focused efforts of the past program.

The prevention strategy seeks to assist those individuals who most influence children's lives: parents, community members, school officials, teachers and peers. In addition to providing strong national leadership to increase overall awareness about the dangers of drug abuse, the strategy seeks to accomplish the following:

- o First Objective: Collect the most current information about trends in drug abuse, programs that work, and the latest research findings. A variety of techniques are employed including identification of noteworthy school and community prevention programs and surveys, such as the High School Senior Survey, which seek to uncover the causes, consequences and patterns associated with drug use by youth.
- o Second Objective: Provide information to parents, communities, school administrators, teachers and youth to promote effective prevention efforts and to increase knowledge about illegal drug and alcohol use. This objective seeks to increase public awareness, a prerequisite of effective programs, and to provide a mechanism for all citizens to become involved in prevention. Information will be made available through the National Clearinghouse for Alcohol and Drug Information and other avenues. Federal agencies provide a variety of activities in this area -- from newsletters for school officials to demonstrations of model programs and mass media campaigns. Examples of Federal efforts in this area are the distribution of over 1.8 million copies of the Department of Education publication "Schools without Drugs" and a handbook identifying model prevention programs now being prepared.
- o Third Objective: Provide assistance to parents, communities, schools and youth working to implement prevention programs. Federal agencies provide technical and financial assistance to

communities, organizations and schools, as well as assistance targeted directly at youth. Assistance seeks to enhance existing parent and community organizations and programs, and enable new drug and alcohol prevention organizations and activities.

This comprehensive approach retains state and local freedom, flexibility, and responsibility for determining which programs best meet their specific needs. The strategy recommends coordination and close monitoring of prevention initiatives to complement decisions about program effectiveness made on the local level where effectiveness can be properly judged.

National Strategy for High Risk Youth

While the size of the high risk population is uncertain, it is clear that these youth, who are among our nation's most troubled young people, account for a grossly disproportionate share of drug use and related criminal activity. To help these young people achieve productive drug-free lives this strategy presents a comprehensive plan of prevention, education, intervention and treatment.

- o First Objective: Promote a strong message that those who use drugs are accountable for their behavior. Effective reinforcement of individual accountability is crucial to demand reduction. This objective builds on the user responsibility initiative through programs that reinforce individual responsibility and laws that mandate clear sanctions for drug and alcohol violations.
- o Second Objective: Strengthen high risk families and promote their responsibility for preventing and intervening in illegal drug use by their children. The strategy extends accountability to parents and other family members. Federal initiatives focus on the causes and histories of drug use in troubled families, and providing special training and parenting programs for "at risk" families.
- o Third Objective: Encourage comprehensive community responses to the high risk youth drug problem. In the absence of strong family support systems, communities are key components of the strategy. This strategy mobilizes state and local community service organizations, volunteers, religious leaders, and social and civic groups to work with Federal agencies to implement community-wide approaches for coordinated supply and demand reduction efforts. The innovative actions undertaken include the Department of Housing and Urban Development's five regional conferences on drug-free public housing and initiatives targeting public housing sites.
- o Fourth Objective: Enhance the Federal government's leadership role as a catalyst to encourage further development of comprehensive State and local responses to drug use among high risk youth. Leadership is the primary Federal function. The strategy encourages development and testing of new approaches to the drug problem, provides training and other forms of technical assistance, reinforces the user accountability concept and guides efforts to

direct attention to the special needs of this sector of the population.

National Mainstream Adults Strategy

The National Mainstream Adults Strategy focuses on the 180 million drug-free adults and mobilizes them to help deter drug use in the workplace and communities. The strategy fosters a sense of responsibility among non-users for solving the drug problem. This strategy establishes two major goals and details objectives within each goal. It focuses on integrating Federal resources with those of every other segment of society -- families, schools, the workplace, businesses, all levels of government, the media, and sports and entertainment industries.

First Goal: Promote National Awareness and Involvement. The strategy seeks to promote awareness of the national drug problem and its impact on all Americans and to mobilize Americans to combat drugs. The specific objectives detailed in the strategy are:

- o First Objective: Promote individual responsibility and involvement. This objective appreciates the continued leadership of the First Lady through the "Just Say No" campaign and other activities and charges Federal agencies to support research to determine what approaches and technical assistance efforts work best in promoting individual responsibility.
- o Second Objective: Stimulate involvement of individuals in non-workplace setting. Americans who are not targeted by workplace initiatives have a role in solving the nation's drug problem. The strategy encourages their efforts with a range of programs to disseminate information and enlist their support through innovative projects such as the Foster Grandparents Program.
- o Third Objective: Enlist community leaders as role models. Community leaders from every segment of society and industry can influence their communities and encourage others to act against drugs. The strategy charges Federal agencies to solicit support from community leaders and encourage continued private sector initiatives to use the media in combatting illicit drug use.
- o Fourth Objective: Enlist health and social service professionals as role models. Health and social service professionals have unique positions of trust within their communities. The strategy details educational and information efforts and technical assistance opportunities to aid these professionals in promoting community activities against illegal drug use.
- o Fifth Objective: Support research on involvement of mainstream adults. Federal agencies will sponsor, fund and encourage research that contributes to effective involvement of mainstream adults against the use of illicit drugs.

Second Goal: A drug free work force. Illicit drug use has been associated with lost productivity, absenteeism, accidents and increased health costs in the workplace. To promote a drug-free work force, there are specific objectives under this goal:

- o First Objective: Support of Employee Assistance Programs (EAP) and treatment. This objective focuses on achieving a drug-free Federal work force as a model for other employers; providing technical assistance, management training and information for employers developing EAP programs; and conducting research on related issues.
- o Second Objective: Enlist employers and employees as role models. Federal agencies will provide education and technical assistance about programs that have been successful in the workplace and help develop non-punitive approaches for managers to use in dealing with drug-involved employees.
- o Third Objective: Enlist support for drug testing programs. Drug testing is an important tool for achieving drug free work places. Drug testing identifies users so they can enter into appropriate treatment programs, inhibits escalating use of illicit drugs, deters drug use before it starts, and encourages consumer confidence in the quality of the work force. The strategy charges Federal agencies to educate private sector managers on the uses and values of drug testing and to implement an effective Federal drug testing program.

National Strategy for Treatment and Rehabilitation

Treatment aims at reaching drug abusing Americans. Treatment can reduce the immense costs society bears as a result of those who use illegal drugs. Successful treatment can return drug abusers to the mainstream, which translates directly into a stronger and more capable United States. Further, every rehabilitated drug abuser represents a significant blow to criminal drug enterprises as it reduces the market for illegal drugs.

The treatment strategy recognizes that treatment modalities must be matched to the circumstances of each individual drug abuser. It addresses the range of illegal drug using Americans -- from those who are only mildly impaired and for whom the threat of drug testing may provide sufficient motivation to end drug-involved behavior, to those who are extremely disabled and unresponsive to current treatment methods. The inadequacy of current knowledge to make treatment maximally effective is addressed by the strategy.

The treatment strategy focuses on four specific objectives:

- o First Objective: Conduct an aggressive campaign to identify drug users and engage them in treatment. The strategy identifies several means to accomplish this objective. Among them are street and outreach programs, such as those funded by the Alcohol, Drug Abuse and Mental Health Administration through block grants. It also recognizes the importance of sanctions in compelling treatment

among those arrested, supports employee drug screening and information campaigns aimed at motivating drug users to get treatment.

- o Second Objective: Ensure the ready availability of treatment. Several Federal agencies provide access to drug and alcohol treatment programs for specific segments of the population, such as the Veterans Administration which operates 51 drug dependence treatment programs.
- o Third Objective: Stimulate private sector involvement. Federal agencies will encourage employers and insurance companies to include substance abuse in health plans and coverages. Federal agencies also are charged to take the lead in educating the public and working to remove community reluctance or zoning restrictions that inhibit the building of treatment facilities.
- o Fourth Objective: Undertake research to improve quality and efficiency of treatment and to find ways to treat those who are currently unresponsive. The strategy directs Federal research to improve the quality and efficiency of treatment. Research priorities include developing better treatment modalities for all drug users, especially those who also have psychiatric disorders. The 97 research projects funded by the National Institute for Drug Abuse target these and related areas, including expanding care through outreach programs.

Indications of Progress

The comprehensive Federal, state and local effort outlined in the National Drug Strategy already has achieved significant progress. While drugs still threaten our nation greatly, our past success against drugs provides prudent reason to look with confidence toward a drug free future. The following is a very brief synopsis of progress in the past year.

First ever reduction in cocaine use.

The most hopeful sign that we are making progress in drugs comes from the annual Survey of High School Seniors. In 1987, for the first time since the survey began a decade ago, the number of high school seniors reporting cocaine use in the past year went down -- from almost 15 percent in 1986 to 10.3 percent in 1987. In addition, about half of the high school seniors indicated that any use of cocaine -- even one time experimentation -- is hazardous. The trend toward reduced marijuana use among high school seniors continue with 2.5 percent fewer users in 1987 than in 1986. Further, there was a three percent increase in the number of high school seniors perceiving that even the limited use of marijuana was potentially harmful.

Progress in Drug Intelligence

The strategy notes that effective and timely intelligence can enhance all drug enforcement operations. In 1987, drug intelligence capabilities improved markedly with new Bureau of Prisons, Federal Aviation Administration and other data bases available to the multi-agency El Paso Intelligence Center. Drug Enforcement Administration, Defense Intelligence Agency, Customs Service and Coast Guard all achieved improved intelligence gathering, use and communications capabilities during 1987. Improved analytic capabilities generated new and successful investigations -- including a DEA analysis of a drug organization's telephone records to expand an investigation, which resulted in 29 arrests, and the seizure of 70 tons of marijuana and nearly a ton of cocaine.

Progress in International Narcotics Control

In 1987, 23 nations joined the U.S. in eradicating drug crops -- in 1981, there were only two. About 283 metric tons of opium, 5,046 metric tons of coca leaf, and 17,585 tons of cannabis were destroyed around the world. Eradication has virtually removed Thailand from the ranks of the major opium producers; Jamaica's marijuana eradication program reduced production from 1,755 metric tons in 1986 to only 325 metric tons in 1987; and a U.S. assisted aerial eradication in Belize destroyed 80 percent of the marijuana crop.

Carlos Lehder, suspected as a leader in the Colombian drug cartel, was extradited to the U.S. International money laundering investigations cut deeply into drug organizations. In one FBI investigation of Colombian drug traffickers, called Cashweb/Expressway: 114 conspirators were indicted; \$22.5 million in cash, 2,100 pounds of cocaine and 22,000 pounds of marijuana were seized; and forfeiture proceedings have targeted \$11 million in bank accounts.

The Bureau of International Narcotics Matters' aircraft participated in eradication operations in Belize, cocaine raids in Bolivia and airlifted coca eradication teams in Peru.

The United Nations International Conference on Drug Abuse and Illicit Trafficking demonstrated that 138 nations can work together against drugs. The conference served as a catalyst for stronger and broader anti-narcotics programs and produced two documents that will guide the UN community's anti-drug efforts in the next several years.

Progress in Interdiction

The improvements mandated by the interdiction strategy are underway and interdiction forces are achieving great success against increasingly sophisticated drug smugglers.

Interdiction forces continued to interdict increasing quantities of cocaine. In 1987, the U.S. Customs Service seized 87,898 pounds of cocaine -- 35,000 pounds more than in 1986 and four times as much as in 1983. The Coast Guard seized 12,930 pounds in 1987 -- about 40 percent more than in 1986 and a huge increase over 1983 seizures of less than 100 pounds. Cocaine seizures by the Immigration and Naturalization Service (INS), which includes the Border Patrol, were 13,121 pounds in 1987 versus 2,763 pounds in 1986.

Customs and Coast Guard seized less marijuana in 1987, but INS seizures went up from 143,339 pounds in 1986 to 226,055 pounds in 1987. Seizures of hashish were also down, but interdiction forces removed more heroin and the INS seized almost 500,000 more dosage units of dangerous drugs in 1987 (160,397 in 1986; 654,259 in 1987.)

Interdiction forces achieved significant increases in asset seizures in 1987. Customs seized 720 vessels in 1987 versus 302 in 1986; plus 193 aircraft, 60 more than in 1986, and 12,124 vehicles. In addition, the Customs Service seized \$102 million in monetary instruments.

The Defense Department's initiatives to support interdiction achieved new heights in 1987 with 16,288 flight hours by surveillance aircraft. U.S. Navy ships spent 2,512 days patrolling drug trafficking areas -- a 100 percent increase over 1986. The National Guard and Reserves provided an additional 3,121 flight hours of aerial surveillance and 9,000 man-days in support of drug eradication.

The multi-agency Operation Alliance along the southwestern border was in full operation and conservative estimates show increases in seizures of marijuana and cocaine of 89 and 220 percent respectively in 1987. Additionally, Operation Alliance forces seized 408 monetary instruments valued at \$12.5 million. Multi-agency cooperation with the Bahamian forces in Operation BAT in 1987 resulted in seizures of: 17,729 pounds of cocaine; 259,290 pounds of marijuana; 5 vehicles; 22 vessels; and 26 airplanes.

In response to the threat of drug smuggling in containerized cargo, Customs implemented a container strategy in 1987. Container seizures accounted for 28,595 pounds of cocaine.

Progress in Investigations

Federal, state and local investigative agencies achieved significant successes in 1987. The Drug Enforcement Administration achieved a 15 percent increase in arrests of the most significant drug offenders and 14 percent increase in other violators in 1987. DEA with state and local law enforcement agencies, including task forces, arrested 21,921 violators in 1987 -- a significant increase from the 1983 level of almost 13,000. DEA arrests also resulted in 14 percent more convictions in 1987 than in 1986. In 1987, the FBI achieved 2,851 convictions -- an increase of almost 200 over the 1986 level and a huge increase over the 1983 figure of 471.

In addition to Cashweb/Expressway, described above, Federal agencies conducted several significant investigations against drug organizations in 1987. Among them was the Pizza Connection which began in 1982. The FBI, DEA, Customs, Internal Revenue Service and foreign governments cooperated in destroying a sizeable Sicilian Mafia/La Cosa Nostra heroin ring that used pizza parlors in New York and five other states to facilitate distribution of an estimated \$1.65 billion worth of heroin. Thirty-eight high level traffickers in the U.S. and 175 Mafia members and associates in Italy were indicted. Eighteen defendants, including a former Sicilian Mafia "Boss of the Bosses" were sentenced in Federal Court in New York to jail terms of up to 45 years.

Progress in Prosecutions

Federal prosecutors continued to expand their efforts in 1987 as demonstrated in the investigations achievements above. Federal prosecutors filed nearly the same number of criminal cases (over 10,000) in U.S. District Courts in 1987. However, 1,500 more of those were for drug violations in 1987 than in 1986.

Drug related asset seizures increased significantly in 1987. DEA seizures in 1987 were valued at \$409 million -- 25 percent higher than in 1986 and about 400 percent higher than in 1984. FBI seizure values in 1987 were 319 percent above 1986 levels; and Customs Service seizure values increased 150 percent in 1987. Forfeitures showed similar increases; for example, DEA forfeitures valued at \$144 million in 1987 were almost three-times the 1986 level of \$47 million and almost four-times the 1984 level of \$38 million. Forfeited property is shared with local and state agencies: the Department of Justice provided \$64 million in forfeited property and cash to state and local law enforcement agencies in 1987, while Customs distributed \$5.85 million.

Progress in Prevention Education

The 1987 High School Senior Survey results (see above) indicate clear progress in educating youth about the dangers of drug use and reinforcing drug free behavior. The collection of information on successful programs proceeded in 1987 and more than 230 schools were nominated for the Department of Education's Drug-Free Schools Recognition Program. Other efforts include evaluations by associations of school administrators National Institute On Drug Abuse sponsored research into prevention programs and the identification of more than 2,000 prevention materials (books, etc.) conducted by the Office

for Substance Abuse Prevention with assistance from more than 2,500 organizations nationwide.

The dissemination of prevention and education information is an area of great success. In every area -- from a joint ACTION-National Association of Broadcasters Conference to teach young people about media anti-drug efforts to the vast publications of the National Clearinghouse for Alcohol and Drug Information and the Customs Service operation of a Drug Smuggling Awareness Program -- the education effort proceeds with increasing tempo. Federal agencies sponsored public service announcements and media campaigns aimed at various target groups including parents, schools and the general public. More than 3 million publications and other informational materials were distributed by Federal agencies to the public -- 1.8 million copies of the Department of Education's Schools without Drugs were distributed.

Technical and financial assistance programs were well underway in 1987. In addition to community and school training programs conducted by various Federal agencies, almost \$200 million in drug prevention grants were provided to states and communities.

Progress in Mainstream Adults

Programs are underway to promote individual responsibility and involvement of mainstream adults by providing information and technical assistance to stimulate activities to deter drug use. Among them were a program by the Office of Personnel Management for drug awareness in the Federal workplace and NIDA's Drug-Free Workplace Helpline. Several departments supported efforts to involve Americans through publications and speakers bureau presentations. In addition, technical assistance was provided to health and social service professionals and communities to develop role models.

Several agencies funded research in 1987 aimed at strategies for involving mainstream adults in the anti-drug effort. Among the activities undertaken were NIDA grant announcements for related research and the Department of Labor sponsored several grants to conduct research on substance abuse in the workplace.

Employee Assistance Program support included training courses for Federal agency managers and supervisors, technical assistance for management training provided by the Department of Health and Human Services and various other efforts.

Progress in High-Risk Youth

In 1987, 59 ongoing or planned programs for high-risk youth were identified. Nine initiatives were undertaken to conduct the research required and develop prototype programs to promote accountability for drug use among high-risk youth. Included are 34 Gateway Projects funded by the Office for Substance Abuse Prevention (OSAP) that focus on early intervention and prevention efforts. Projects to strengthen high risk families underway include Project Hope, a Justice Department prevention and treatment program for Hispanic runaways, neglected/abused and drug using children, and 45 OSAP

sponsored Family Involvement Project grants that emphasize family involvement and intervention.

Nineteen Federal programs were identified to encourage community programs for high-risk youth. Among them are 131 OSAP funded (\$24 million) projects to provide comprehensive prevention, intervention and treatment at the community level. In addition, more than 200 police departments have been trained to implement the Drug Abuse Resistance Education (DARE) curriculum that teaches children to say "no" to drugs.

Treatment Progress

In 1987, progress in treatment was equally notable in three areas: AIDS, facilitating entry into treatment, and conducting research to improve the quality of treatment. Federal treatment initiatives aimed at drug users included community-based AIDS Outreach Projects to educate drug users about AIDS. These programs in six major cities use a variety of outreach techniques. In addition, NIDA developed, tested and delivered a comprehensive AIDS training program. Approximately 2,600 persons from 26 states received the basic course. In addition, 13 Service Demonstration Projects were funded in the metropolitan areas with the highest prevalence of AIDS to coordinate community resources in all aspects of AIDS patient care.

To facilitate entry into treatment programs, the Alcohol, Drug Abuse, and Mental Health Services Administration distributed an additional \$39.9 million for treatment programs -- bringing the total Block Grant program since 1982 to almost \$500 million. Programs were also funded to treat the alcohol and drug problems of the homeless. The Veterans Administration operated 51 drug dependence treatment programs in 1987, and the Indian Health Service oversaw 250 alcohol and substance abuse programs conducted by local tribal and other organizations. A variety of other Federal agencies also conduct local treatment assistance efforts aimed at specialized or comprehensive problems -- including NIDA's Drug Abuse Information and Referral Line (800 number), which received 75,000 calls in 1987.

To improve treatment programs, NIDA funded approximately 100 research projects in 1987. Additionally, 13 states received National Institute of Mental Health funding for demonstration projects dealing with drug abuse and mental health.

June 29, 1988

WHITE HOUSE STATEMENT

The U.S. Secret Service and the Drug Enforcement Administration initiated an investigation several months ago into allegations of drug use within the Uniformed Division. The President is aware of this investigation. At the outset of the investigation, two NSC clerical employees admitted drug use and were separated from the NSC. We cannot provide other details of the investigation, which is still continuing. The matter is now before the DEA, the Secret Service and the U.S. Attorney's Office.