

U.S. Department of Justice
Washington, D.C. 20530

National Methamphetamine Strategy Update



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Message to the President

One year ago, in Miami, you announced our new methamphetamine strategy. It encompasses a tough but fair and balanced approach to this national problem. Those who violate the law must be caught and punished, while we must do all that we can to prevent the manufacture and trafficking of this poison.

We are already beginning to see results. We are beginning to turn the corner. Methamphetamine use is down in almost all cities where it is sampled. But, we must not let up. First, we must prevent the further spread of this scourge and second, we must continue to work until we have eliminated the problem.

While we are making this report to you, we are only doing so as representatives of men and women in federal, state, county and local government and the private sector. They have done the work and they deserve the credit.

Janet Reno
Attorney General

Barry McCaffrey
Director, Office of National
Drug Control Policy

NATIONAL METHAMPHETAMINE STRATEGY UPDATE

EXECUTIVE SUMMARY

I. Methamphetamine: The Challenge.

Methamphetamine is a synthetic stimulant drug that is cheaper than cocaine in many markets, produces a longer high than cocaine, and can produce extreme aggressiveness and irrational violence.

- **Methamphetamine use is spreading.** Use of the drug has historically been concentrated in the West and Southwest. It is now spreading to the Midwest and to the East. Left unchecked, methamphetamine could become the "crack" cocaine of the 1990s, with even more devastating results.
- **Methamphetamine production carries severe environmental risks.** Methamphetamine is produced in clandestine laboratories, which carry an enormously high risk of fire and explosion. The production process creates large amounts of extremely toxic waste, much of which is dumped into waterways or on the ground. Officers investigating laboratories have been overwhelmed by chemicals, and the cost of cleaning up a single laboratory is often in the thousands of dollars.

II. The Administration's Response.

- **National Methamphetamine Strategy.** The President's National Methamphetamine Strategy addresses the emerging methamphetamine threat and provides the underpinnings for a coordinated government-wide response.
- **Legislation.** With the Administration's leadership, Congress enacted the Comprehensive Methamphetamine Control Act of 1996 last October. The Act strengthens criminal penalties for methamphetamine trafficking and establishes new controls over precursor chemicals.
- **Law Enforcement.** The Administration has stepped up its efforts to help law enforcement deal with methamphetamine trafficking, specifically:
 - By enhancing the Organized Crime Drug Enforcement Task Forces (OCDETF) effort;
 - By designating a Midwest High Intensity Drug Trafficking Area (HIDTA) to meet the methamphetamine threat in Nebraska, Iowa, Kansas, Missouri, and South Dakota;
 - By requesting that all U.S. Attorneys submit district plans assessing the current threat and establishing coordination groups among community agencies, which was completed as of September 1996; and
 - By successfully investigating and prosecuting numerous criminal methamphetamine cases, in close coordination with the state and local law enforcement agencies.

- **Improving Intelligence Products and Information Sharing.** The Administration is reviewing the way intelligence and information is acquired, processed, and utilized in regard to the production, transportation, and sale of precursor chemicals, the manufacture, importation, and distribution of methamphetamine, and the laundering of profits derived from methamphetamine sales.
- **Prevention and Education.** The Department of Education is developing material related to the prevention of methamphetamine use and will send the material to all local education agencies by September 30, 1997.
- **Treatment.** Currently used psychosocial and cognitive-behavioral drug abuse treatment approaches are effective in reducing methamphetamine abuse. Research on drug abuse pharmacotherapies, as well as behavioral treatments, is continuing.
- **Data Collection.** The National Institute of Justice's *Drug Use Forecasting Report* is adding substantial data to its banks of information on methamphetamine abuse. In addition, NIJ is sponsoring research on methamphetamine distribution and market patterns in five western cities. The National Institutes of Health are also conducting an in-depth study of the methamphetamine user. Preliminary findings from this study will be shared at an upcoming national methamphetamine conference.
- **Conferences.** The Administration has hosted two methamphetamine conferences — one regional and one national in scope — which drew more than 450 people representing a broad array of disciplines from all over the country. These conferences are the primary forums for sharing information, increasing understanding, coordinating efforts, and soliciting input to improve the nation's response to the methamphetamine problem.
- **Publications.** The Office of National Drug Control Policy published two documents in January 1997 on methamphetamine — *Pulse Check: Methamphetamine Trends in Five Western States and Hawaii and Recent DAWN Data on Methamphetamine and Speed*.
- **Putting the Issue before the American People.** The Administration has highlighted the nature of the methamphetamine threat through public announcements, policy statements, media events, and meetings with coalitions at all levels of American society, and we plan to continue to do so in a variety of ways, including a proposed \$175 million national advertising campaign.
- **Strategy Review.** The Administration is continually reviewing and evaluating the effectiveness of the National Methamphetamine Strategy. Building upon its foundation, the 1998 National Drug Control Strategy will incorporate budget entries to update the action items of the National Methamphetamine Strategy.

REPORT ON METHAMPHETAMINE ABUSE AND TRAFFICKING IN THE UNITED STATES: An Update of the National Methamphetamine Strategy

I. Introduction.

The trafficking and abuse of methamphetamine — a highly destructive, addictive, and violence-causing synthetic drug — continues to be a national problem. Methamphetamine, also known on the street as “crystal,” “crank,” “ice,” and “speed,” is a dangerous synthetic stimulant that results in an addiction cycle and physiological trauma similar to that associated with “crack” cocaine use. Methamphetamine may be injected, smoked, snorted, or ingested orally, making it increasingly attractive to casual users.

A. Historical Background.

Until the early 1990s, methamphetamine trafficking was largely associated with motorcycle gangs who supplied users in various parts of the United States. Available data show that in the last few years, abuse has risen significantly in the West and Southwest portions of the country. The Drug Use Forecasting (DUF) statistics released by the National Institute of Justice (NIJ) in July 1996 confirmed that methamphetamine use was highest in western locales. According to the Drug Abuse Warning Network (DAWN), between 1989 and 1995, the estimated number of nationwide emergency-room drug abuse episodes involving methamphetamine doubled, and between 1991 and 1994, the number of methamphetamine deaths nearly tripled.

The methamphetamine problem has been spreading into the Midwest and eastward into states such as Arkansas, Georgia, and Florida. For example, between 1992 and 1996, the Midwest region (Missouri, Iowa, Kansas, South Dakota, and Nebraska) saw a 300 percent increase in clandestine laboratory seizures, and in 1996, the Drug Enforcement Administration (DEA) seized 236 clandestine methamphetamine laboratories in Missouri alone.

Sophisticated poly-drug organizations with roots in the Mexican communities on both sides of the border have seized control of methamphetamine trafficking, using complex chemical procurement, manufacturing, and transportation techniques. The emergence of the Mexican drug trafficking organizations and their extensive involvement in methamphetamine production and distribution has re-defined the nature of the problem in the United States. According to the El Paso Intelligence Center, the amount of methamphetamine seized along the southwest border increased dramatically in recent years — nearly 100-fold between 1992 and 1994.

Unlike the cocaine business where Mexican traffickers are forced to rely upon their Colombian counterparts as primary suppliers, the Mexican organizations need not depend upon outside sources to manufacture methamphetamine. Once the precursor chemicals are obtained, Mexican organizations control all links of the production, transportation, and distribution chains — and therefore, unfortunately, gain virtually all of the illicit profits. The Mexican organizations that dominate wholesale methamphetamine trafficking are capable of producing unprecedented quantities of high-purity methamphetamine in large-scale laboratories.

Methamphetamine also poses a unique public health and environmental hazard because of the nature of its manufacturing process. The toxic properties associated with chemicals in and around methamphetamine laboratories introduce special health risks to law enforcement agents and the neighboring public; the incendiary and explosive nature of these chemicals further adds to the public safety risks. These hazards and challenges warrant special precautions and training.

B. The Administration's Response.

As a result of this growing methamphetamine threat, in February 1996, the Administration organized and coordinated a National Methamphetamine Conference in Arlington, Virginia to raise the public awareness of the increasing problem. Over 200 representatives from federal, state, and local law enforcement agencies nationwide participated in the Conference, and for three days, experts shared their experiences, successes, and setbacks in their fight against methamphetamine abuse and trafficking.

In response to the methamphetamine threat, the President released the National Methamphetamine Strategy (the Strategy) in April 1996. The Strategy assesses the methamphetamine threat, identifies the issues, and draws an action plan to avert the spread of methamphetamine, which, if unchecked, could reach epidemic proportions.

The Strategy incorporates the recommendations from a broad spectrum of the law enforcement community. It also recognizes that in order to tackle the methamphetamine and precursor chemicals problem, the Government must adopt a multi-disciplinary approach, including legislation, law enforcement, training, chemical regulation, international cooperation, environmental protection, education, and treatment. Therefore, the Strategy called upon the collective wealth of experience and expertise of the Departments of Defense, Education, Health and Human Services, Justice, State, Treasury, the Environmental Protection Agency, the Office of National Drug Control Policy (ONDCP), and other noted experts and scholars.

II. The Comprehensive Methamphetamine Control Act of 1996.

Based upon the Administration's initiative, Congress took an important step when it enacted the Comprehensive Methamphetamine Control Act of 1996 (the Act), which was signed into law on October 3, 1996. The Act incorporates many elements that had been suggested in the National Methamphetamine Strategy, including increased penalties and regulatory provisions for precursor chemicals.

Specifically, the Act directs the U.S. Sentencing Commission to increase penalties for trafficking in methamphetamine and precursor chemicals to reflect the nature of such offenses, their relative harm to society, and the need for aggressive law enforcement action. It also requests that the Commission consider significant penalty enhancements for laboratory operators who mishandle ignitable, corrosive, reactive, and toxic chemicals so as to pose a risk to public safety and the environment.

In late April 1997, the Commission adopted amendments (1) to increase the basic penalties for methamphetamine trafficking in certain cases; (2) to provide an enhancement for the importation of methamphetamine or the manufacture of methamphetamine from unlawfully imported chemicals; and (3) to enhance penalties for the unlawful discharge, emission, or release of a hazardous or toxic substance or the unlawful transportation, treatment, storage, or disposal of a hazardous waste. These amendments to the Sentencing

Guidelines will take effect on November 1, 1997, unless an act of Congress provides otherwise. Earlier in the year, the Commission had adopted emergency guideline amendments to increase penalties for trafficking in methamphetamine precursor chemicals.

The Act also includes tighter controls on retail sales of drug products containing key precursor chemicals: ephedrine, pseudoephedrine or phenylpropanolamine. Because methamphetamine must be synthesized from precursor chemicals, regulatory control of a select group of chemicals can impede clandestine domestic production of the drug.

III. Methamphetamine: A Top Law Enforcement Priority.

The Administration continues to place methamphetamine enforcement efforts as a top priority. We must continue our cooperative partnerships among federal, state, and local agencies and organizations. There should be continued frank and candid conversations to discuss openly the difficulties faced by each region of the country.

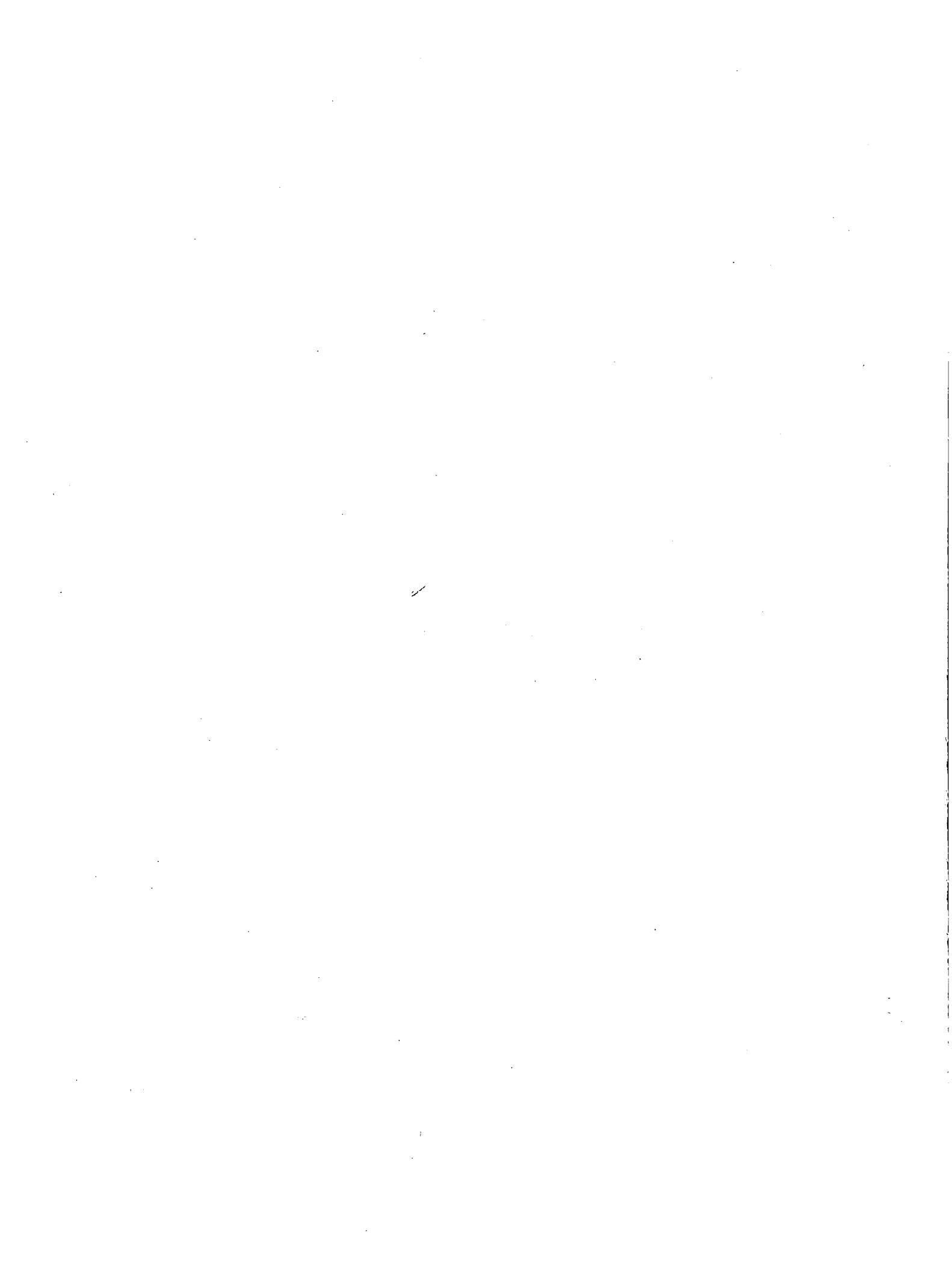
In 1996, at the request of the Attorney General, each U.S. Attorney assessed the methamphetamine problem in her/his district and together with the federal, state, and local agencies, came up with a plan to address the problem. In some cases — particularly, in the Midwest and California — the U.S. Attorneys developed regional strategies.

In addition, law enforcement agencies continue to develop intelligence and information on trafficking organizations and clandestine laboratories to assist in the monitoring of shipments of methamphetamine and its precursor chemicals — with a special emphasis on major violent methamphetamine trafficking organizations. Based upon this information, federal, state, and local law enforcement agencies are selecting and pursuing the highest-level and most dangerous targets.

The Administration is also addressing public safety issues connected with the illicit manufacture of methamphetamine. The environmental dangers presented by manufacturers of methamphetamine and the explosive potentialities pose significant hazards to private citizens and law enforcement personnel.

A sad example of the dangers of methamphetamine production occurred in Perris, California on April 19, 1997, when a fire exploded in a trailer home seriously burning two young children, ages 4 and 6. The investigators determined that the fire was most likely caused by the mother of the two children, attempting to extract pseudoephedrine from certain pharmaceutical tablets. The mother was subsequently arrested and charged with manufacturing methamphetamine and four counts of child endangerment, and more than 1,400 bottles of pseudoephedrine were seized by law enforcement authorities from the scene.

In December 1995, a similar incident occurred in which Kathy James watched as her three children — Dion (3 years), Jackson (2 years) and Megan (1 years) — perished in an explosion and fire at an illicit methamphetamine laboratory in Aguanga, California. The family's mobile home was demolished as a result of the activities of Kathy James and two males, Harry Jensen and Michael Talbert, operating a clandestine methamphetamine laboratory. The three adults were hospitalized for burns and smoke inhalation, and traces of methamphetamine were found in the mother's bloodstream. Kathy James was subsequently charged with second-degree murder and manufacture of a controlled substance, and Jensen and Talbert were charged with manufacturing a controlled substance and conspiracy.

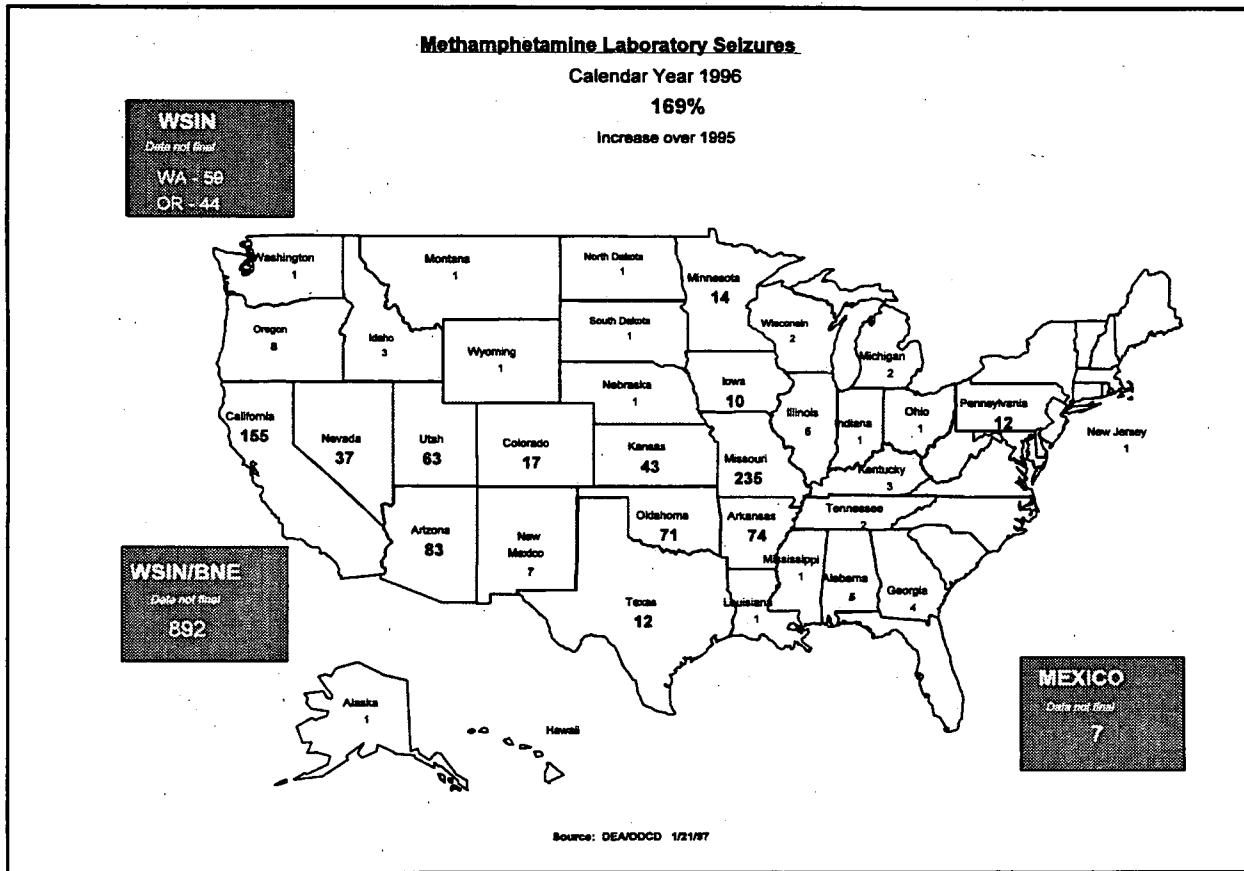


In the same month, a methamphetamine laboratory using propane fuel caused \$3.5 million worth of property damage to a motel near Burns, Oregon. The fire quickly spread to the walls and roof of the adjoining four-building complex, and all 122 rooms of the motel were destroyed. Fortunately, no guests were injured in the mishap; however, it could have been much worse since the motel was located directly across the street from Burns High School.

These types of dangers must be addressed — not only by law enforcement authorities — but also in cooperation with public health and safety officials.

A. Drug Enforcement Administration Initiatives.

The DEA, in particular, has demonstrated its commitment to combat the spread of methamphetamine trafficking and abuse by undertaking significant law enforcement and educational efforts. DEA Clandestine Laboratory Enforcement Teams seized 879 clandestine methamphetamine laboratories — a 170 percent increase over the number of laboratories seized (326) in 1995. Current projections indicate that an even higher number of seizures will be achieved in 1997.



This map represents the laboratory seizures in which the DEA assisted or participated; it does not, however, account for the numerous law enforcement actions by the state and local authorities alone. There are two primary factors which contribute to the large increase in DEA seizures of methamphetamine laboratories — (1) the spread eastward of clandestine laboratory activity; and (2) the enhanced attention by law enforcement around the country. The spread eastward of methamphetamine manufacturers can be attributed, in large part, to the growth of small entrepreneurs producing small batches of methamphetamine (four ounces or less). Their source of precursor chemicals frequently is pseudoephedrine tablets purchased at local retail outlets; approximately 680 tablets of pseudoephedrine yield one ounce of finished methamphetamine.

In addition, the Special Operations Division run by DEA, Federal Bureau of Investigation (FBI), and U.S. Customs Service (USCS), since April 1996, has funded or assisted in approximately 80 major methamphetamine investigations of Mexican targets. Many of these investigations involve the use of extensive court-authorized electronic surveillance and other sophisticated investigative techniques.

DEA has also provided substantial support to state and local law enforcement agencies in combatting the distribution of methamphetamine on our streets. DEA, in response to a request by a county sheriff, placed the Mobile Enforcement Team in a rural Nebraska community to focus exclusively on methamphetamine investigations. The DEA Domestic Operations Section also instituted a Special Enforcement Program entitled Operation VELOCITY which targets major methamphetamine organizations, as well as independent traffickers in the United States. The DEA Office of Diversion Control initiated a priority targeting system named Operation BACKTRACK which targets rogue chemical companies that supply clandestine methamphetamine laboratories.

Also, DEA, in conjunction with the California Bureau of Narcotics Enforcement (BNE), the Western State Intelligence Network, and the El Paso Intelligence Center, continues to work to establish a National Clandestine Laboratory Data Base, which will assist all law enforcement agencies in methamphetamine investigations and provide a national perspective on clandestine laboratories, based upon input from all law enforcement agencies. DEA has formulated plans to purchase new safety equipment, such as air monitors, air purified respirators, laboratory trucks, fire-resistant clothing, and other tactical clothing for DEA agents and state and local officers who raid clandestine laboratories.

B. U.S. Customs Service Initiatives.

In May 1988, USCS initiated Operation CHEMCON, whose objectives are to identify shipments of precursor and essential chemicals that originate from or transit major chemical ports in the United States and determine what portion of these exported chemicals were being illegally diverted to clandestine laboratories. Since January 1996, the Clean Air Act has prohibited the production, purchase, sale, import, or export of freon into or outside the United States; freon is emerging an important solvent in the production of methamphetamine.

USCS is developing an automated export system database for domestic and international tracking of U.S. exports, including precursor chemicals. USCS is also developing a database to tabulate arrest and seizure statistics for illegal exportation of precursor chemicals.

C. Successful Prosecutions.

United States Attorneys around the nation continue to acknowledge methamphetamine as a growing threat. Numerous methamphetamine cases have been investigated and prosecuted by federal agencies in close coordination and cooperation with the state and local law enforcement agencies. Many others have been prosecuted by local District Attorney's Offices throughout the country.

The OCDETF program, administered by DOJ, is an inter-agency law enforcement program which targets the highest-level drug traffickers in the country, including methamphetamine traffickers. The nine federal agencies participating in the OCDETF program act in concert with numerous state and local agencies and have achieved unprecedented levels of cooperation and coordination.

In addition, in 1996, the Director of ONDCP designated a five-state region in the Midwest as a High Intensity Drug Trafficking Area (HIDTA). This HIDTA will address the problem of methamphetamine use, production, and trafficking in Nebraska, Iowa, Kansas, Missouri, and South Dakota and is chaired by the U.S. Attorney for the District of Nebraska.

Of the many successful federal methamphetamine prosecutions, a few are summarized below:

- *Life Sentence Imposed On Convicted Methamphetamine Trafficker.* On April 24, 1997, in the Eastern District of Washington, a federal court imposed a life sentence upon Bernard Montgomery who had been convicted of charges relating to his methamphetamine manufacturing and distribution operations in Oregon and Alberta, Canada. Co-defendants Lloyd Buxton and Edwin Dale McCain received sentences of 30-year prison terms. The convictions culminated a seven-month joint investigation involving the DEA, Royal Canadian Mounted Police, Harney County (Oregon) Sheriff's Office, Oregon State Police, and Lassen County (California) Narcotics Task Force.
- *Life Sentence For Convicted Methamphetamine Trafficker.* On December 17, 1996, in the Eastern District of Missouri, Brian Dierling was sentenced to life imprisonment without the possibility of parole. A co-defendant, Arthur Holt, received a 420-months sentence, while two other co-defendants, Mark Perkins and Lewis Younger, each were sentenced to almost 20 years in prison for conspiring to distribute methamphetamine. This OCDETF investigation was the joint effort of the DEA, U.S. Marshals Service, Northeast Missouri Drug Task Force, Quincy (Illinois) Police Department, Illinois State Police, Missouri Highway Patrol, West Central Illinois Task Force, Adair County (Missouri) Sheriff's Department, Putnam County Sheriff's Department, Adams County (Illinois) Sheriff's Department, Iowa Highway Patrol, Missouri State Fire Marshal's Evidence Bureau, and Schuyler County (Missouri) Sheriff's Department.
- *Drug Transporters Indicted Following Largest Methamphetamine Seizure in the U.S.* On November 12, 1996, 11 defendants were indicted in the District of New Mexico, following the February 1995 seizure of almost 700 pounds of methamphetamine and 200 pounds of marijuana. Two of the defendants, Hector Barron-Ramirez and Chicho, are charged as principal administrators of a continuing criminal enterprise, the drug kingpin statute that is reserved for the highest echelon of participants within a drug trafficking organization. The methamphetamine and marijuana, which originated in Juarez, Mexico, had been packed into molded fiberglass containers and loaded into the trailer at a warehouse in El Paso, and was being transported to Chicago. This OCDETF investigation was conducted by agents of the DEA and U.S. Customs Service, as part of the Southwest Border Initiative.
- *Chemical Sales Company Owner Sentenced for Illicit Sale of Methamphetamine Precursor Chemicals.* On September 17, 1996, in the Western District of Texas, Hector Dominguez was sentenced to a significant term of imprisonment for possessing with intent to distribute 25 kilograms of phenylacetic acid, a precursor chemical used in the production of methamphetamine. Dominguez, an owner of a small chemical sales company in El Paso, was arrested as he attempted to sell the phenylacetic acid to a DEA informant.

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- *Largest Methamphetamine Trafficking Organization in Southeastern New Mexico Taken Down.* On July 17, 1996, in the District of New Mexico, 26 individuals were charged in a 28-count indictment alleging a conspiracy to possess with intent to distribute methamphetamine and related firearms charges, as well as forfeiture allegations against three pieces of land valued at more than \$8,000,000. The principal administrator of this organization and several of his family members were engaged in operating a continuing criminal enterprise. The organization, centered in Roswell, New Mexico, was responsible for transporting 500 pounds of methamphetamine from California to New Mexico. This OCDETF investigation was conducted by law enforcement agents from DEA, FBI, U.S. Marshals Service, New Mexico State Police, Roswell Police Department, and Artesia Police Department.

D. Joint Task Force and Working Group Efforts.

In accordance with the Administration's goals of maintaining an open dialogue on methamphetamine concerns, several working groups and task forces have been established to share information and discuss pending issues. Following a California-wide methamphetamine strategy meeting sponsored by DEA and BNE in May 1996 in Sacramento, California, a working group of local, state, and federal investigators and prosecutors (Precursor Committee) was established to improve strategy against and prosecution of rogue precursor chemical suppliers. The working group has already produced an investigation strategy which has been used as a guide around the state and in national training efforts. In addition, the group, working with DEA and BNE Headquarters, has spearheaded a number of policy changes within the agencies to increase the likelihood of success in precursor prosecutions.

In addition, the Precursor Committee, chaired by the U.S. Attorney for the Southern District of California, and with the participation of the other U.S. Attorney's Offices throughout California, has generated a target list of the largest precursor violators. Currently, there are a number of multi-district investigations against these violators who are located both within and outside of California. The Committee meets regularly to coordinate investigations and share intelligence information with state and local entities.

In coordination with DEA Headquarters, the Precursor Committee has also begun a campaign to have legitimate chain drug and warehouse stores voluntarily restrict the availability of products that can be diverted to manufacture methamphetamine. Beginning in February 1997, Wal-Mart, the nation's largest retail chain, announced that it would voluntarily limit sales of pseudoephedrine, phenylpropanolamine and ephedrine.

As part of the Precursor Committee, a California Prosecutors Working Group has been formed, consisting of Assistant U.S. Attorneys (AUSAs) from the four California districts and deputies from selected District Attorneys and the Attorney General's Office around the state. This group has already generated a number of reference guides to assist investigators. In addition, they are jointly researching and addressing key legal issues which affect precursor prosecutions, so that a common approach to various proof and search and seizure issues may be taken throughout the state.

The U.S. Attorney's Offices throughout the OCDETF Southwest Region have each designated an experienced AUSA to participate in a methamphetamine working group. These methamphetamine contacts conduct monthly teleconferences to share information regarding methamphetamine trends in the districts and to coordinate ongoing investigations of rogue chemical companies. The Southwest Border methamphetamine contacts group also generated a regional reference guide to be distributed to investigators and

prosecutors throughout the Southwest and is now coordinating training sessions in the same region. The San Diego County Methamphetamine Strike Force, composed of community leaders from 70 federal, state, and local agencies from law enforcement, health services, state courts, and drug treatment centers, has developed an action plan in the areas of interdiction, prevention, intervention, and treatment.

DOJ has worked to launch the Methamphetamine Interagency Task Force, to examine the best ways to reduce demand of methamphetamine, as required by the Act. This Task Force will bring together experts from all over the country to design, implement, and evaluate the education, prevention, and treatment practices and strategies of the Federal government with respect to methamphetamine and other synthetic stimulants.

E. Training.

The Administration believes that the unique sensitivities surrounding the methamphetamine problem warrant special training and awareness. In addition, DOJ's Advocacy Institute and Office of Legal Education have developed and offered a course on methamphetamine prosecutions. This course covered the operations of methamphetamine laboratory, distribution patterns of methamphetamine, search and seizure issues, precursor chemicals regulations, pro-active investigations, and prosecutive strategies. Training sessions continue to be arranged by the U.S. Attorneys from the Southern District of California and the District of Nebraska to coordinate and share techniques and lessons learned with prosecutors in the Midwest districts.

In addition, DEA has nearly doubled the number of clandestine laboratory certification training schools offered to state and local law enforcement from seven in FY 1996 to 13 in FY 1997 and established two remote training sites in San Diego and Kansas City. These schools will provide training for 520 local officers this year.

Furthermore, DEA is reviewing the possibility of providing additional chemical hazards training for law enforcement agents, especially in light of the toxic and incendiary risks involved. For instance, in March 1997, a DEA Special Agent in Blackburn, Missouri inhaled some dangerous acidic fumes in a raid on a clandestine methamphetamine laboratory. The agent suffered some minor burns to the nostril area and was taken to the hospital for treatment.

DEA also has funded a 24-hour methamphetamine telephone number in its San Diego Field Division to provide law enforcement, treatment, and preventive services to San Diego County at no cost. DEA has joined forces with organizations — such as the Partnership for a Drug Free America and other entities representing prevention, law enforcement, treatment, and medical professionals — to provide information and lectures on substance abuse to communities throughout the United States. DEA's Operation VELOCITY is producing a videotape production to educate law enforcement officers on some of the chemical hazards of clandestine laboratory investigations. Clandestine laboratory awareness posters are being distributed to state and local clandestine laboratory enforcement teams throughout the United States.

IV. International Efforts.

Mexico-based organizations are now the predominant force behind methamphetamine and precursor chemicals trafficking. The Administration has been advising and training our foreign counterparts — particularly in Mexico — on ways to curb methamphetamine trafficking, as well as precursor chemical smuggling and diversion. Further, the Administration has been augmenting the role of the existing U.S.-Mexico working group on precursor chemicals, which oversees the training of Mexican officials and the mechanics of the exchange of chemical information with Mexico.

Indeed, we are seeing some modest successes in Mexico. In 1996, Mexican law enforcement authorities seized more than a ton of precursor chemicals — an unprecedented action. The Mexican Government has also promulgated regulations restricting the number of ports through which precursor chemicals may enter their country. The DEA's Office of Diversion Control has established an automated process for notifying the relevant Mexican authority of each impending U.S. export of selected chemicals to Mexico.

DEA has also provided substantial training to Mexican law enforcement authorities. In January 1997, DEA provided a three-day training program in Mexico City to the Mexican government officials who are responsible for chemical diversion investigations. In December 1996, the DEA Mexico City Country Office similarly a three-day seminar on the control of precursor and essential chemicals. These seminars included courses on chemical identification, safety equipment, and raid planning, among other topics.

V. Demand Reduction Efforts.

A. Education and Prevention.

The Administration continues to stress the need for public awareness with respect to the methamphetamine threat. All segments of our society — including law enforcement, teachers, judges, social workers, and public health officials — should learn about the hazards posed by this drug and should proclaim its dangers to America's youth.

Two methamphetamine conferences have been scheduled to assess progress and solicit input from the States for revision of the National Methamphetamine Strategy. The first, a western regional conference, was held on January 12-13, 1997 in San Francisco, California. This Conference was co-hosted by Senator Feinstein and ONDCP, and over 160 persons participated from six states. The second Conference will take place on May 28-30, 1997 in Omaha, Nebraska and will be co-hosted by Senator Kerrey and ONDCP.

These Conferences bring together policy makers, researchers, public interest groups, law enforcement, treatment, and prevention specialists to share information, increase understanding, and make recommendations on improving the nation's strategic response to this growing problem. The Attorney General, Director of ONDCP, DEA Administrator, Director of NIJ, and the Director of the National Institute of Drug Abuse (NIDA) will address the National Conference in Omaha. These Conferences build upon the Administration's effort to educate the American public about the methamphetamine threat.

B. Collection Of Data.

NIJ's DUF program has been so successful in gathering important drug use data and information that the Administration has decided to expand the program more than three fold — from 23 sites to 75 sites — by fiscal year 2000, and it will be renamed Arrestee Drug Abuse Monitoring (ADAM). ADAM will establish a unique capacity to collect and distribute reliable data about ongoing and emerging drug use trends and crime patterns on a timely basis; it has received the strong support from NIDA and DEA. ADAM will be especially useful in developing effective national — as well as local — policies, and it will institute an outreach program to gather additional data from a targeted population, initiate local coordinating councils to assist in the selection of outreach sites, and re-design data gathering methodology to reflect a broader population base and to better sample arrestee drug use and crime patterns.

The Administration's Operation Drug TEST is being implemented with the Administrative Office of the United States Courts. Twenty-five federal districts have agreed to test arrestees for drug use — in most cases, prior to the arrestee's first appearance before a judicial officer. The Administration hopes to expand this drug-testing, sanctions, and treatment program in an additional 25 districts in 1998.

C. Treatment for Methamphetamine Abuse.

Administration personnel are continuing to work with medical researchers and treatment practitioners to study whether there are any unique behaviors of methamphetamine abusers and special measures that should be undertaken to restrain, but not further injure, the user during arrest. Government officials have participated in public health conferences to determine the direction that medical and scientific research should take to study the physical and chemical effects of methamphetamine, medical complications associated with its abuse, and treatment and prevention methods.

The Substance Abuse and Mental Health Services Administration (SAMHSA) held a conference in June 1996 to study the sequelae of methamphetamine abuse with implications for prevention, treatment, and research. The conference included participants from the National Institutes of Health (NIH), DOJ, and ONDCP, as well as a number of experts in the areas of research, treatment, and prevention.

NIDA held a conference entitled "Methamphetamine: Abuse, Treatment, and Prevention," on December 2-3, 1996 in San Francisco. This regional meeting brought together scientists, practitioners, and community leaders to discuss what is known about methamphetamine abuse and addiction in the western United States and how to improve the response to this growing problem. The participants reviewed the current state of epidemiology, basic research, prevention, consequences, and treatment. Additionally, NIDA continues to conduct research to develop specific treatment protocols, although research shows that general psychosocial and behavioral treatment effectively reduces drug use.

NIDA and other research has dramatically increased our knowledge about the neural basis for psychostimulant drugs (including methamphetamine) and the neurotoxic psychostimulant methamphetamine and related drugs. NIDA currently supports \$20 million in research annually to understand the epidemiology of methamphetamine use, its mechanism of action and effects on brain functions, behavioral consequences of methamphetamine, and treatment and prevention implications and approaches.

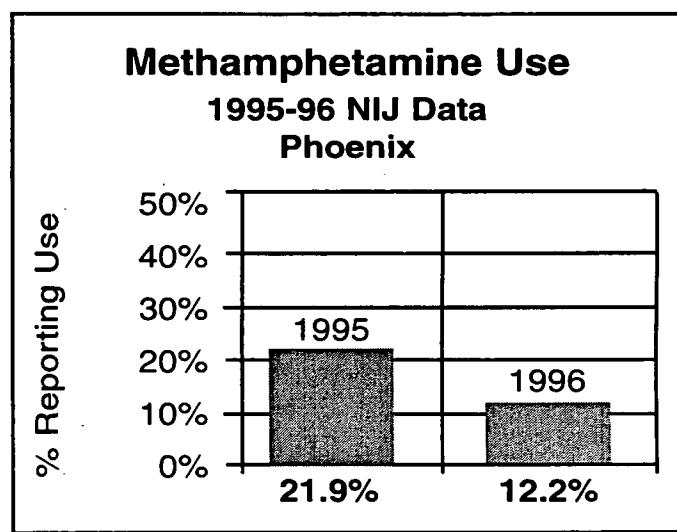
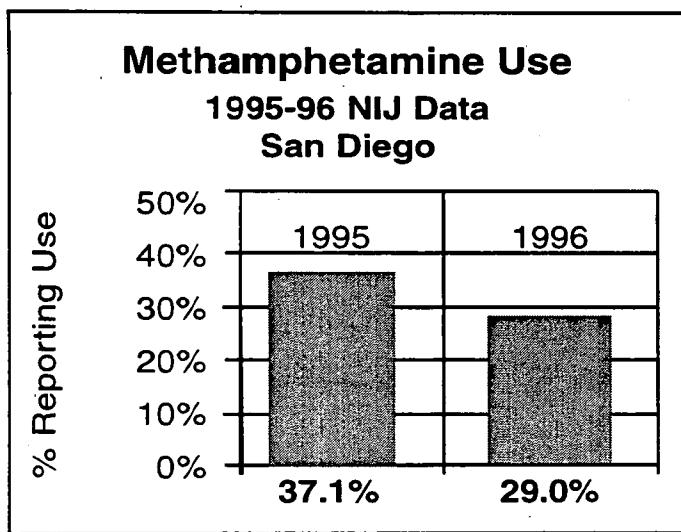
With funding from SAMHSA, a group in southern California has reported that there is a measurable response of methamphetamine users to psychosocial interventions, and that the general treatment experience, as reflected by the attendance at therapeutic sessions, breaks in treatment participation, and total treatment received, does not differ significantly between methamphetamine and cocaine users. A pilot follow-up study is in progress.

Furthermore, SAMHSA has a major proposal to investigate the implications of methamphetamine abuse. It will evaluate the effects of methamphetamine on pregnancy and post-natal development. The proposed project will examine, retrospectively, the association of methamphetamine use during pregnancy with the medical and developmental consequences found among two cohorts of pre-natally methamphetamine-exposed children born in 1989 and 1990.

These efforts are important because they will facilitate our understanding of how the behavior of methamphetamine users may endanger themselves, others in the home or the immediate community, and law enforcement personnel. Greater knowledge about the characteristics of methamphetamine users and the ability to identify them is important because investigative and prosecutive decisions may be affected if a defendant, a witness, or an informant has a drug abuse problem.

VI. Successful Initial Data Regarding Administration's Efforts.

The Administration believes that its vigorous efforts have led to a moderation in the trend of methamphetamine trafficking and abuse, based upon the same statistical criteria previously used. The preliminary data from NIJ's 1996 Drug Use Forecasting figures show that in eight western cities (Dallas, Denver, Los Angeles, Omaha, Phoenix, Portland, San Diego, and San Jose), methamphetamine use declined between 7 and 52



percent from 1995 figures. The only city that showed an increase in methamphetamine use was San Antonio, which rose from 1.5 percent in 1995 to 2.1 percent in 1996. In the remaining 14 cities participating in the DUF program (Miami, Cleveland, New Orleans, Chicago, District of Columbia, Ft. Lauderdale, Detroit, Manhattan, Birmingham, Houston, St. Louis, Indianapolis, Atlanta, and Philadelphia), fewer than 1% of arrestees tested positive for methamphetamine. In keeping with trends of recent years, the 1996 DUF figures show that adult female arrestees use methamphetamine more than male arrestees, and white arrestees continued to use methamphetamine in greater percentages than African-American and Hispanic arrestees.

**National Institute of Justice
Drug Use Forecasting
1995-1996 Comparison**

	1995 (%)	1996 (%)
San Diego	37.1	29.9
Phoenix	21.9	12.2
Portland, OR	18.7	12.4
San Jose	18.5	14.8
Omaha	8.1	4.3
Los Angeles	7.5	7.0
Denver	3.8	2.2
San Antonio	1.5	2.1

Nevertheless, our continued efforts must remain vigilant and should be fortified. We must be cautious not to relax our vigorous efforts, because our goals and objectives have not yet been accomplished. We need to continue a comprehensive assault against the dangers associated with methamphetamine production, distribution, trafficking, and abuse.

VII. Increased Resources Requested.

To demonstrate the Administration's continued efforts to combat the methamphetamine problem, it has requested additional resources be devoted to the threat.

A significant portion of the methamphetamine trafficking is occurring along the Southwest border. As part of the Administration's Southwest Border Initiative (SWBI), many DOJ components received significant resource enhancements in fiscal year 1997. The SWBI targets trafficking groups that manufacture and distribute methamphetamine as well as other drugs. In the Administration's fiscal year 1998 request, the U.S. Attorneys, DEA, and FBI are seeking a total of 359 positions (146 agents and 41 attorneys) and \$46.8 million as part of the SWBI. Much of these resources will be used to assist in combatting the trafficking of methamphetamine.

The rise in methamphetamine trafficking has also caused an increased caseload for the U.S. Attorneys, and in response, the Administration's fiscal year 1998 request for U.S. Attorneys includes an enhancement of 56 positions (37 attorneys) and \$5,161,000 for its Narcotic and Dangerous Drug program. In addition, the Administration is seeking three additional DOJ Criminal Division attorney positions in fiscal year 1998 to increase its ability to coordinate the SWBI from headquarters. These positions will support the Attorney General's goal to achieve enhanced centralized management of the investigations and prosecutions related to the large-scale, multi-district methamphetamine cases.

With respect to DEA, the fiscal year 1998 budget request includes an increase of 74 positions (60 agents) and \$11.1 million in resources to fund a comprehensive approach to combat methamphetamine trafficking. The FBI is focusing on identifying the most significant Mexican manufacturers and distributors of methamphetamine and targeting the command and control individuals of these organizations,

including key distribution networks in small and medium-sized U.S. communities. In addition, the FBI is focusing its resources on methamphetamine distribution elements located in problem areas, such as Omaha, Nebraska, St. Louis, Missouri, and Jackson, Tennessee.

VIII. Conclusion.

The Administration is dedicated to continuing its efforts to stop the spread of methamphetamine trafficking and abuse in this country. Curbing the tide of methamphetamine from abroad, stemming its eastward march, and punishing those who traffic in this pernicious poison are all part of our efforts. We are making a noticeable difference, and methamphetamine usage is beginning to drop almost everywhere in the country, as the Drug Use Forecasting numbers so vividly show.

While we are taking steps in the right direction, we cannot become complacent. We must remain strong in our commitment to fight this menace until we have completely eliminated it from society. Life sentences for major traffickers are entirely appropriate. Companies which facilitate these crimes must be punished as well.

We have begun to turn the tide on methamphetamine abuse and trafficking, and we must maintain our vigilance if we are to completely vanquish this threat.

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