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U.S. Department of Justice
Office of Justice Programs



EXECUTIVE SUMMARY

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FY 1988 Report on Drug Control

Bureau of Justice Assistance

U.S. Department of Justice
Office of Justice Programs
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JUL 15 1989

Executive Summary

ACQUISITIONS

The passage of the Anti-Drug Abuse Act in October 1986 was an important step in enlisting many state and local jurisdictions into the Nation's fight against drugs. Many jurisdictions, which had recognized drugs as a problem but were doing little to control drugs, have now made drug control a priority. The drug problem continues to be a major problem, with increasing rates of violence. Although the problem will not be resolved quickly, significant progress has been made in the past two years that will serve as a foundation for future activity.

This summary provides an overview of the drug problem as defined by the states in their statewide drug strategies. It also describes the strategies and programs developed by the Bureau of Justice Assistance (BJA) and the states to address the problem.

THE NATURE OF THE DRUG PROBLEM

Drugs of Abuse

Cocaine continues to be identified throughout the country as the fastest growing drug problem. Its availability and purity have risen as it has gained in popularity. Cocaine indicators such as deaths, arrests and emergency room mentions have shown the most dramatic percentage increases relative to other drugs throughout this decade. Over 50 percent of the males arrested in 12 of the 21 cities participating in the Drug Use Forecasting Program during 1988 tested positive for cocaine. In New York City, 83 percent of the male arrestees tested positive for cocaine. In some areas, cocaine has surpassed marijuana as the drug of choice. Crack, cocaine's highly addictive derivative, has gained in popularity, yet is still localized within certain areas.

While marijuana remains the drug used by the broadest cross-section of the population, its popularity seems to have peaked. The marijuana "industry" is feeling the effects of increased enforcement and eradication efforts, as evidenced by steadily increasing prices for the drug.

Methamphetamine and amphetamine use are increasing, particularly in the western half of the country. These drugs have effects similar to cocaine's effects and are being produced abundantly in clandestine laboratories, particularly in rural areas. Heroin, PCP, LSD and other illicit drugs continue to be abused. Yet, their rates of usage do not approach those of cocaine and marijuana, and their use tends to be more localized.

Drug Trafficking

Drug distribution networks include gangs, groups with ethnic or family ties and traditional organized crime. In many jurisdictions, a dynamic and violent drug environment is created as different groups compete for control over the local drug market. Outlaw motorcycle gangs, which continue to be responsible for the manufacture and distribution of amphetamine and methamphetamine, are now entering the markets for other types of drugs, including cocaine. Youth gangs from Los Angeles, notably the Bloods and the Crips, have established drug distribution networks nationwide.

Drugs and Crime

The relationship between drugs and crime has been firmly established. Localities experiencing high rates of drug usage also experience high rates of criminal activity. Property crimes are not the only class of offense showing increases. More and more frequently, drug users, traffickers and distributors are resorting to violence as a means of obtaining drugs and protecting their territories. Crack is a drug whose presence is often accompanied by violence. Nationwide, cities are reporting that anywhere from one third to over three quarters of the homicides are drug-related.

Intravenous drug use is posing an additional challenge for the criminal justice system as the system struggles to deal with increasing numbers of abusers who are at higher risk for contracting the Acquired Immune Deficiency Syndrome (AIDS) virus.

Drug Use Among Students

Drug use by high school seniors has decreased in the past year according to the most recently completed survey on drug use and related attitudes of high school seniors funded by the National Institute on Drug Abuse. This includes decreases for cocaine use, which in light of cocaine's growing popularity nationwide is good news. While the overall survey results are encouraging, 54 percent, or more than one out of every two students, is still experimenting with some sort of illicit substance. Ninety-two percent report having used alcohol, an illegal substance for this age group and a status offense for juveniles.

Nationwide, children are using drugs at earlier ages. In states conducting student surveys, it is not uncommon to find that over 25 percent of those surveyed admit to using marijuana in elementary school. School surveys provide valuable indications of drug patterns and preferences for those young people in school. However, school surveys cannot describe the patterns of drug use among dropouts, a group at greater risk for use of illicit substances. Those drugs perceived as most harmful are used less frequently, supporting a continued emphasis on the risks of drug use and the need for prevention/education programming beginning in elementary school.

MEETING THE CHALLENGE

The Bureau of Justice Assistance is implementing a strategy to enhance state and local efforts to control drug use and drug-related crime, which contains five major elements:

- o Encouraging improved drug control strategies and policies and the targeting of resources to achieve effective and efficient drug control efforts
- o Providing state and local criminal justice agencies with state-of-the-art information on innovative and effective programs, practices and techniques
- o Improving and enhancing the capability of state and local agencies to engage in effective drug control efforts
- o Encouraging and facilitating coordination and cooperation

- o Assessing the impact of activities on the drug problem and the criminal justice system

The drug control strategies implemented in the states focus on multi-jurisdictional task forces, enhanced prosecution of drug offenders, removing the profit motive from drug trafficking and programs to identify and treat drug-involved offenders.

Interagency and intergovernmental coordination and cooperation are critical to effective drug control efforts designed to disrupt regional and national drug producing and trafficking operations and to trace and forfeit assets obtained as a result of these activities. The Bureau of Justice Assistance has taken a number of steps to promote coordination and cooperation with other Federal agencies responsible for drug control activities and to encourage increased coordination and cooperation within the states.

The Bureau of Justice Assistance is committed to assessing the effectiveness and impact of the activities funded under both the Discretionary and Formula Grant Programs authorized by the Anti-Drug Abuse Act and has developed an evaluation plan to fulfill that commitment.

Drug Demand Reduction Activities

The Bureau of Justice Assistance is implementing a three-part drug demand reduction strategy to enhance state and local efforts to reduce the demand for drugs.

1. **Drug Use Prevention Campaign Strategy:** This strategy is designed to raise the public's awareness of the dangers of drug abuse and to equip children with the social skills and the knowledge to help them resist the use of drugs.
 - o **National Citizens' Crime Prevention Campaign:** McGruff, the Crime Dog, is being used to reach millions of children with a drug use prevention message. Market research shows that he is recognized by 99 percent of children between the ages of 6 and 12, and 97 percent say they try to do what McGruff tells them to do.
2. **Law Enforcement Helping to Reduce Drug Use by Students Strategy:** This strategy encourages cooperative efforts between law enforcement and the schools to reduce drug use by students.

- o Drug Abuse Resistance Education (DARE) Program: This program places a uniformed officer in the classroom to teach a 17-part drug use prevention curriculum. Over 2,600 officers have received intensive training from BJA's Regional DARE Training Centers, nearly 800 programs have been implemented and an estimated 3 million students had been trained by the end of 1988.

3. Community Involvement in Reducing Drug Use and Drug-related Crime Strategy: This strategy is designed to develop and test model programs that encourage community involvement in addressing the drug problems.

- o Crime and Drug Prevention Demonstration Program: Key elements of this program include the targeting of a community for intensive crime prevention initiatives; use of crime analysis and data management as a tool for effective targeting in crime prevention; mobilizing community support; interagency cooperation through a multi-disciplinary planning team; and the development of drug use prevention programs.
- o Congress of National Black Churches' Anti-Drug Abuse Program: Through this program, black churches will organize the community in high drug crime areas of target cities to reduce drug use and drug crime.

Formula Grant Activities

Drug use education and prevention programs were not eligible for formula grant funding until the passage of the Anti-Drug Abuse Act of 1988. Approximately one third of the states plan to use formula grant funds to implement or expand Drug Abuse Resistance Education (DARE) Programs and/or community drug use/crime prevention programs in 1989.

Drug Law Enforcement Activities

The Bureau of Justice Assistance is implementing a five-part drug law enforcement strategy to enhance the ability of state and local agencies to control the supply of drugs and reduce drug-related crime.

1. Multi-jurisdictional Operations Strategy: This strategy is designed to promote the idea that individual agencies cannot cope with the problems posed by narcotics trafficking, which crosses jurisdictional boundaries. Through multi-

jurisdictional cooperative efforts, participating agencies can leverage their limited resources to operate more effectively and efficiently.

- o Organized Crime Narcotics Trafficking Enforcement Program: In 1988, 4,626 high-level criminals were arrested, and \$205 million in cash, drugs and property were seized by the Organized Crime Narcotics Trafficking Enforcement projects implemented under BJA's Discretionary Grant Program. These projects have demonstrated the effectiveness of the shared management concept as a model organizational structure for multi-jurisdictional task force operations.
- o Crack Task Force Demonstration Program: The six operational Crack Task Force Demonstration projects made 2,625 felony crack/cocaine-related arrests and seized 329 pounds of crack and cocaine with an estimated street value of over \$29 million. This program, like the Pharmaceutical Diversion and the Clandestine Laboratory Enforcement Programs, is demonstrating the effectiveness of task force operations to address specific drug control problems.
- o Pharmaceutical Diversion Demonstration Program: This program is designed to demonstrate the effectiveness of the use of multiple copy prescriptions, information systems to control prescriptions and training for doctors, nurses, pharmacists and other medical personnel in reducing the use of prescription drugs for non-medical purposes and the diversion of licit drugs into the illicit market.
- o Clandestine Laboratory Model Enforcement Program: Teams comprised of law enforcement, prosecutors and forensic chemists have been formed under the Clandestine Laboratory Model Enforcement Program for the purpose of developing a model for responding to requests to investigate clandestine laboratories. The disruption of clandestine laboratories is extremely dangerous for the officers involved in the operation since many of the labs are fortified against entry, are booby trapped and contain toxic, flammable and explosive chemicals.
- 2. Removing the Profit Motive From Drug Trafficking Strategy: This strategy is designed to demonstrate the deterrent effect of attacking the profits generated by narcotics trafficking and

the financial resources that can accrue to state and local agencies as a result of these investigations.

- o Asset Seizure and Forfeiture Model Program: Four model programs have been funded by BJA to hit hard on drug kingpins by removing assets related to their drug activities. They will demonstrate how state and local agencies can use their own (rather than Federal) forfeiture laws to attack the massive wealth that drug traffickers accumulate.
 - o Financial Investigations Model Program: BJA is implementing centrally coordinated multi-jurisdictional financial investigation projects designed to identify and seize hidden assets related to drug trafficking. A model will be developed that can be used by state and local agencies for tracing narcotics-related financial transactions, analyzing the movement of currency and identifying criminal financial structures, money laundering schemes and asset forfeiture administration.
3. Technical Assistance and Training Strategy: This strategy is designed to provide state and local agencies with state-of-the-art information on proven programs and practices, emerging problems and innovative techniques.
- o Technical Assistance and Training: BJA provides technical assistance and training to state and local agencies in both asset seizure and forfeiture and financial investigations. A follow-up meeting with participants from the first seven asset seizure and forfeiture workshops found that after six months, those responding to the survey had netted over \$11.4 in assets. As of February 1989, over 800 prosecutors and law enforcement officers have been trained under this program. Technical assistance and training is also provided in the areas of narcotics enforcement and clandestine laboratory enforcement.
4. Emerging Trends and Strategies: This strategy is designed to build on pioneering work by other organizations, such as the National Institute of Justice, and to demonstrate emerging operations that appear to be successful in dealing with narcotics trafficking and drug abuse.
- o Problem-Oriented Approach to Drug Enforcement: New approaches to drug control are being tested through the Problem-Oriented Approach to Drug Enforcement, which brings line officers and community groups together to address their drug problem.
 - o Street Sales Enforcement Program: Street-level drug dealers and buyers are the targets of this program, and in 1988, the eight demonstration projects made 6,348 arrests and seized drugs with an estimated street value of over \$16 million. The goal of this program is to demonstrate effective police efforts to target street-level narcotics dealers and buyers through effective planning, investigation and prosecution.
 - o Drug Recognition Program: Being tested in several pilot sites, this program provides a nonintrusive, standardized, systematic method of examining a person suspected of being impaired due to drugs and, if the person is drug impaired, identifying the broad category of drugs that is the likely cause of the impairment.
5. Institutionalization of Drug Enforcement Improvements Strategy: Programs to implement this strategy are designed to institutionalize learned lessons into policies and standards that will guide law enforcement thinking, planning and decisionmaking in the future.
- o Law Enforcement Policy Center: A manual for police chiefs and sheriffs entitled *Reducing Crime by Reducing Drug Abuse* has been developed and distributed to 16,000 criminal justice, state and local government, school and community agencies throughout the country.
 - o Law Enforcement Accreditation Program: Over 100 law enforcement agencies have been accredited. The accreditation process requires a law enforcement department to comply with most of the over 900 standards developed by the Commission on Accreditation for Law Enforcement Agencies.

Formula Grant Activities

The states have used approximately 65 percent of their formula grant funds for drug law enforcement programs. Most of these funds have been used to

establish over 700 multi-jurisdictional task forces and drug units. These task forces serve as the foundation for the drug strategies implemented by the states under the Formula Grant Program.

Drug Prosecution Activities

The Bureau of Justice is enhancing the capabilities of state and local prosecutors to successfully prosecute drug cases and remove the profits from drug trafficking operations by implementing a three-part drug prosecution strategy.

1. **Statewide and Regional Prosecution Coordination Strategy:** This strategy is designed to demonstrate the benefits of establishing effective working relationships between state level and local prosecutors when working complex multi-jurisdictional drug cases.
 - o **Statewide Drug Prosecution Demonstration Program:** Initial investigations and prosecutions conducted by the Statewide Drug Prosecution Demonstration projects resulted in seizures of \$33 million in drugs and \$2.7 million in currency and property. Additional seizures under Racketeer Influenced Corrupt Organization (RICO) statutes totalled \$5 million. This program is demonstrating the effectiveness of enhancing drug control efforts through the statewide coordination of narcotics and financial investigations and prosecutions.
 - o **State Civil RICO Drug Enforcement Program:** Demonstration projects have been established in two states to encourage state Attorneys General to attack the economic base of drug trafficking enterprises using civil remedies available in state civil RICO statutes.
2. **Training, Technical Assistance and Information Systems Strategy:** This strategy is designed to enhance the capability of Attorneys' General and District Attorneys' investigative and trial staff to increase the successful prosecution of drug cases.
 - o **Center for Local Drug Prosecution Program:** The Investigating and Prosecuting Drug Offenses Program is a training program for drug prosecutors that combines lectures with small group discussion and trial exercise. The major topics include investigation and charging, search and seizure, managing informants, meeting defenses and conspiracy

prosecutions. The training is being videotaped and will be made available through state prosecutors associations for distribution to prosecutors throughout the country.

- o **Prosecution Management Support System:** A public domain software system called "D.A.'s Assistant" has been developed to operate on a microcomputer and is available to prosecutors to provide them with the information needed to enhance their management decisions.
 - o **National Forensic Crime Laboratory Information System:** A computer software system for forensic laboratories is being developed to serve as a management tool for crime labs and as the foundation for a national database on drug evidence.
3. **Effective Drug Control Statutes Strategy:** This strategy is designed to assist the states in developing and passing legislation that provides state and local law enforcement officers and prosecutors with the tools needed to disrupt illegal drug operations and to hold drug users accountable for their actions.
 - o **Center for Local Drug Prosecution Program:** A legislative clearinghouse, which includes Federal and state laws on asset forfeiture, electronic surveillance, pretrial detention and other drug-related topics of interest to prosecutors, has been established to support the development or strengthening of legislation within their states.

Formula Grant Activities

Most states used formula grant funds to establish drug prosecution units and to hire prosecutors dedicated to drug cases in order to increase the number and effectiveness of drug case prosecutions. Many of these drug prosecution units work closely with the multi-jurisdictional task forces resulting in stronger cases for prosecution. Most of the drug prosecution units emphasize the seizure and forfeiture of drug-related assets, and many of the units utilize vertical prosecution of drug cases. Also, many of the states used formula grant funds to upgrade the crime laboratories.

Drug Case Adjudication Activities

The Bureau of Justice Assistance is assisting state and local court systems to ease the pressures created

by the increasing number of drug cases by adopting a three-part drug case adjudication strategy:

1. **Court System Improvements Strategy:** This strategy is designed to enhance the performance of trial courts by encouraging the implementation of national standards and providing training and technical assistance to improve operations in such areas as caseload management, application of management information systems and jury use.
 - o **Large Court Capacity Program:** This program, which monitors caseload management in 26 large courts, promotes systemic and permanent improvement in court operations by developing performance standards for trial courts and assisting courts with delay problems.
 2. **Drug Case Management Strategy:** This strategy is designed to demonstrate the application of improved methods to expedite the processing of drug cases, focusing on the formal coordination of resources from criminal justice and social service organizations engaged in the adjudication process.
 - o **Differentiated Case Management:** This program is providing courts with procedures to handle the growing number of drug cases by increasing the efficiency of the case management system. Differentiated case management was used by one large court to reduce the pending caseload, reduce the number of cases over 180 days in age and reduce the length of time to trial from 106 to 88 days, despite a 21 percent increase in filing.
 3. **Identifying, Screening and Monitoring of Drug Abusing Arrestees Strategy:** This strategy demonstrates the use of drug testing, along with traditional interviewing techniques, to identify drug abusing arrestees and offenders and to implement special supervision programs.
 - o **Treatment Alternatives to Street Crime (TASC):** During 1988, BJA provided the criminal justice community with four new publications to assist with the implementation and enhancement of Treatment Alternatives to Street Crime (TASC) Programs. The goal of TASC is to interrupt the drug using behavior of offenders by linking the sanctions of the criminal justice system to the therapeutic processes of drug treatment programs.
- Publications include a program brief, an implementation manual, training manuals for trainers and participants, and a monograph on urinalysis as part of a TASC Program.
- o **Enhanced Pretrial Service Delivery:** Court systems facing large increases in the volume of drug cases and which are forced to make pretrial release decisions because of crowded jail conditions can obtain technical assistance needed to establish an effective Pretrial Services Program. The goal of the Enhanced Pretrial Service Delivery Program is to promote the concept and use of pretrial service agencies as a critical tool in the appropriate and expeditious adjudication of drug arrestees.
 - o **Drug Testing and Intensive Supervision:** Many drug offenders can be safely released into the community while awaiting trial if they are properly supervised as shown by the Drug Testing and Intensive Supervision Demonstration projects. Over half of the arrestees who tested positive for drugs in two of the sites were released pending trial, and rates of rearrest and failure to appear for this group were no higher than for arrestees who did not test positive for drugs.
 - o **Drug Testing Technology/Focused Offender Disposition Program:** This program has drawn upon field experience and recent research to develop an Offender Profile Index that provides judges with a tool to assist them in making decisions regarding which defendants/offenders are in need of treatment and which treatment regimen or program is best suited to each drug-involved individual.
 - o **Drug Testing Technology Evaluation:** The purpose of this program is to compare the four most commonly used urine testing technologies to determine which are most effective in detecting actual drug use. The four technologies being tested are enzyme immunoassay, fluorescence polarization immunoassay, radioimmunoassay and thin-layer chromatography.
 - o **Drug Testing Standards:** Who should be tested for drugs, the circumstances under which testing should occur and the uses of test results are issues being addressed in the Drug Testing Standards and Guidelines, which will be available in late 1989. The guidelines are being developed to assist pretrial services personnel and probation and parole officers with the issues and procedures

surrounding drug testing of arrestees and offenders under correctional supervision.

Formula Grant Activities

The courts were not a high priority for formula grant funding by the states, with only 3 percent of the funds being allocated for court programs. A number of states indicated that the courts in their state were able to process and adjudicate the increasing number of drug cases in a timely manner with existing resources. The types of court programs implemented by the states include special drug courts and resources to enhance the adjudication of drug cases, differentiated case management, training for judicial personnel, TASC and defense services.

Detention, Rehabilitation and Treatment of Drug Offenders Activities

The Bureau of Justice Assistance is implementing a four-part strategy for the detention, rehabilitation and treatment of drug offenders to provide state and local units of government with guidance, technical assistance and model programs designed to increase the effectiveness of sanctions, supervision and treatment for drug-involved offenders.

1. Corrections Policy Formulation Strategy: This strategy is designed to assist the states and counties in developing sound corrections policy that can assist them in planning the size of prison and jail capacity by balancing the construction of new facilities with the development of corrections alternatives.
 - o Prison Capacity Program: This program provides assistance to states in developing creative ways of addressing prison crowding while providing appropriate sanctions for criminals, including the growing number of drug offenders.
2. Improved Drug Treatment Strategy: This strategy is designed to provide assistance to state and local agencies in developing drug treatment programs to meet the needs of the growing population of drug abusing offenders.
 - o Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse: This program is designed to help states reduce the rates of recidivism among

drug offenders by providing a range of drug treatment programs in institutions and in conjunction with community supervision.

- o Drug Treatment for State Correctional Institutions: This program was designed for states that were not ready to implement a comprehensive statewide drug strategy in their correctional institutions but were interested in implementing an innovative pilot project in a single facility.
 - o Drug Treatment in a Jail Setting: Model projects have been established in three county jails to demonstrate effective drug screening and treatment services for drug abusing offenders in jails. The model projects also serve as training sites for representatives from other jurisdictions.
 - o LOCKUP: Jail Management System: Local jails can receive technical assistance and training to assist them in implementing LOCKUP, an automated jail management system developed to provide operational information systems support to state and local criminal justice agencies.
 - o Shock Incarceration (Boot Camp) Assessment: The Bureau of Justice Assistance, in cooperation with the National Institute of Justice, is conducting an assessment of the effectiveness of the "Boot Camp" or shock incarceration concept as an alternative for youthful drug offenders. This program, being implemented in a number of states, provides a highly structured, military-type environment where offenders are required to participate in drills, rigorous physical training and a variety of work and treatment modules.
3. Community Supervision Strategy: This strategy is designed to identify and test model programs and provide state and local agencies with technical assistance to effectively supervise drug abusing offenders in the community.
 - o Intensive Supervision Probation/Parole Demonstration Program: The goal of this program is to reduce criminal activity and drug dependence among serious offenders who normally show a high rate of recidivism. This program emphasizes frequent face-to-face contacts and surveillance. Drug offenders are also required to participate in frequent drug testing and alcohol and drug treatment.

- o Technical Assistance to Corrections Agencies: Corrections, probation, parole and community corrections agencies are provided with training and technical assistance to implement a wide range of drug screening, treatment and rehabilitation programs.
4. Prison Industry Support Strategy: This strategy makes technical assistance available to Departments of Corrections and jails requiring assistance in expanding their prison industry programs and markets so that correctional and drug treatment programs can be supplemented with programs that provide offenders with employment skills they can use when they return to the community.
- o Correctional Industries Information Clearinghouse: This Clearinghouse has become recognized by state and local corrections officials as the primary resource for authoritative, up-to-date, action-oriented information on virtually every facet of correctional industries. During 1988, the Clearinghouse responded to 708 technical assistance and information requests.
 - o Strategic Planning for Prison Industries Program: Technical and financial assistance is provided to state correctional industries to expand their business operations by defining business objectives, growth markets and means of financing growth.

Formula Grant Activities

Approximately 15 percent of the formula grant funds have been used for detention, rehabilitation and treatment by the states. Most states are struggling with prison and jail capacity problems, which are aggravated by the growing number of drug offenders and mandatory, enhanced sentences for some drug offenses being passed by many legislatures. Most states also report that drug treatment services for offenders while in institutions or under correctional supervision in the community are inadequate. Almost all of the formula grant funds allocated in this area have been used to enhance drug treatment services in institutions and in the community rather than to expand prison or jail capacity.

ACHIEVEMENTS AND CHALLENGES

Major achievements since the passage of the Anti-Drug Abuse Act in October 1986 include enhanced coordination and cooperation, a targeting of resources on the drug problem, an increased number of drug arrests and prosecutions, and progress toward removing the profit motive from drug crime.

Challenges for the future include maintaining a balance within the criminal justice system, keeping the drug offender free of drugs and crime, enhancing the capabilities of criminal justice personnel and providing the criminal justice system with the legal tools needed to control drugs.

Conclusion

There are encouraging signs that the drug control efforts being implemented throughout this country are beginning to have an effect on the drug problem. The high school survey conducted by the National Institute on Drug Abuse shows that although drug use among high school seniors is still too high, it is declining. The increased participation of state and local agencies in the fight against drug abuse is significantly increasing the risks to both the drug dealer and the drug buyer. Based on the experience with marijuana eradication efforts, the large numbers of arrests of drug offenders, the disruption of drug production and distribution operation and the seizing of large quantities of drugs and assets can be expected to reduce the availability and demand for drugs and increase their price.

Significant progress has been made to increase the levels of coordination and cooperation among Federal, state and local agencies and among the criminal justice, drug treatment and education communities, resulting in a more effective utilization of resources. Model programs and new practices and techniques that enhance the criminal justice system's ability to investigate, prosecute and adjudicate drug cases and identify, punish and treat drug offenders have been identified and are being shared with practitioners throughout the country. This sharing of information is increasing the efficiency of the criminal justice system and public safety.

Although there is reason to be optimistic that progress is being made, the magnitude of the drug problem requires that participation in the Nation's fight against drug abuse be expanded to all communities and that these efforts be considered a high priority until a drug-free America has been achieved.

Copies of the entire *FY 1988 Report on Drug Control* are available from the National Criminal Justice Reference Service (NCJRS) at a cost of \$6.50 per copy delivered in the domestic United States. To order, write NCJRS at P.O. Box 6000, Rockville, MD 20850 or call 301/251-5500 or toll-free 1-800-851-3420.