

Drug Control  
Strategy

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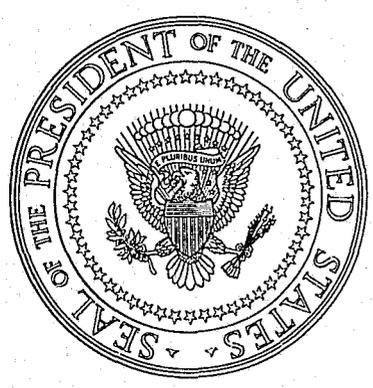


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# National Drug Control Strategy

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U.S. Department of Justice  
National Institute of Justice

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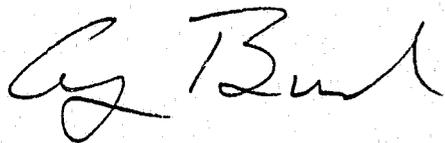
January 1990  
The White House

TO THE CONGRESS OF THE UNITED STATES:

Consistent with section 1005 of the Anti-Drug Abuse Act of 1988 (Public Law 100-690), I am today pleased to transmit my administration's 1990 National Drug Control Strategy for congressional consideration and action.

This report should be viewed as a companion volume to the National Drug Control Strategy that I sent to the Congress last September. In it you will find a comprehensive blueprint for Federal drug control activities for the next fiscal year. The principal goal of our strategy, however, remains the same: to reduce the level of illegal drug use in America. To help determine the most effective means of pursuing that objective, my administration has once again been aided by broad consultation with Members of Congress, Federal, State, and local officials, experts in the fields of drug prevention, treatment, and enforcement, and hundreds of interested and public-spirited citizens. The result, I believe, is a truly national plan to combat the illegal use of drugs, one that will bring us success in this new decade.

I am grateful for the enthusiastic and bipartisan support that the Congress gave to the National Drug Control Strategy last year, and I turn to you for that support again. I know that every Member of Congress shares my desire to overcome the terrible scourge of drugs. And so I ask you to join me in moving quickly to fund and implement the proposals and initiatives contained in this report. Full congressional support of this national strategy is essential if we are to give Americans the thorough and effective drug control policy they expect and deserve.



THE WHITE HOUSE,

January 25, 1990.

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# Introduction

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Last September, President Bush unveiled the National Drug Control Strategy, which explained the nature of the drug crisis in America and proposed policies for overcoming it. That Strategy provides a unified, integrated, and truly national policy aimed at the complicated array of problems posed by illegal drugs. It includes a role not only for the Federal government, but for our State and local governments, the private sector, and community leaders and citizens alike. Its goals are ambitious but straight-forward: to restore order and security to American neighborhoods, to dismantle drug trafficking organizations, to help people break the habit of drug use, and to prevent those who have never used illegal drugs from starting.

Those goals can only be reached through a strategy that attacks drugs on several fronts in a cohesive fashion — not merely along the organizational lines of government bureaucracy. That is why it is the policy of the United States to disrupt, to dismantle, and ultimately to destroy the illegal market for drugs by attacking both the supply and demand sides of the drug problem. Since assuming office I have seen the squalid face of that problem close up. I have visited many cities and towns across America. On occasion what I have seen has been an education in despair, waste, and degradation. But I have also seen signs —sometimes astonishing signs, often heartening signs — of hope. I have seen some of the ideas of our national drug strategy in practical operation, and I can report that they are working and that they do succeed. I have met with parents, teachers, police officers, judges, doctors, government officials, and school children. I've listened to their words, engaged in serious conversation with them, sounded them out on the topic of drugs. Based on those exchanges, I am confident — and encouraged — that there is a genuine national conversation about drugs and drug policy.

## Introduction

The foundation of that conversation is, and should remain, drug use. There are too many drugs in America, and too many Americans use them. We can talk about the causes of this phenomenon, we can talk about its effects; we can cite the violent crime, the broken homes, the bad schools that are closely associated with — and often mistaken for — the country's drug problem; we can speak of poverty, of disease, of racism. All these are important concerns, and all are addressed, directly and indirectly, by the many proposals in the National Strategy. But the heart of our drug problem is use, and the heart of our drug policy must be reducing that use.

How? For reasons both political and institutional, much public discussion has been bedeviled by a persistent but sterile debate over "supply" versus "demand" solutions. But to repeat what we have been saying for almost a year, the reality of the drug problem cannot be met through an exclusive "law enforcement" strategy on the one hand, or a "prevention and treatment" strategy on the other. Most Americans recognize by now that we require both approaches. An effective criminal justice policy needs a good treatment policy; a successful treatment system is hampered by the easy availability of drugs and will ultimately be overwhelmed without a good prevention program; and good prevention programs are harder to carry out absent vigorous efforts directed at international and domestic drug traffickers who are largely responsible for making drugs so ubiquitous in the first place. Only a few months ago I spoke with a teenage boy who had just been released from his fifth drug treatment program. Each time in the past that he had completed treatment he found himself back on the street, surrounded by drugs that were cheap and readily available. His pitiful story reminds us that it is futile to think about any one element of our drug policy in isolation. A drug strategy — if it is really a *strategy* — reflects the fact that effective policies to reduce demand and supply are inseparable.

The National Drug Control Strategy is designed to erode the power and spread of drugs by consistently keeping pressure on *all* the avenues through which illegal drugs are made available or desirable and, further, to hold those who use drugs accountable for their actions. That means, first, that schools must teach our children to stay away from drugs and how and why to say no to friends who tempt them. Parents and community leaders can reinforce those lessons by providing young people with the kind of lifetime interests — books, hobbies, sports, social activities — that prevent them from drifting towards aimless adolescent drug use. Unfortunately, for some these efforts come too late. Drugs have become a part of their lives, and in many cases, a habitual part. They need treatment that will get them off drugs — for good. In this way, treatment and prevention work two sides of the same problem to reduce drug use.

But our National Drug Control Strategy recognizes that prevention and treatment, however successful, require the support of drug enforcement activities that lead to the arrest of drug traffickers, that stop drugs from being smuggled into the country, and that keep dealers off the streets. Effective drug enforcement makes drugs expensive, difficult to obtain, and dangerous to seek out. A strong criminal justice system deters drug use. Most leaders of prevention and treatment programs recognize this; their task is made easier when drug enforcement works. That is why our Strategy ties all these elements together — to prevent people from using drugs, to keep them off drugs, to disrupt the drug market, and thereby to reduce drug use in the United States. We have been pursuing this Strategy for a little over four months and have seen encouraging signs. We will continue to pursue it.

## The First Four Months

The first four months after President Bush appeared on national television to announce the National Drug Control Strategy have been marked by a number of important and gratifying successes. Opinion polls show that the overwhelming majority of Americans enthusiastically support the ideas in the National Strategy, and many are helping to put them into practice in their own communities. Meanwhile, Congress has passed legislation to implement some of the policies proposed by the Strategy and appropriated the funds — \$9.5 billion — to begin carrying them out. At the State and local level, too, many of the specific proposals contained in the report have already been acted upon. And in Washington, the Office of National Drug Control Policy has set up mechanisms to bring all the Federal departments and agencies with drug reduction missions around the same table: the task of coordinating national drug policy is underway.

Yet we should remain on guard. Drug markets have shown a flexibility and endurance in the face of pressure. Experience tells us that even as we bear down, the drug economy can sometimes fight back. Dangerous new forms of illegal drugs have attracted attention, further proof of both the adaptability of the market and the depth of our national craving — but also proof, if proof were needed, of the wisdom of focusing on drug use as the main problem to be addressed. New illegal products will no doubt continue to appear, necessitating adjustments in tactics; but we cannot permit our overall strategy to become enslaved to each new wrinkle in the drug market. Whichever happens to be the drug of the day, our job is to persist in making it difficult to buy, sell, or use it.

In the performance of that job we can report a number of victories, a measure of progress. Our efforts, to begin with, have yielded a string

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of recent successes against what is still our biggest enemy, cocaine. In the past few months unprecedented seizures of cocaine have taken place in warehouses and in cargo containers. Federal agents in Los Angeles found 21 metric tons of cocaine — the largest single haul in U.S. history — in an unguarded warehouse. And in New York, firefighters opened a shipping container to find five metric tons of cocaine hidden beneath a layer of highly toxic lye. Nine metric tons were seized in Texas. Altogether, during six weeks in October and November 1989, 42 metric tons of cocaine were seized by U.S. authorities.

In other arenas, the United States has provided urgently needed assistance to the government of Colombia in their efforts to arrest major drug traffickers. Colombia in turn has extradited 11 major accused drug violators to the United States, and Jose Gonzalo Rodriguez Gacha, one of the world's most notorious drug traffickers, was killed in a shoot-out with Colombian police in December. The assets he left behind have been frozen in Colombia and in European nations. Bolivia sent the indicted drug trafficker Luis Arce Gomez to the United States, Mexico arrested drug kingpin Miguel Feliz Gallardo, and the United States ended the tyranny of Manuel Noriega who was under indictment in Miami for drug-related activity. In Mexico, a number of persons, including Raphael Caro Quintero, were convicted and sentenced for the murder of DEA agent Enrique Camarena.

International cooperation has increased in other areas as well. The United States has shared seized assets with other nations that have cooperated in apprehending drug criminals, the G-7 nations have undertaken major efforts to disrupt money laundering, and the U.S. Senate has ratified the United Nations Convention and Mutual Legal Assistance Treaties with six Caribbean and Latin American nations.

For some observers the temptation is nearly irresistible to view such developments not as evidence of progress but as fresh cause for skepticism or despair. The very size of the recent drug seizures, some have argued, suggests that the amount of cocaine entering the country must be larger, and consumption commensurately higher, than we once thought; hence we need to reconceive, if not to abandon, our present policy. Cocaine shipments may indeed be higher than once thought — we are already at work revising current estimates, and there are indications to suggest that they are too low. But that is no reason to part with current drug strategy. A strategy devoted to reducing drug use by careful and deliberate measures, rather than in one fell swoop, will take its victories as they come, neither minimizing nor glamorizing them but building from them steadily toward the larger goal of reducing drug use.

No more stunning rebuke to the cynics and defeatists could be imagined than the scenes of hope and civic courage that are daily being played out in what were once among the country's most drug-torn neighborhoods. Here is where the real, lasting victories are being won,

and here, in spontaneous displays of grit, determination, and optimism, is where we can find the elements of a truly *national* drug strategy evolving day by day. In the Seminole Hills housing project of Tulsa, a courageous young mother and her neighbors worked with local police to chase a newly installed gang from their streets. In South Seattle, a community-police partnership brought together businessmen, local residents, and civic leaders to fight drug-running, and win. In Dallas, Operation C.L.E.A.N. transformed havens for drug dealing into pleasant, safe environments. In Des Moines, a former nun organized marches in her neighborhood and helped local police to evict drug dealers from a housing complex. And in South San Jose, New Mexico, police set up a "sub-station" adjacent to a neighborhood basketball court, once the favorite haunt of local drug dealers, and secured the area so that neighborhood children could have a safe place to play.

The people of these communities know something that the defeatists among us still need to learn. They know that the proper attitude toward drugs is not indifference, but intolerance. And that intolerance must be embodied in law, and expressed in action. Where it is not embodied in law, as in some of the countries that have engaged in limited experiments in drug legalization, the result has been social disaster. In Italy, for example, where the use of narcotics goes unpunished, drug-related deaths are high, and the government is moving toward recriminalization. If drugs in this country were suddenly to become cheaper, more widely distributed, and legally condoned, one could safely predict a catastrophic increase in the numbers of people regularly using drugs. That means more and younger children taking drugs, more co-workers with drug problems, and more addicted pregnant women.

So it remains the purpose of the National Drug Control Strategy, keeping faith with the sound judgments of the overwhelming majority of Americans, to reduce insofar as possible the supply and the availability of drugs; to treat drug users who need help; actively to discourage people — especially young children and adolescents — from becoming involved with drugs; and, above all, to enforce vigorously the laws against drugs and thereby hold to the strictest account those who sell, buy, and use them.

## The National Strategy

In this second volume of the National Drug Control Strategy, a companion to the first Strategy published last September, we lay out our drug policy in considerable detail: the activities and responsibilities of Federal departments and agencies; specific initiatives to begin in this fiscal year; and the funding necessary to carry out our policy. The

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fundamental principle of our Strategy, though, remains unchanged: to make drugs undesirable and hard to get through a mix of supply and demand policies. That mission can be accomplished only by using all the drug reduction tools at hand: criminal justice systems; drug treatment programs; prevention activities in our schools, businesses, and communities; international efforts aimed at the drug source countries; interdiction strategies to stymie smuggling operations; and a variety of our intelligence and research resources.

The National Strategy released last September explained how all these tools can reduce drug use, and what role they play in a national drug policy. This current Strategy looks more closely at the actual workings of our drug reduction programs: what they do, the resources they require, and the objectives they pursue. All the proposals contained in the September 1989 Strategy remain a part of our national drug policy. This volume simply builds on it while closely examining the component parts.

Among the numerous activities and proposals contained in the pages that follow, a few initiatives merit special mention because of the central role they will undoubtedly play in our national drug policy in the years ahead. State and local law enforcement activities will receive grants from the Bureau of Justice Assistance totalling \$492 million in Fiscal Year 1991 to help them secure their streets and neighborhoods from the drug trade and its attendant violence. This amount represents a 228 percent increase in just the last two years. Repairing, expanding, and coordinating their criminal justice systems should be the first priority of State and local government.

Communities will be given an added incentive to organize comprehensive local programs against drug use by the award of grants to select communities through the Department of Health and Human Services. The Administration's support of drug treatment will, of course, continue and expand and beginning in this fiscal year, a special emphasis will be placed on integrating more treatment facilities into State jails and prisons, where the number of inmates with a history of drug use is high.

The chapter on our Intelligence Agenda describes the establishment of a National Drug Intelligence Center, under the auspices of the Department of Justice, which will provide all enforcement agencies with the strategic information about drug trafficking that will make their work so much more effective. The Treasury Department's Financial Crimes Enforcement Network, along with the Justice Department and other agencies will help make the disruption of drug money laundering operations a priority for our National Strategy.

If there is a recurrent theme in this Strategy, it is the crucial role that State and local governments play — and must play — if a national drug strategy is to work. As these governments know all too well, drugs have placed an unprecedented burden on their schools, their hospitals,

their criminal justice systems, and above all, their residents. No State, city, or county needs the Federal government to remind them of these problems. These problems are chiefly a State and local responsibility, augmented in certain areas by Federal funds. For Fiscal Year 1991, nearly \$2.6 billion will be sent to the States for law enforcement, treatment, and drug prevention activities — a 108 percent increase in just the past two years.

But there should be no illusions about the value of Federal funding. Unless States are coordinating and financing their own drug reduction plans, Federal assistance merely lards an inefficient system. To their credit, several States are out in front with impressive drug programs of their own. Maryland, Texas, New Jersey, and Pennsylvania, for example, have moved aggressively to implement serious and comprehensive State plans, which involve demand and supply activities, and hold individual drug users accountable. Other States must follow their lead if the drug problem is going to be addressed seriously.

Because State efforts are so crucial for overall success, the Office of National Drug Control Policy (ONDCP) plans to monitor them closely in the coming years. This spring, ONDCP will release the first in what will be an annual "status report" on State drug reduction activities that will review the key indicators of success (or lack thereof) against drugs in each State. This index will allow state-by-state comparisons on some indicators, and can help provide an invaluable measure of progress in our overall national efforts against drugs.

## Management and Organization

Last fall, as noted above, the Congress appropriated \$9.48 billion for a host of drug reduction activities. For Fiscal Year 1991, the Administration is seeking to expand that funding to over \$10.6 billion. In fact, because the Fiscal Year 1990 level includes \$1 billion in prison construction — a cost that does not need to be carried forward into Fiscal Year 1991 — the programmatic increase from 1990 to 1991 is actually \$2.1 billion (a 27 percent increase over 1990), instead of the \$1.1 billion suggested by the nominal bottom line. Actual spending — the budget outlays — for Fiscal Year 1991 will, under this proposal, increase by \$2.8 billion, a 41 percent increase in just one year. These are great sums. But if we measure the success of drug policy by its price tag alone, we are bound to be disappointed. After fighting drugs for many years with limited success, we should be candid about what doesn't work, and pursue more promising solutions.

Local governments, for example, can recruit and train more police officers. But unless the new recruits are properly utilized — for instance, in carefully focused, community-oriented policing, complete

with foot patrols, confidential citizen hotlines, and resident cooperation — the security of the local neighborhood cannot be assured.

There are management lessons to be learned as well when it comes to drug treatment and prevention. Yes, making sure treatment is available so that people seeking help won't be turned away is a priority. But before we can make treatment more widely available, we need to find sites for treatment centers, recruit properly trained staff to run them, set up evaluation and referral units, and then ensure that the method of treatment is right for the patient being treated. What's more, our efforts to fight addiction need to be responsive to such problems as AIDS and pregnant women on drugs that further complicate the task of treatment. In schools, similarly, we need to support thorough, intelligent, and comprehensive drug education programs; but if principals and teachers are unwilling to back up their words with deeds, then all the talk in the classroom will become, in the minds of the students, just that — talk.

Finally, in local communities around the country, leadership and organization are still harder to come by than Federal resources. There is no shortage of good people who want to join the fight against drugs, but they need to be identified, encouraged, and supported by their friends, neighbors, and local leaders, and then, where necessary, given the proper training.

Finding good people, at both the local and national level, is as important in drug reduction as it is in other endeavors. It is an imperative that applies across the spectrum of anti-drug activities. We are lucky to have a great number of talented people who have been at work on this problem for many years, and we need more like them. But a trained and ready work force cannot be created overnight. The money we spend today on recruiting qualified personnel is a worthy investment, no matter how long we have to wait for the return.

For the short term, our stepped-up efforts against drugs put an enormous strain on those already in the field, heroically doing what they can to stem the tide of drug use. Before reinforcements arrive, we need to focus on these professionals and volunteers and make it easier for them to carry out their jobs without being hampered by paperwork, bureaucracy, or red tape.

## The Task Ahead

Four months after launching a new and ambitious National Drug Control Strategy, we are more keenly aware of the dimensions of the problem — and also more impressed with our Nation's willingness to mobilize against it in short order. The hard work, though, still lies ahead. The release of a government document cannot alone force a

national epidemic into sudden retreat. As most people recognize, drugs are still an ugly and prominent feature of the American landscape. Across the Nation, drug traffickers continue to wreak mayhem in city streets, drugs are bought and sold in school yards, and addicts crowd emergency rooms. Drugs remain, as the President has said, our gravest domestic problem.

It is widely recognized that even the best anti-drug programs are made better still when they are supported by good schools, active churches, vibrant neighborhoods, and above all, strong families. Of course, no government program can match the power of a good family that is committed to resisting and fighting drugs. But today, as any observer of American society knows, the family is under siege, and in some neighborhoods paralyzed by drugs, barely surviving.

Government cannot replace the family, but government does help it in two crucial ways. First, it provides the basic protection and resources — in the form of programs such as Medicaid or Aid to Families with Dependent Children — needed by poorer families if they are to remain a bulwark against a life of drug use. Second, it provides moral leadership by holding up standards of right and wrong conduct. Drug use is wrong, as nearly every parent knows, and government can reinforce that view by maintaining — and enforcing — laws against illegal drugs, and crafting policies to fight them.

Our policies fight drugs in several ways. They provide security; they provide treatment to people who are in need of help; they provide resources for all the various drug reduction activities across the country. But perhaps their most important — and often overlooked — function is their tutelary one. Through the laws we pass and the policies we carry out, our society demonstrates its commitment to fight illegal drugs and drug use. We send a message, not only about what our government officials and citizens say, but also about how we as a nation act.

As we implement our national strategy in the months ahead, we should bear in mind the message implicit in each policy. For a national drug strategy should do more than provide services and funding. It should encourage individual responsibility. It should promote accountability among both citizens and government agencies. And it should aggressively challenge drug use and drug-related crime, and thus help save the next generation from their ravages.

William J. Bennett  
*Director, Office of National  
Drug Control Policy*



# National Priorities

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## Criminal Justice Highlights

- Increased number of DEA and FBI agents and support personnel, and improved technical, information processing, and communications capabilities for law enforcement.
- Additional personnel and resources for drug trafficking investigations conducted by the Organized Crime and Drug Enforcement Task Forces.
- Expanded resources for money laundering investigations, and additional resources for the Department of the Treasury's Financial Crimes Enforcement Network.
- Increased capacity in the U.S. Courts, including 75 additional judgeships, and more clerks, administrators, court officers, and legal services for indigent defendants in the Federal judicial system.
- Expanded DEA State and Local task forces and other Federal/State/local joint efforts.
- Increased assistance to State and local law enforcement.
- Creation of a drug testing information clearinghouse to promote drug testing within the criminal justice system.
- Expanded drug treatment availability within the criminal justice system for both prisoners and probationers.
- Increased investigations against domestic marijuana growers and distributors.

# The Criminal Justice System

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Our State and Federal criminal justice systems attack both the supply and demand aspects of the drug problem. Their efforts deter drug use, disrupt drug trafficking, and arrest, prosecute, and punish drug criminals. As the September 1989 Strategy noted, we need to restore order to those neighborhoods where drugs have wrought havoc, and, at the same time, dismantle criminal trafficking organizations, apprehend and prosecute their leaders and accomplices, and forfeit their illegally acquired wealth. By holding accountable those who buy, sell, or use drugs, we will eventually succeed in making drugs less desirable and harder to obtain. What follows is a description of the particular components of our criminal justice systems — Federal, state, and local. Together they constitute a broad-based assault on drug use in the United States.

## Law Enforcement

**State and Local Criminal Justice Systems.** State and local law enforcement has traditionally been — and remains — the first line of defense in securing the safety of citizens and their communities. State and local governments bear the greatest responsibility for providing their citizens with a criminal justice system that can respond to the enormous volume of drug-related crimes. Today, as many State and local systems find themselves overwhelmed by the amount of drug activity, the need for State and local authorities to make criminal justice and law enforcement a top priority has become even more pressing. The Federal government assists in these efforts by providing law enforcement grants through the Department of Justice. In Fiscal Year 1991, the Administration will seek \$492 million in Bureau of Justice

Assistance State and local law enforcement funding — a 228 percent increase in just the past two fiscal years.

State and local governments are the best judges of how their own drug enforcement efforts should be carried out. But they are encouraged to expand the carefully focused street level enforcement techniques that have already shown success in so many neighborhoods. The virtues of street-level enforcement and the prevention-oriented community policing strategies were described in the September 1989 National Strategy, and communities across the country, working with local police, are discovering that these tactics are the most effective method for ridding a neighborhood of drugs, or making sure they never gain a foothold.

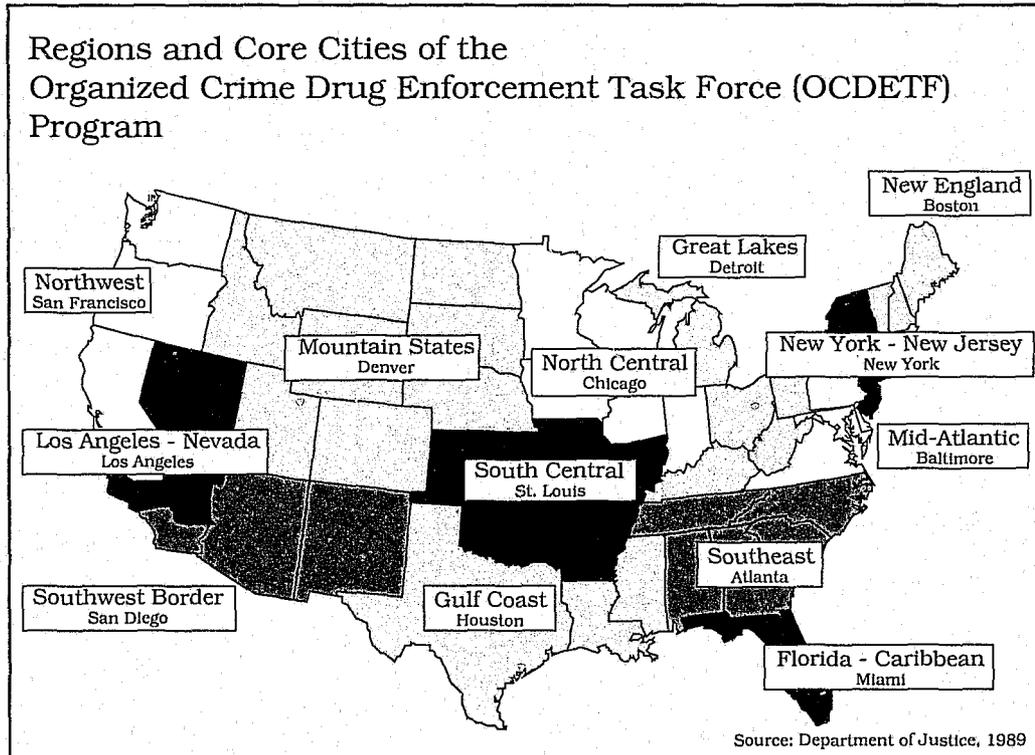
**Investigations, Drug Trafficking, and Violence.** The overarching mission of Federal drug enforcement is to identify and investigate large-scale drug trafficking organizations, disrupt and dismantle their operations, bring the leaders and their accomplices to justice, and seize and forfeit their illegally gained wealth.

Since its creation in 1973, the Drug Enforcement Administration (DEA) has been the lead agency in these efforts, carrying out a range of activities to enforce the United States drug laws and regulations governing the growing, manufacture, or distribution of controlled substances. In the coming fiscal year, funding for its activities will be expanded — by \$151 million — to provide more agents and support personnel for DEA domestic and foreign operations that target drug activities in all 50 States and seek to immobilize the organizations behind them. Through ONDCP's Special Forfeiture Funds, significant additions are also planned for DEA's technical, communications, and Automated Data Processing capabilities, so that agents can be assured of secure communications and up-to-date information as they track the movements of drug suspects.

While working against large, organized criminal activities, DEA's efforts will be complemented by the investigative activities of the Federal Bureau of Investigation. The FBI is the most experienced agency in the area of organized crime, and it will continue to use its expertise to focus on the major trafficking organizations. An expansion in the number of its field agents, intelligence analysts, and foreign language specialists will allow the Bureau to work more effectively against criminal drug organizations and established gangs — such as the Jamaican Posses, the Flying Dragons, the Crips, or the Bloods — as well as emerging street gangs who are intimately involved in drug distribution and drug-related violence. Studies indicate that a number of these gangs are composed of expatriate and illegal aliens. The application of the immigration-related provisions of various statutes is being realized through the efforts of the Immigration and Naturalization Service.

Since many felons use firearms, the Bureau of Alcohol, Tobacco, and Firearms (ATF) plays an important role in the apprehension of drug criminals. ATF now finds that approximately 50 percent of its law enforcement work is drug-related, and in Fiscal Year 1989 it seized nearly 3,000 firearms in drug-related investigations. As part of the President's Violent Crime Initiative, agencies of the Department of Justice (U.S. Marshals Service, INS, and FBI) are working with ATF to implement these programs. ATF's Project Achilles program, which identifies and captures weapons offenders who are often violent drug felons with multiple convictions, and eligible for mandatory sentences, will be expanded by nearly \$6 million in drug-related funding so that the deadliest and most violent career criminals are caught and incarcerated.

**Task Forces.** The Organized Crime Drug Enforcement Task Force Program (OCDETF) draws on the expertise of 9 different Federal agencies and numerous State and local law enforcement offices to coordinate the investigation and prosecution of highly sophisticated and diversified criminal drug-related and money-laundering enterprises. Based in 13 different regions, OCDETF draws on the surveillance skills, intelligence data, financial and tax knowledge, and investigative and prosecutorial manpower of various members of the drug enforcement community to apply pressure to trafficking organizations and gang activity on several

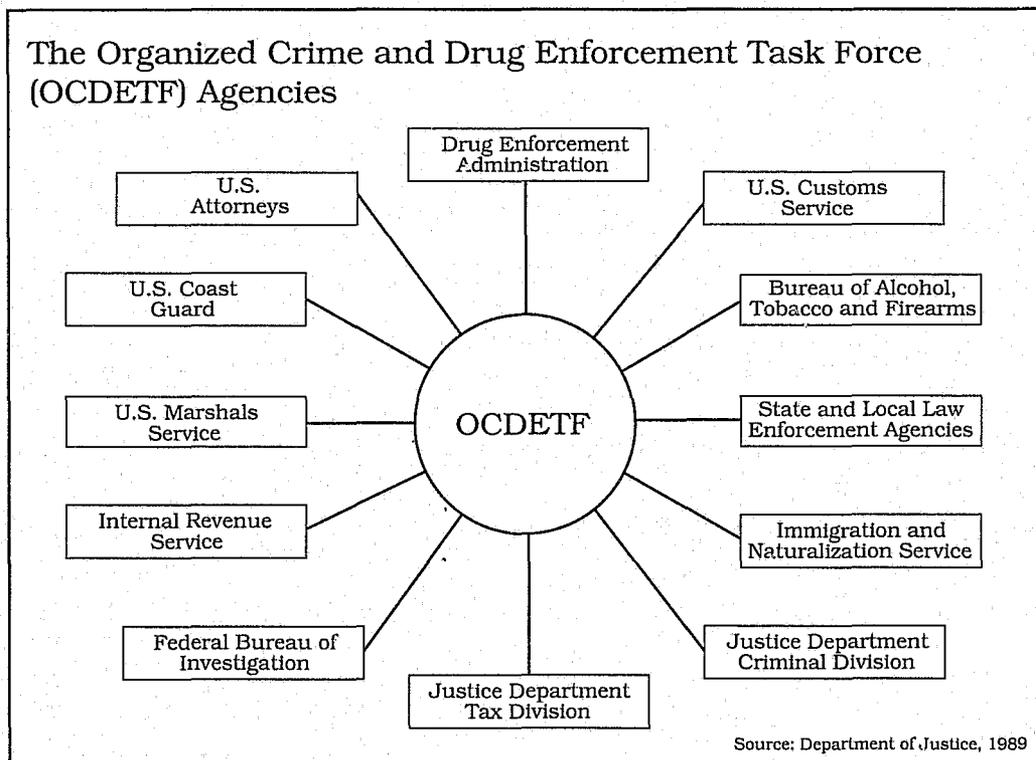


## The Criminal Justice System

fronts. A 53 percent increase in OCDETF funds for the next fiscal year will provide more investigators for undercover operations; more agents to track aliens involved in drug trafficking; additional personnel to work on the money laundering and financial crimes that go hand in hand with drug activities; more manpower to make firearms seizures; more officers to capture narcotic fugitives; more analysts to provide needed information management; more attorneys to prosecute those caught by task force activity; and more resources to support State and local participation.

In the States, cities, and counties, the DEA State and Local Task Forces will be expanded by \$10 million in order to target the highest echelon of violators in local markets. Part of these funds will purchase cars, radios, and equipment for use by State and local officers engaged in task force activities. In addition to OCDETF and DEA State and Local Task Forces, Law Enforcement Coordinating Committees (LECCs) chaired by U.S. Attorneys provide leadership in the area of State and Federal drug enforcement cooperation.

The Supply Reduction Working Group, under the auspices of the Office of National Drug Control Policy, has established a subcommittee on State and local affairs to promote drug enforcement coordination at the local level and with Federal efforts. These cooperative efforts are especially crucial for combatting local gang-related drug crime where



individual gang members are difficult to track and the gangs are difficult to infiltrate. Federal drug enforcement officials will also provide training and technical assistance to local police and investigators so that they can bring a higher level of sophistication and expertise to their activities.

**Money Laundering.** By transferring large sums of drug money through domestic and foreign banks, the leaders of drug trafficking organizations are able to retain the profits of the drug trade without detection. The various enforcement agencies charged with disrupting money laundering schemes can undermine drug trafficking by both attacking its finances and eventually identifying and arresting the key operatives. The Departments of Justice and Treasury and their subordinate agencies conduct investigations in this area to uncover illegal financial transactions related to drugs. A more detailed discussion of money laundering control efforts continues in a subsequent chapter of this report ("International Initiatives").

**Asset Seizure and Forfeiture.** Seizing the assets of drug criminals broadens our array of civil and criminal sanctions and helps dismantle larger criminal organizations that depend on revenue generated by drug activity. When the Federal and State enforcement agencies treat prosecution and asset forfeiture as an integrated, two-stage endeavor, they successfully deliver critical blows to drug organizations by taking away not only their liberty, but also their property and money. In the coming fiscal year, an additional 11,000 drug-related property seizures are expected. But for the asset forfeiture tool to work more effectively, States are encouraged to model their laws after the Federal statutes. Several States have already done so, and others are strongly encouraged to follow suit.

Last fall, the President proposed legislation to speed the transfer of residual forfeiture funds from the Department of Justice Assets Forfeiture Fund to the ONDCP Special Forfeiture Fund. This legislation would have permitted ONDCP to receive quarterly transfers instead of yearly transfers, thus speeding up the process by which such funds could be re-transferred to drug program agencies. Although Congress has thus far failed to enact this legislation, the Administration will urge Congress to take it up again in the coming months.

**Intelligence.** Drug enforcement relies on intelligence to learn about the character of criminal organizations, their structures, their activities, their bases of operation, and sometimes the movements of individual members. To respond to the need for a broad range of drug-related intelligence information, a National Drug Intelligence Center will be created to provide strategic, organizational, and financial intelligence to the enforcement community. A description of the Center and its objectives appears in the International Initiatives chapter of this report.

Additional funding for the DEA-managed El Paso Intelligence Center (EPIC) to upgrade and expand its Automated Data Processing and

communications capabilities will enhance its ability to provide tactical interdiction and investigative information to all enforcement agencies. In consonance with other information-sharing initiatives, access to EPIC's database systems must be expanded to ensure that operational investigative components have the information necessary to carry out their functions.

**Essential Chemicals.** Chemicals are critical to the production of many illegal drugs. Much of the cocaine smuggled into this country is processed with chemicals exported by American companies, and nearly all methamphetamine, LSD, and PCP are illegally manufactured using chemicals from domestic suppliers. The Chemical Diversion and Trafficking Act of 1988 directed the Attorney General to identify shipments of chemicals used to extract and purify cocaine and other drugs, and then investigate and prosecute the manufacturers, shippers, importers, or exporters of illegally diverted shipments. An initial Customs-DEA program, Operation Chemcon, was established at four high-risk ports and will now be expanded to include all domestic ports of entry. DEA will also provide diversion intelligence support at DEA headquarters, in domestic field offices, and in select country offices with specific chemical control needs.

**Domestic Marijuana Cultivation.** A report released in October, 1989 by the U.S. Forest Service provides further evidence that huge patches of Federal land are being used for large-scale marijuana cultivation. Recent investigations have also revealed significant shifts toward expansive indoor marijuana cultivation. An increase of \$10 million in DEA funding will advance investigations against growers and distributors by assisting State and local governments to eradicate crops frequently grown in rural areas. The National Park Service, the Bureau of Indian Affairs, and the Bureau of Land Management have in the past played a vital role in marijuana eradication efforts, and their participation will continue. The Forest Service will increase expenditures for domestic marijuana eradication by \$5 million. Overall, funding for domestic marijuana eradication will almost double in Fiscal Year 1991 to \$35 million.

**Anticipating the Future.** Although crack is the most serious drug problem facing our nation today, we must not permit ourselves to focus on it alone. Other drugs — heroin, marijuana, methamphetamines in various forms, and diverted legally produced drugs — cause many serious health and crime problems. In addition to addressing the problems associated with the use of these drugs, we must also do a better job of anticipating possible future problems deriving from the use of drugs not widely used currently, or perhaps not used at all.

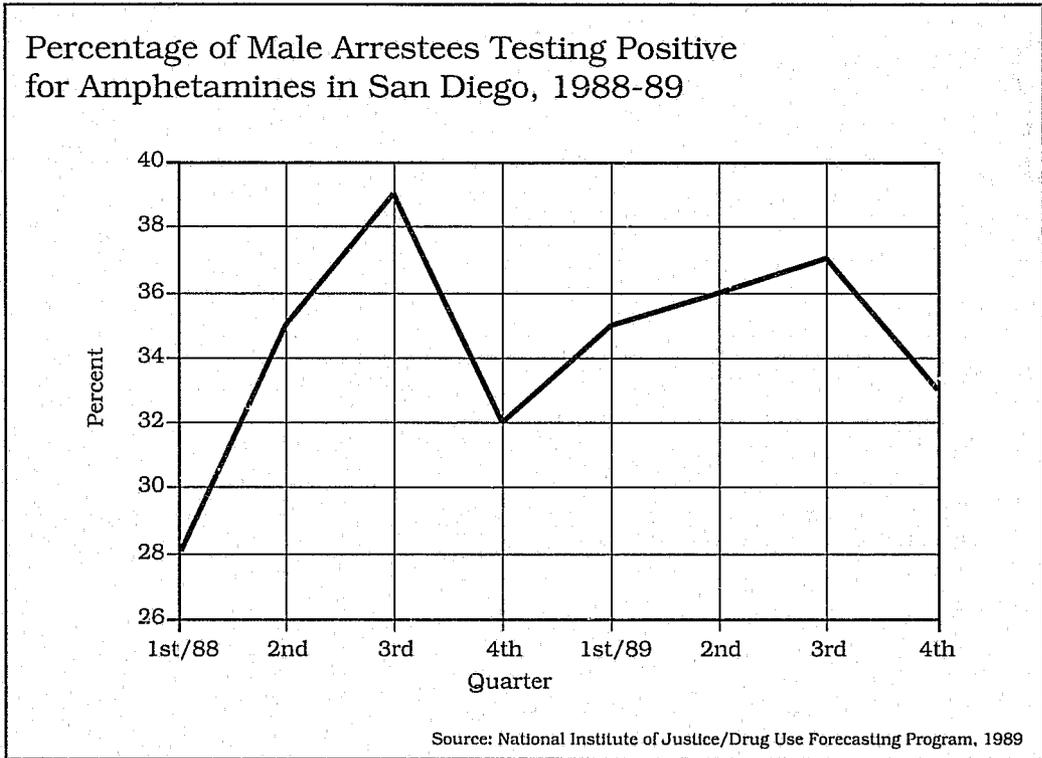
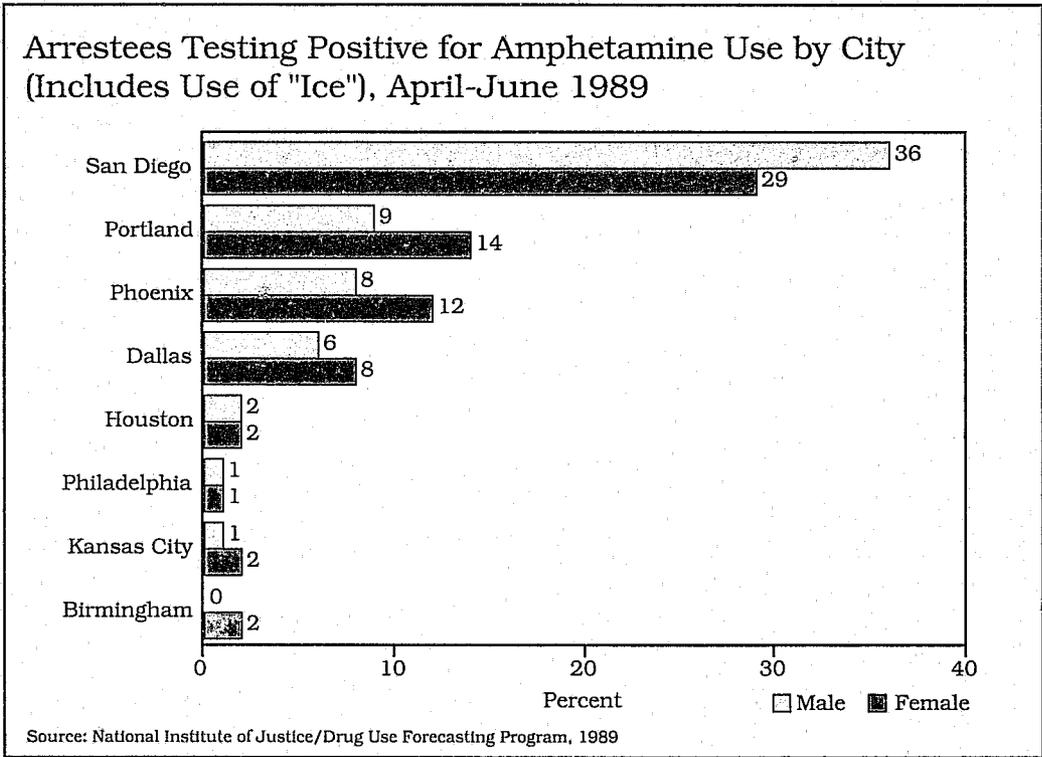
One such drug that may present grave problems is "ice," a smokeable form of methamphetamine. Its use presents all of the problems of crack — and more, for its high is longer-lasting and its adverse psychological

effects far more bizarre and dangerous. Having entered the United States in Hawaii, it has not yet become widespread on the mainland. Indeed, despite numerous press articles announcing the arrival of an ice epidemic, the National Institute of Justice's Drug Use Forecasting system (DUF), which tests arrestees for drug use in major cities, finds no significant rise in amphetamine use — which would include ice — and little or no amphetamine use in most major cities. In San Diego, where amphetamine use has for a long time been more prevalent than in other parts of the country, the DUF system finds that, throughout 1989, amphetamine use remained relatively constant among the arrestee population. (See figure, page 20.)

Law enforcement, as well as prevention efforts, has a major role to play in trying to head off the problems associated with such drugs by preventing them from becoming widely used in the first place. But while we must be vigilant about the emergence of new drugs such as "ice," the solution lies not so much in targeting particular substances as in focusing on drug use, no matter what the drug, and on trafficking organizations, no matter what substance they traffic in.

**Drug Paraphernalia.** In 1979, the Drug Enforcement Administration drafted the Model Drug Paraphernalia Act to provide States and local jurisdictions with clear and comprehensive legislation to combat the manufacture, distribution, and sale of paraphernalia intended for use with illegal drugs. Since then, 38 States have passed laws based on the Model Act, and both police and legislators report a significant decline in the number of "head shops" within their jurisdictions. Despite these successes, some State legislation is not vigorously enforced and sanctions are broadly inconsistent from jurisdiction to jurisdiction. One consequence has therefore been the growth of mail order paraphernalia distributors, often located abroad or in States where laws are unenforced or non-existent. A recent study by the National Institute of Justice concluded that those States without anti-paraphernalia laws based on the Model Act serve as "safe havens" for paraphernalia distributors, thereby undermining efforts made elsewhere in the country. Accordingly, the Administration continues to urge all States to pass Model Act laws so that State and local authorities can coordinate their efforts with Federal drug enforcement activity. In the coming fiscal year, the Department of Justice will develop an enforcement manual to guide and facilitate State and local prosecution of drug paraphernalia offenses.

Efforts to disrupt the sale of drug paraphernalia through international mail has been carried out by the U.S. Customs Service's Operation PIPE, which identifies international distributors and has seized over \$120 million of smuggled paraphernalia since its inception in April 1988. The Administration will also seek changes to the Mail Order Act so that drug paraphernalia distributed by mail can be more effectively identified and seized.



**International Fugitive Apprehension.** The International Police Organization (INTERPOL) disseminates information and intelligence internationally on criminals who cross international boundaries. In Fiscal Year 1990, funds were provided for communications and automated data processing equipment so that information could be rapidly shared with enforcement agencies around the world. In addition to domestic fugitive apprehension programs, the Department of Justice — through DEA, the FBI, and the U.S. Marshals Service — is cooperating with law enforcement agencies in foreign countries to apprehend fugitives who are sought in the United States. Other countries will be urged to adopt the United Nations Drug Convention, ratified by the U.S. Senate in November 1989, so that international drug criminals can be extradited and swiftly brought to justice.

## Arrest, Prosecution, and Sentencing

**Post-arrest and Pre-sentencing Detention.** Increases in the number of drug-related arrests have created a need for more space to house detainees before they go to trial and, if convicted, before they are sentenced. The Federal Bureau of Prisons (BOP) plans to build seven new detention centers and units with resources provided in 1990 for an additional 3,650 beds.

The U.S. Marshals Service, which is responsible for transporting and detaining prisoners before trial and sentencing, estimates that 70 percent of their resources will be spent on drug-related activities in the next fiscal year. Their Prison Transportation and Detention program will be expanded by \$11.6 million so that they can manage the estimated 85,000 drug-related prisoners who will be in their custody during Fiscal Year 1991. The Support of Prisoners program, also administered by the Marshals, will continue to provide pre-trial and pre-sentence detention capacity for Federal prisoners in localities with no Federal detention facilities.

**Prosecutions.** The swift, efficient, and fair prosecution of drug-related cases is a critical element in any comprehensive criminal justice strategy, which includes sufficient resources for pretrial services, probation and parole, judges and other court personnel, and jails and prisons. U.S. Attorneys are the principal prosecutors for the U.S. government, and in Fiscal Year 1991 they anticipate 23,000 drug-related cases reaching their offices. In Fiscal Year 1990, nearly 700 new drug-related positions (320 designated to be attorneys) were earmarked for the President's Violent Crime Initiative and drug prosecutions. Virtually all of the attorney positions will be filled by the beginning of Fiscal Year 1991. Additional attorneys and staff from the Justice Department's Criminal and Tax Divisions — which regularly deal with

drug-related cases — will further strengthen the prosecutorial component of the Federal criminal justice system against drug offenders. The crush of drug-related cases at the State level is equally severe, and State authorities should consider devoting significant portions of their law enforcement funds — including those received from Federal sources — to expanding their ability to prosecute drug criminals. Further, States are urged to adopt the criminal justice reform elements of the President's Violent Crime Initiative.

**Prosecution and Deportation of Alien Drug Traffickers.** Deportation of convicted alien drug traffickers will further disrupt drug trafficking. The Immigration and Naturalization Service will initiate and complete deportation proceedings early in an alien trafficker's term of incarceration — rather than after release — which will allow the INS to remove the alien trafficker from the United States as soon as the criminal sentence is completed, without further procedural delays.

**U.S. Courts.** In the coming year, the Federal Court system expects approximately 35 percent of its criminal cases, involving some 37,500 defendants, to be drug-related. By increasing the number of clerks, administrators, defense services for indigents, probation and pretrial officers, security, and support staff in the Federal courts, the Federal judicial system will better cope with their crowded dockets, and give drug cases the time and attention they deserve. The Judiciary intends to seek \$403.2 million for drug-related activities within the U.S. Court system in the next fiscal year.

The rapid increase in drug prosecutions threatens to overwhelm the Federal courts unless additional judgeships are provided by Congress. Resources are often being diverted from civil cases to meet the demands of criminal cases which require speedy trials. The Judiciary is seeking an additional 75 judgeships in the next fiscal year to address this problem. Meanwhile, the approximately 56 vacant spaces on the Federal bench remain an impediment to a smoothly functioning court system, and the Administration will move swiftly to nominate the necessary judges. States, too, should expand their court systems by providing the necessary judges, prosecutors, defense services for indigents, and staff to respond to the flood of drug cases that can be found in virtually every jurisdiction. Some States have proposed the creation of drug courts that would process drug-related cases exclusively, and the Administration welcomes such innovative efforts to overcome congestion in the courts, the most dominant problem within the criminal justice system.

The U.S. Marshals Service, which provides court security and also protects those witnesses who may be endangered by their willingness to testify against major drug criminals is seeking \$47 million in new drug-related resources.

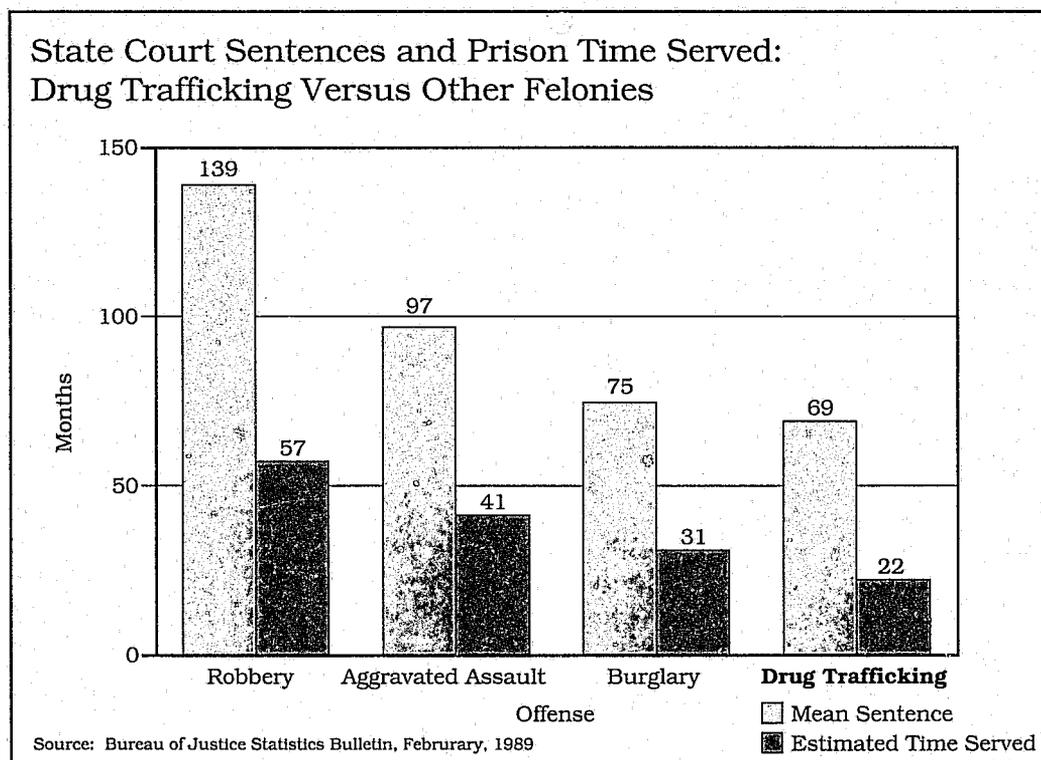
## Punishment

**The Death Penalty.** Under existing Federal law, no penalty adequately reflects the severity of certain drug crimes, which threaten the stability of foreign nations and seriously imperil the national security interests of the United States. The Administration is therefore proposing legislation so that the death penalty would be available in cases involving three additional categories of drug offenders: 1) *Major drug kingpins*. Those currently subject to a mandatory term of life imprisonment as leaders of Continuing Criminal Enterprises (CCE) devoted to the large-scale importation or distribution of controlled substances; 2) *Drug kingpins who attempt to kill in order to obstruct justice*. CCE leaders, not necessarily subject to mandatory life, who, in order to obstruct the investigation or prosecution of CCE-related offenses, attempt or knowingly direct, advise, authorize or assist another in an attempt to kill any public officer, juror, witness, or family member of such person; and 3) *Federal drug felons whose offenses result in death*. Those who, intending to cause death or acting with reckless disregard for human life, commit a Federal drug felony resulting in the death of another person. These three categories of offenders could be sentenced to death if: 1) the indictment is approved by the Attorney General; and 2) the jury finds the existence of one or more additional aggravating factors which provide particularly strong evidence of dangerousness, incorrigibility, or indifference to human life.

**Prisons.** The proposals contained in the September 1989 National Strategy and President Bush's Violent Crime Initiative allocated \$1.5 billion for Federal prison construction in 1990 — a sum that will add a total of 24,000 beds to the Federal prison system. Funding for an additional 6,000 beds is being sought in Fiscal Year 1991. During the same fiscal year, 14 new and renovated facilities, along with other prison expansion, will bring approximately 4,215 new beds on line in the Federal system where over half the prisoners are drug offenders. Funding for drug treatment services within the Federal prison system is also targeted for expansion.

A more serious prison problem, however, remains in some State systems, where court orders to reduce overcrowding affect major facilities in at least 30 states. At many of these facilities, prisoners are released well ahead of the release dates intended at the time they were sentenced. The result is that someone convicted of drug trafficking and sentenced to prison by a State court will serve an estimated average of only 22 months — less time than for robbery, aggravated assault, or burglary (see graph page 24).

Most States have responded aggressively by increasing annual expenditures on corrections. Census data show that spending increased by 63 percent between 1985 and 1988 — from \$54 to \$88 per



capita. In addition, States have begun to explore a broader array of sanctions including highly-structured boot camps and house arrest programs. The Federal government provides technical assistance for the planning, design, and construction of prisons through Bureau of Justice Assistance (BJA) grants, and will continue efforts by the National Institute of Corrections (NIC) and expand BJA activities to make training and information available to State and local governments.

To help State governments find suitable sites for their new corrections facilities, all Federal departments will canvass their property holdings for land that could be reported excess and suitable for prison construction. If appropriate, and consistent with the provisions of the McKinney Act, amendments to the Federal Property Administration Services Act will then be proposed so that State and local governments needing a prison site would receive special consideration.

Some States have begun to explore the feasibility of privately operated jails and prisons, which can be brought on line more quickly. The Administration welcomes the search for options that will expand incarceration facilities, and encourages those States that are able to work with the private sector in providing innovative ways of housing the growing drug offender population within their criminal justice systems.

The Administration will also consider seeking changes in Federal law to increase the penalties for drug possession or trafficking inside

prisons, jails, or pre-trial detention facilities and smuggling or attempts to smuggle drugs into such institutions. States are urged to pass and enforce similar laws.

**Juvenile Justice.** An estimated 90 percent of juvenile offenders in institutions have substance abuse problems. Policies toward juvenile offenders vary from State to State, but as juveniles become an increasingly significant part of the national drug problem, the juvenile justice system faces the same difficulties as the larger State and Federal criminal justice systems. In the coming fiscal year, the Office of National Drug Control Policy, through its Office of Supply Reduction, Office of Demand Reduction, and Bureau of State and Local Affairs, will analyze the juvenile justice problem and methods of dealing with young drug offenders, and will make any appropriate recommendations.

**Probation and Intensive Supervision.** Nearly two-thirds of all the adults in the care or custody of a correctional agency are on probation. In Fiscal Year 1991, the Judiciary and the Federal Probation System expect to handle 37,500 drug-related defendants. U.S. Probation/Pretrial Service officers provide supervision of individuals awaiting trial and on probation or supervised release, including drug testing and treatment of those individuals who must remain drug-free as a condition of release. The Judiciary will seek \$130.2 million in Fiscal Year 1991 for drug-related resources, including additional probation officers and contracted drug treatment services, so that appropriate Federal probationers or offenders can obtain services and be properly supervised.

At the State level, there is a pressing need to maintain a high level of supervision for the thousands of convicted drug offenders who are returned to the community. Intensive Supervision Programs have been operating in several States for a number of years, and they appear to be among the most effective forms of supervision and punishment, especially for drug offenders. While each State tailors these programs to its own needs, they typically involve frequent, unannounced visits by supervisors, curfews, and community service in addition to full-time employment. Some programs include random drug testing, reparations payments to the victims of the crime, drug treatment, and electronic monitoring and other forms of house arrest. Extensive evaluations sponsored by BJA are now underway, and early assessments are encouraging. The increases in State and local law enforcement grants in both Fiscal Years 1990 and 1991 can be used to support these programs that keep offenders in check and reduce opportunities for recidivism.

**Drug testing.** Drug testing through urinalysis is the only reliable and practical method currently available for determining whether someone in custody or under correctional supervision has been using illegal drugs. Testing within the criminal justice system can serve as an "early

warning system" that provides another method of keeping offenders in check while they are on pretrial or post-conviction release. Moreover, random, mandatory drug tests, coupled with certain penalties, create a powerful incentive for those under correctional supervision — a high risk group — to get off and stay off drugs. Following publication of the first National Drug Control Strategy, the President proposed legislation that would have conditioned receipt of Federal criminal justice funds upon States' adopting drug testing programs as part of their criminal justice programs. The Administration continues to support this important piece of legislation and will work with the Congress to see it enacted in the coming year. In order to encourage and facilitate more drug testing programs in State and local criminal justice systems, the Justice Department, through the National Institute of Justice, will add drug testing information to its clearinghouse activities to provide law enforcement departments across the country with information and technical assistance on the creation and operation of effective testing programs.

## Building a Better System

**Manpower.** Law enforcement agencies have always sought to hire highly qualified personnel. In November 1988, Congress created the National Advisory Commission on Law Enforcement, specifically tasked with examining questions of recruitment and salary. Its findings, due in 1990, will be reviewed by the Administration to determine if it has implications for the recruitment and retention of Federal law enforcement personnel. At the State and local level, where law enforcement officials must wait while new recruits are being trained, authorities should direct funds to expand the amount of overtime by police officers and staff already on the job.

**Cross-Designation.** The Drug Enforcement Administration will expand cross-designation of U.S. Customs Service personnel, so that over the next 18 months, an additional 1,000 Customs agents will be given drug investigation authority. The addition of these cross-designated Customs agents will increase the effectiveness of Federal drug investigation efforts, especially in border areas and ports of entry that have persistently been centers of intense drug smuggling. To ensure proper coordination of all case activity between DEA and Customs, joint measures, including the designation of full-time DEA and Customs coordinators and mechanisms, have been established.

**Research.** The illegal drug trade has become an increasingly sophisticated business in which traffickers can conceal their goods, hide their profits, and carry on communications without detection. ONDCP has established a Drug Control Research and Development Committee that, among other tasks, will examine areas of drug enforcement that

would be enhanced by better investigative and technical capabilities. Research into electronic interceptions, advanced communications methods, laser detection technology, fiber-optic probes, and radar and satellite detection are among the areas that will be studied by the Committee.

## Drug Treatment Highlights

- Increased availability and quality in drug treatment services.
- Additional vocational counseling, training services, and aftercare for recovering addicts.
- Improved and expanded outreach and treatment services for pregnant women and drug-affected infants.
- Expanded availability of treatment services within correctional institutions.
- Development of innovative approaches to drug treatment, including drug treatment campuses and special programs targeted on adolescents and pregnant women.
- Expanded fellowship and grant programs for drug treatment professionals and staff.
- Establishment of the Office for Treatment Improvement within the Department of Health and Human Services to focus on drug treatment quality and effectiveness.
- Enhanced treatment research, including expanded data collection, medications development, and evaluation of current treatment methods.

# Drug Treatment

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Reducing American drug use overall requires us to help individual American drug users stop their destructive behavior. Accordingly, the National Drug Control Strategy's principal objectives for drug treatment are straightforward: to get more drug users to stop using drugs through treatment, and to make the treatment they receive more effective.

Granted, a large number of drug users may not need formal treatment; for a variety of reasons, and through a variety of means, they may be able to end their drug use outside the treatment system. Granted, too, there remain a large number of drug users who are difficult to reach with existing treatment methods, or who — no matter how much treatment they receive — are unwilling or unable to stay off drugs. But a majority of current drug users *can* markedly benefit from appropriate treatment. It can help them stop taking drugs.

Too few addicts seek treatment voluntarily. Of those who do seek treatment, too many repeatedly enter and soon drop out of programs without ending their addiction. Too few patients are matched to the treatment programs that, based on their particular drug problems and backgrounds, offer them the best chance of significant improvement. Treatment programs of widely varying quality receive Federal funds but are simply not held accountable for results.

To address these problems, the Administration proposed legislation this past fall that would have conditioned receipt of Federal treatment funds on the development and implementation of a coordinated state-wide treatment plan. Unfortunately, the Congress has so far not enacted this legislation.

States, localities, the private sector, and the Federal government must work together to address these serious, systemic inadequacies. The Federal government is seeking \$1.5 billion for the next fiscal year — a 68 percent increase over the past fiscal year and a 12 percent increase over the current level — for the Nation's drug treatment system. This

money represents an unprecedented commitment to treatment expansion and improvement. Further improvements in treatment quality and capacity will be pursued through the following programs and priority initiatives.

## Basic Federal Treatment Programs

**The ADAMHA Block Grant.** The national drug treatment system is divided into two sectors, one public and one private. Private treatment is available for a fee to those who have sufficient money or insurance coverage. The public treatment system, intended for those who cannot afford private treatment, is primarily funded by Federal and State tax dollars. Most of the Federal money for drug treatment is allocated by the Department of Health and Human Services (HHS) in the form of block grants to the States. Administered by the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), the Fiscal Year 1990 block grant program provides State drug abuse agencies \$477 million in funding support.

For Fiscal Year 1991, the Administration is seeking to increase block grant funding for drug treatment programs by \$100 million, bringing total funding to nearly \$577 million. This increase should generate the equivalent of an estimated 11,000 additional treatment slots across the nation, which should in turn be able to serve roughly 28,000 additional patients each year — assuming that States maintain at least their current contribution to drug treatment. Current block grant funds already support the equivalent of 71,000 treatment slots able to serve roughly 178,000 patients each year.

**The Office for Treatment Improvement.** In response to the call for expansion and reform of Federal support to drug treatment programs, the Secretary of Health and Human Services has created a new Office for Treatment Improvement (OTI). Located within ADAMHA, OTI will provide leadership and direction for the nation's entire drug treatment system.

OTI will administer the ADAMHA block grant program; provide technical assistance to States and other entities receiving block grant funds; work with States, communities, private health care providers, and national organizations to upgrade the quality and efficacy of drug treatment; and support demonstration projects designed to strengthen treatment programs, especially those for pregnant addicts and their infants and for adolescents. OTI will also work with ADAMHA's National Institute on Drug Abuse (NIDA) to promote the development of treatment outcome guidelines, the collection of data on existing treatment programs, and the training of current and future treatment professionals.

**Drug Treatment for Veterans.** A substantial number of drug treatment slots are funded and administered directly by the Federal government through the Department of Veterans Affairs (VA). The Veterans Health Services and Research Administration operates a network of drug treatment programs located throughout the country in VA hospitals and outpatient clinics. In Fiscal Year 1990, \$269 million is being allocated for these veterans programs, which include outpatient, inpatient, and halfway house facilities. To expand and evaluate these various treatment programs, the Administration is requesting an additional \$28 million in Fiscal Year 1991.

## Treatment Initiatives

**Treatment System Accountability.** In order to ensure that Federal treatment funds are used effectively — and against the most pressing current problems — the Administration will ask the Congress to act promptly on a proposal in the September 1989 Strategy that would condition award of such funds on the development and implementation by States of their own State treatment action plans. Whatever legislative vehicle is used to enact this proposal, Congress should not link improved accountability to the weakening of ADAMHA's block grant program by diverting block grant funds to categorical programs. The block grant assures stability and flexibility in the delivery of treatment services. State plans required by this legislation would target areas of greatest need and would hold funded treatment programs accountable for their results; improve coordination of resources among local treatment facilities; enhance or expand patient referral processes; encourage cooperation between treatment programs on the one hand, and social, health, and employment agencies on the other; and better target outreach and treatment programs for expectant mothers who use drugs.

**Treatment Outcome Improvement.** Lasting reductions in rates of overall national drug use require treatment programs that help users get off drugs — and then help them *stay* off as well. Users requiring treatment often need other kinds of help simultaneously, in the absence of which their treatment prospects may be diminished. Intravenous drug users who have AIDS or other health problems, for example, need medical attention. Addicts who have mental illnesses require psychiatric attention. Female addicts may need child care assistance in order to enter treatment. Those who lack job skills would benefit from vocational training. And many addicts' prospects for recovery may be enhanced by some form of aftercare and counseling to help prevent or treat relapse. The Administration therefore supports the development by the States of State-wide treatment action plans that would ensure better coordination and provision of these services where needed to

improve treatment outcomes. To assist in making these services a part of treatment programs, ADAMHA, through OTI, will encourage and guide State coordination of treatment facilities with social, health, and employment agencies, as well as the expansion of these kinds of services within treatment programs themselves.

**Drug-Impaired Pregnancies.** The estimated 100,000 "cocaine babies" born each year will continue to be a top priority in our anti-drug efforts. In some cases newborn infants are both affected by their mother's drug use and infected with the AIDS virus. The Administration is requesting an additional \$6 million in 1991 for the Office of Human Development Services to assist "cocaine babies." This money will fund demonstration grants targeted at crack/HIV-infected boarder babies. Pregnant addicts require treatment for themselves and their babies. Unfortunately, though, pregnant addicts are often among the most reluctant to seek treatment, and many treatment programs are reluctant to accept them. Pregnant addicts in custody of the criminal justice system can sometimes be required to remain in residential treatment until after they deliver. But outreach efforts are needed for other pregnant addicts, who must willingly enter and remain in treatment programs providing pre-natal and post-partum care.

In Fiscal Year 1991, the Federal government will devote additional resources to pregnant addicts and their children through outreach, treatment, and research. Through proposed State treatment action plans, States will be held accountable for providing improved and expanded outreach efforts and treatment programs for pregnant addicts. The Office of Substance Abuse Prevention will award grants in Fiscal Year 1991 to support demonstration programs on prevention, education, and early intervention funding. NIDA will make funds available in Fiscal Year 1991 demonstration grants for research and development of outreach as well as safe and efficacious treatment services to pregnant addicts and their children. In addition, the Administration will support further research and data collection to improve our understanding of the nature and extent of this problem. These activities will be pursued through the Center for Disease Control's Maternal and Infant Health Survey and Longitudinal Follow-up and NIDA's In Utero Drug Exposure Survey, among other surveys.

## Treatment Demonstration Projects

To promote innovative approaches to treatment outreach, retention, and quality improvement, HHS will pursue a number of demonstration projects — either through technical assistance to State agencies in conjunction with existing funding mechanisms, or through direct grants by ADAMHA and OTI. Current demonstration grants support the

equivalent of 21,000 treatment slots able to serve roughly 53,000 patients each year. The Administration will seek an additional \$50 million for a total of \$206 million for such direct demonstration grants in Fiscal Year 1991. This increase should generate the equivalent of 4,390 additional treatment slots.

**Evaluation and Referral.** Especially in urban areas with large drug user populations, we need better methods of screening and referring patients to appropriate kinds of treatment. Proper assessment makes for better treatment, and it also helps reduce costs. But we don't have enough of it, and it is almost never centralized for a single metropolitan area. Too many treatment dollars are spent on inpatient programs, for example, when in many instances long-term outpatient treatment may be more appropriate, more effective, and less costly. ADAMHA will make additional funding available in Fiscal Year 1991 for support of model central assessment and referral programs.

**Adolescents.** Adolescent drug users present special difficulties for treatment. Many young addicts are school dropouts, and so they are hard to reach and identify through school-based means. Those who can be identified often resist encouragements to enter treatment; denial of drug problems is common with young people, who tend to have short time horizons and unrealistic attitudes of invincibility. Finally, adolescent treatment programs are generally more expensive, since they require more professional staff and more ancillary services. ADAMHA will provide additional funding in Fiscal Year 1991 for demonstration grants to support development of innovative, cost-effective, and successful treatment enrollment and delivery methods for adolescent addicts.

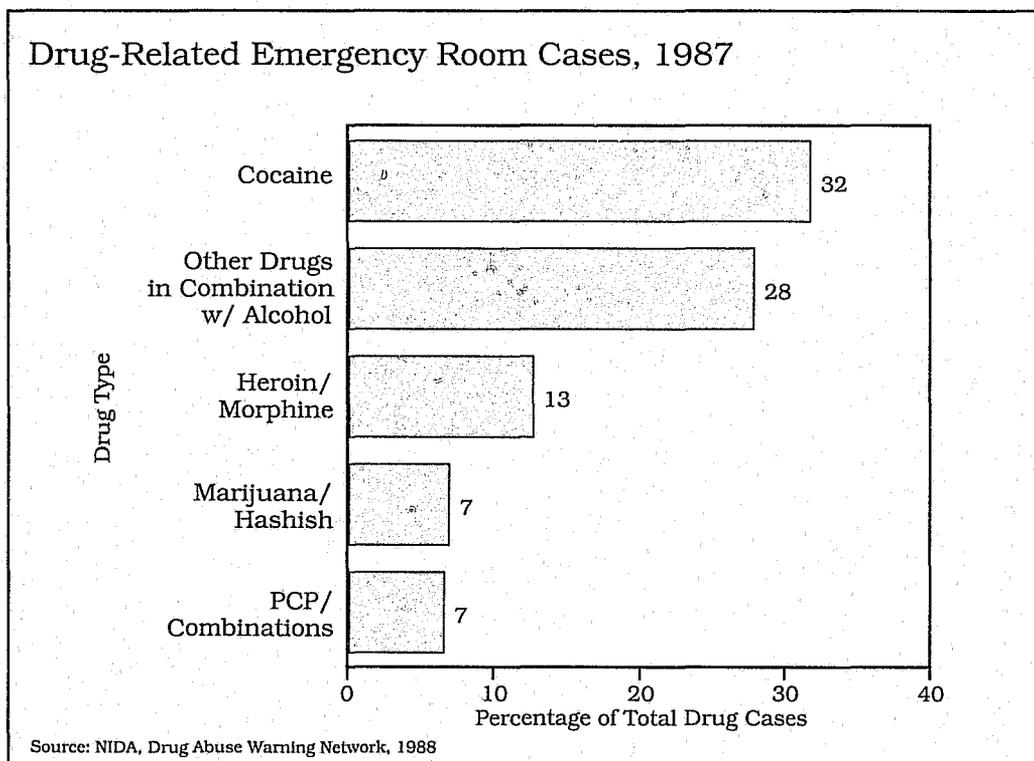
**Treatment Campuses.** Another idea for a drug treatment demonstration project that could be considered is the development of large State or privately financed treatment "campuses," serving patients with a range of state-of-the-art treatment methods and associated social services. Such campuses could be joint efforts among Federal and State governments, and private treatment and service providers, and would offer opportunities for data collection, research, and evaluation about "what works" in treatment, and why. Furthermore, to reduce relapses among patients completing the program, the campuses would provide strong linkages to existing referral and follow-up services. As part of the demonstration grants and in consultation with State and local governments and private treatment experts, the Administration is currently exploring ways to work with State and local governments and private treatment providers in the development of such campuses. The Administration is also reviewing underutilized military facilities and other public land around the country in order to determine which may be suitable for possible use as treatment sites, including treatment campuses.

## A Better Treatment System

**Treatment Research.** Many gaps remain in our knowledge of the variety and scope of drug treatment available throughout the Nation. We still lack basic demographic and statistical information about drug treatment patients and the programs they enter. We also need a great deal more information about treatment methods for cocaine and crack addiction. In all, the Administration intends to devote \$183 million in new Fiscal Year 1991 funding to support drug treatment research and development, including \$17 million exclusively for data collection and evaluation.

NIDA will expand and supplement its basic Household and High School Senior drug use surveys and will conduct the Household survey annually. NIDA will also modify and expand the National Drug and Alcoholism Treatment Unit Survey (NDATUS), which will give us much-needed additional information about the Nation's treatment system — its providers, patients, staff, costs, and funding.

Additional funds will be allocated through HHS for evaluations of current treatment methods, for longitudinal studies of patient progress after treatment, and for research and development of new medications and treatment methods. These efforts will be aimed at improving treatment outcomes and better matching of patients to treatment



methods. A more detailed description of the medication development program is contained in a subsequent chapter of this report ("A Research Agenda").

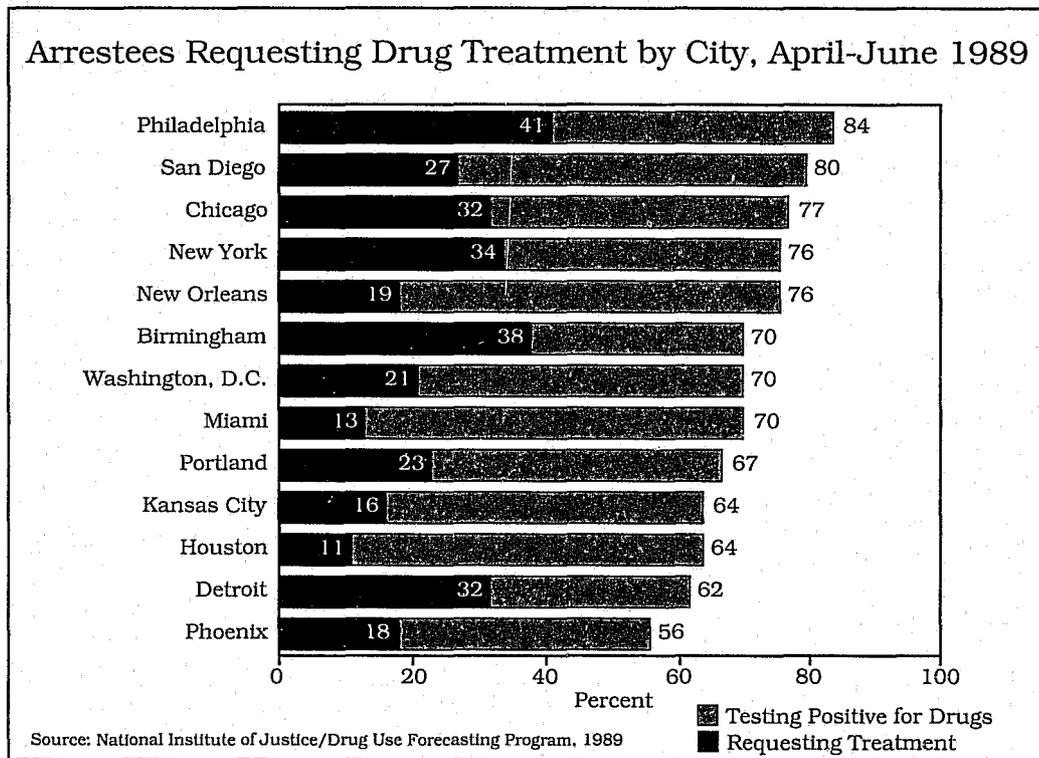
**Site Availability.** New sites have proved very hard to find. Although data from NIDA suggest that crime rates do not increase — and property values do not fall — in neighborhoods where treatment programs are allowed to operate, community resistance still frequently impedes the expansion of our treatment system to locations where treatment is needed most.

The Administration's Commission on Alternative Utilization of Military Facilities will issue a report this year identifying unused and underutilized military facilities suitable for use as sites for new drug treatment centers. These sites could provide significant additional space for treatment, but they are few in number and often located a good distance from areas of greatest treatment need. Funds from the ADAMHA treatment block grant to States can be used on a matching basis for the construction and renovation of treatment facilities. Additionally, the Administration is currently examining ways to reduce community resistance to treatment sites. Among the tools being explored are model statutes that can be recommended to the States as a means of preventing zoning changes that preclude placement or expansion of treatment facilities. Moreover, the Administration's previously proposed amendments to existing law (State treatment action plans) would require States to address zoning problems that hamper site selection.

**Staff Training.** New treatment sites and programs will require more trained men and women to staff them. But many current programs already lack the trained professional staff appropriate to the adoption of sophisticated new treatment techniques. And too often counselors and other staff members have similarly limited or inadequate training. The Administration is seeking \$26 million for in-service treatment training programs and pre-service training fellowships and grants to drug treatment training programs in medical schools and elsewhere.

**Treatment and the Criminal Justice System.** An estimated 50 percent of Federal prison inmates — and nearly 80 percent of State prison inmates — have had experience with drug use or addiction. But most convicts finish their terms without having been treated. Not surprisingly, many ex-convicts return to a life of drugs and crime soon after their release.

To expand and improve its programs in the Federal prison system, the Federal Bureau of Prisons will devote \$8 million to treatment services in Fiscal Year 1991. In addition, the Judiciary will dedicate \$28 million for the Substance Abuse Treatment Program within the U.S. Probation Office to contract with treatment services for probationers and releasees required by court order to receive treatment. To expand



and improve similar programs in State prisons, the Fiscal Year 1991 ADAMHA block grant will place a focus on treatment in State corrections facilities. New and better enforced legal sanctions against parolees and probationers who test positive for drugs, together with new counseling and aftercare treatment services, will also help convicted criminals remain drug-free.

**Civil Commitment.** Many addicts need help but do not seek it on their own. The use of State civil commitment statutes may be an important means of compelling entrance and retention in treatment programs. A Federal committee chaired by the Office of National Drug Control Policy is initiating a careful study of civil commitment mechanisms. Following completion of this study, a model State civil commitment law or appropriate alternative will be developed.

**Paying for Treatment.** The Nation spends at least \$2 billion — and possibly as much as \$3 billion — annually to treat drug addiction. According to the 1987 National Drug and Alcoholism Treatment Unit Survey, treatment is funded by a variety of sources, including: State and local governments (33 percent), the Federal government (23 percent), third party insurers (27 percent), and private individuals and charities (17 percent). Part of our efforts to expand and improve the treatment system will also seek to determine whether the current funding methods of private health insurers and local, State, and Federal

governments are effectively getting the job done. For instance, it is not clear whether cost-effective outpatient treatment modalities are being sufficiently used by public and private providers. In March of this year the National Academy of Science's Institute of Medicine will issue a comprehensive report on both public and private treatment funding. The findings of this report will be reviewed to determine if changes in treatment financing are necessary.

## Education, Community Action and Workplace Highlights

- Improved and expanded school-based drug prevention programs.
- Development of community-based comprehensive prevention programs.
- Expanded drug prevention programs targeted on at-risk children.
- Additional funds for the elimination of drugs from public housing.
- Increased cooperative efforts between the Federal government and the private sector to develop local and national drug prevention programs.
- Promotion of drug-free workplace programs within the private sector and implementation of employee assistance and drug prevention programs within the Federal government.
- Increased focus on steroids and licit drug abuse.

# Education, Community Action, and the Workplace

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Because our policy seeks to reduce the overall level of drug use nationwide, preventing drug use before it starts is a long-term imperative of Federal strategy. Prevention includes instilling in children the values and attitudes that contribute to a drug-free life; informing families and communities about the harmful effects of drugs; developing formal anti-drug educational programs and policies in the schools; organizing communities to take responsibility for solving local drug problems; and creating employee assistance programs and personnel policies in businesses that help remove drugs from the workplace. To be truly effective, prevention efforts must engage the entire community — not just the family, the schools, the churches, social service organizations, or the workplace separately, but all together, simultaneously. In addition, what are commonly understood to be “supply reduction” activities — law enforcement, border and source country interdiction, and other international initiatives — help prevent drug use by making drugs more expensive, difficult to find, and risky to purchase.

For Fiscal Year 1991 the Administration is seeking a significant increase in funding for such prevention programs. For the Department of Education, \$593 million is sought, an increase of \$54 million over current levels. For the Department of Health and Human Services, \$283 million is requested, an increase of \$48 million over current levels. Additional funds are also being requested for prevention programs in the Justice Department, the Department of Housing and Urban Development, and other Federal agencies.

## Education Programs

Schools must be drug-free, safe havens where young people can learn without being distracted by drug taking or drug selling, and where teachers and administrators instill anti-drug attitudes in their students. From the earliest grades on, schools should teach that the use of illegal drugs is wrong and harmful. Alcohol, illegal for those under the age of 21, and frequently a "gateway" to illegal drugs, must also be strongly discouraged. But schools cannot do this job alone. Indeed, they cannot substitute for the family. But they do have a major role, and a major responsibility. Neighborhoods infested with drugs and crime are a standing challenge to school anti-drug programs, no matter how well-conceived they might be. Federal policy, therefore, is geared not just to helping schools develop sound anti-drug curricula and firm no-drug policies, but also to galvanizing surrounding communities to work with the schools.

**School, College, and University Drug Policies.** Last fall, the Administration proposed — and Congress passed — legislation that requires schools, colleges, and universities to implement and enforce firm drug prevention programs and policies, including penalties for use, as a condition of eligibility to receive Federal assistance. Educational institutions now have a powerful incentive to take strong, decisive action against the use and sale of drugs in their midst. Regulations to implement this legislation are being developed by the Department of Education. The Congress also passed the Administration's proposal for emergency grants to local education agencies facing a concentration of drug problems to enable them to undertake intensive prevention efforts.

**Demonstration Projects.** As proposed in the September Strategy, the Department of Education is moving forward to support a small number of demonstration projects to help children who have become involved with drugs re-enter the traditional school environment. The Department is also developing a new anti-drug video (in English and Spanish) targeted on inner-city youth, dropouts, and other groups. The Department will also issue a handbook for parents who want to know how they can help keep their children off drugs, and the Department expects to publish a drug education curriculum model by March. Efforts to recognize outstanding school-based drug education programs and to build support among colleges and universities for drug-free campuses are continuing.

The Education Department will also work with the Department of Health and Human Services, the Justice Department, the Department of Housing and Urban Development, and the Department of Labor to coordinate community-based prevention demonstration projects in which schools play an important role. Similar to Project STAR in Kansas City, these projects will include rigorous research designs that will yield

generalizable data on which prevention approaches are effective, for whom, and in what circumstances.

**State and Local Grants.** Since 1986, the primary vehicle for Federal support of drug education programs in the schools has been the State and Local Grant Program authorized under the Drug-Free Schools and Communities Act. Congress has made several changes in this formula grant program in the past two years, including, at the request of the Administration, an amendment to place increased emphasis on accountability and coordination between schools and communities. The Department of Education will continue to work with State and local education agencies and the Governors to ensure that the statute and its recent modifications are being properly implemented. The Department is currently conducting a study of the implementation of the State and Local Grant Program under the Drug-Free Schools and Communities Act. Implementation of the programs administered by the Governors will also be studied. Based on results of the study, the Department will work with States and localities to improve any weaknesses in the program. The Administration will not hesitate to seek additional statutory authority to solve any problems with the program that are discovered in the course of the study.

## Communities

The most effective strategies for preventing drug use and keeping drugs out of our schools and neighborhoods are those that mobilize all elements of a community in a coordinated plan of attack. The initiative for such action rests with individual citizens, local governments, and voluntary associations, who are best able to recognize and unite against a common community enemy. Parent groups, for example, have been active for years in organizing prevention programs in towns and cities throughout the nation.

**Comprehensive Community Prevention.** The Federal government can help further energize communities to act, and it can become their partner. The Department of Health and Human Services, through the Office of Substance Abuse Prevention (OSAP) and the National Institute on Drug Abuse (NIDA), is assisting communities throughout the country to develop comprehensive prevention strategies. For Fiscal Year 1991, the Administration is seeking \$102 million for such assistance, an increase of \$52 million over current levels. These increases will be used to help more communities mobilize against drugs, as well as to develop and test model prevention strategies and to conduct needed research on prevention.

The Administration will expand its program in ADAMHA this year to provide funds necessary for communities across America to develop

effective prevention programs. Funds will be provided to communities that demonstrate — by convening a broad-based local task force — a ready and willing commitment to comprehensive drug prevention. These Federal grants will be seed money, their role catalytic. In addition, States will be encouraged to make the prevention set-aside from the block grant available to local and Statewide citizens and community groups for drug prevention programs.

Public housing projects have been especially vulnerable to drug dealers, and here the Federal government can help residents help themselves. The Administration will seek increased funding for the Department of Housing and Urban Development's Public Housing Drug Elimination grants program, from \$98 million in the current Fiscal Year to \$150 million in 1991.

**Private Sector Initiatives.** The Administration will also continue to work with the private sector to improve and expand prevention programs. One of the most promising recent developments is the increased involvement of the nation's churches and synagogues in the anti-drug campaign. Equally promising is the willingness of the business community to underwrite the cost of prevention programs and to become active participants. For example, the "Bank on Prevention" initiative of the Independent Bankers Association is endowing a series of Community Prevention Trusts in the State of New York, with potential for expansion nationally. The Administration will continue to encourage the national media campaign of the Partnership for a Drug-Free America, which recent research has shown to be effective in changing attitudes toward illegal drugs. The Partnership's new series of public service advertisements aimed at minority youth, for example, shows how the private sector can target prevention messages to high risk groups.

The White House is working to assist private initiatives throughout the country. The Office of National Service has begun an initiative to recognize individuals and communities for outstanding work in drug prevention. The President's Drug Advisory Council, consisting of 27 prominent Americans, has been recently established to help stimulate and coordinate private sector involvement in the anti-drug campaign.

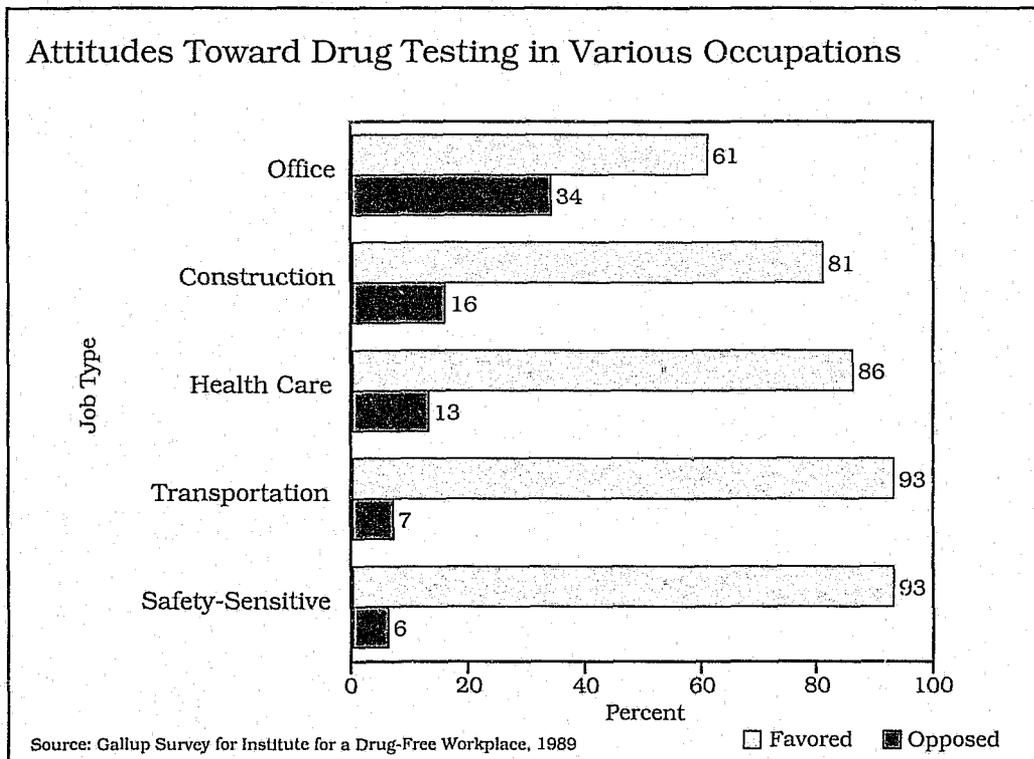
**Children At Risk.** Drugs continue to plague certain high risk groups, such as the children of addicts and alcoholics, dropouts, abused children, and some ethnic minorities.

In 1990, ADAMHA will also launch a new research center on minority drug prevention. The Office of Substance Abuse Prevention (OSAP), in conjunction with the Department of Education, will develop projects that provide wholesome educational and recreational opportunities for children who live in impoverished inner city neighborhoods. Too often, children in these neighborhoods fall prey to drugs and drug dealers because they lack competing alternatives — engaging, productive, and rewarding activities to occupy free time. The Administration will support a number of demonstration projects funded by OSAP that

expand the range and quality of such activities, as well as improve opportunities for young people from drug-ridden neighborhoods to participate in recreational and educational programs outside their immediate environment.

## The Workplace

America is undergoing a fundamental shift in attitudes regarding drugs in the workplace. For many years, drug use and job performance were seen as separate and distinct issues. Today, however, the connection between drug use and job performance, worker safety, and economic competitiveness is widely recognized, and many companies are taking steps to eliminate drugs from the workplace. The majority of Fortune 500 companies now have drug-free workplace programs in place. A growing number of companies are using drug testing programs, with safeguards to guarantee accuracy and confidentiality, to identify applicants and employees who use drugs. Particularly where public safety is concerned, drug testing in the event of an accident or when there is reasonable suspicion of drug use is being increasingly accepted and used in comprehensive workplace programs. Although there is still some controversy around this subject, a recent Gallup



survey indicates that 97 percent of the employees surveyed said drug testing at work is appropriate under some circumstances and 86 percent believe that some form of testing helps deter drug use. Safety sensitive positions continue to be the focus for random testing. To ensure the ongoing reliability and accuracy of drug testing in the private sector, NIDA recently held a consensus conference on drug testing to develop a set of guidelines that will establish rigorous procedures and technical processes and certifications. These guidelines will ensure that employees and applicants are provided all possible safeguards.

**The Private Sector.** The Administration will continue to support and encourage private sector efforts to rid the workplace of drugs. A number of States have enacted legislation limiting or restricting drug testing. Not only can such legislation be counterproductive to the goal of a drug-free workplace, but because these laws are rarely consistent, the task of developing comprehensive employee assistance programs is made more difficult for large corporations whose operations cross State lines. To encourage more States to promote comprehensive, consistent drug free workplace programs, the Administration is developing model State legislation. Twenty States have already enacted legislation regarding drug-free workplaces.

The Administration will direct special attention to businesses and service industries — developing a “how to” booklet, for example — for whom the costs of drug testing, treatment, and Employee Assistance Programs are often prohibitive. And the National Institute on Drug Abuse will continue its varied programs to assist businesses in developing effective drug free workplace programs, through technical assistance workshops, maintaining the toll-free Helpline, conducting research, and supporting public awareness.

Employee assistance programs are also a major part of successful drug-free workplace efforts. Companies of all sizes and types have instituted EAPs. They can save money for the employer through early (voluntary) identification of drug-using employees; fewer replacement costs, due to loss of experienced workers; and improved morale. While figures vary on cost-effectiveness, some experts have stated that for every dollar invested in an EAP, an employer will save from \$5 to \$16. The average annual cost of such programs ranges from \$12 to \$20 per employee.

**The Federal Sector.** Within the Federal sector, efforts to achieve a drug-free workplace, pursuant to Executive Order 12564, will continue. Government-wide guidelines entitled “Establishing a Drug-Free Federal Workplace” were reissued in December 1989. Agencies have continued to make progress toward full implementation of drug-free workplace programs, and Federal employees have increased their use of employee assistance programs as a means of preventing and overcoming drug use problems. Final rules will soon be issued for the Drug-Free Workplace

Act of 1988, requiring Federal contractors and grantees to provide assurances that they employ comprehensive drug-free workplace programs. Work has been initiated through the Demand Reduction Working Group to ensure consistency of Federal drug-free workplace initiatives, including regulations for contractors and grantees.

**The Transportation Industry.** The Transportation Department has issued final rules for drug testing that cover an estimated 4 million employees, including about 3 million truck drivers, in safety and security-related jobs in transportation industries. These rules, along with efforts undertaken independently by the transportation industry, reflect the high priority being placed on eliminating drugs from the transportation workplace and thus assuring the public's safety on the Nation's highways, waterways, airways, and railroads. Strong industry efforts to eliminate drugs in transportation represent an unambiguous statement that drugs will not be tolerated.

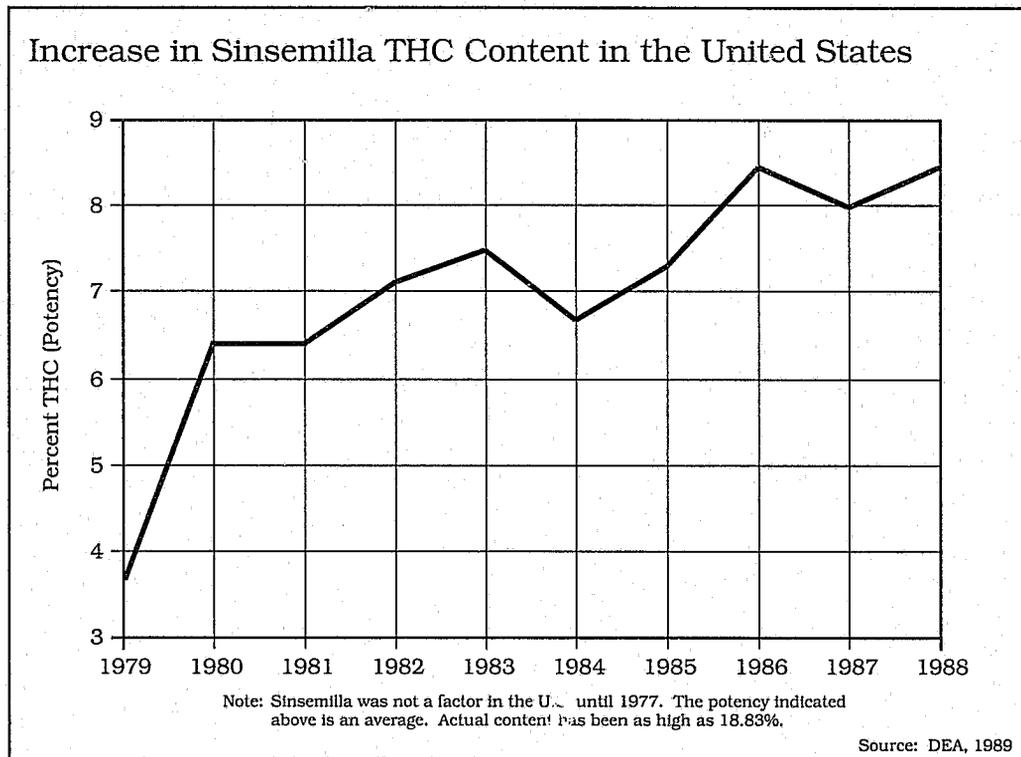
## Countering Emerging Drug Trends Through Prevention

**Cocaine, Ice, Marijuana, Heroin.** Cocaine — especially in its highly refined, smokeable form, called “crack” — remains the nation's leading current drug threat. But illegal drug markets have shown enormous volatility in the past, and risks posed by new drugs — or new forms of old ones — should never be neglected. Initially, a successful prevention strategy must seek to prevent the use of all drugs.

“Ice,” a smokeable crystallized form of the stimulant methamphetamine, is one such risk. Produced largely in Asian laboratories, ice first entered the United States through Hawaii, where it rapidly is becoming the illegal drug of choice. Although ice remains relatively uncommon in the continental United States, this could change because increasing quantities of methamphetamine are being produced domestically.

Like crack, ice is convenient to use and relatively inexpensive. Its main difference from crack is the length of the high. A crack high lasts about 20 minutes, while the effects of ice can persist for up to 8 hours. Another difference is that ice users are more likely to become highly agitated, violent, and prone to paranoia and schizophrenia-like symptoms. As with cocaine, chronic use of ice can lead to permanent neurological damage, severe weight loss, and life-threatening heart and lung disorders.

Ice may be where crack was five years ago. If so, we have an opportunity and an obligation to head off a destructive threat before it begins, through intensive, targeted prevention and law enforcement efforts. We need to identify the areas of the country most likely to be affected and seek to pinpoint the groups that may be most susceptible.



Marijuana and smokeable heroin also are likely to become greater problems in the 1990s. Much of the marijuana consumed in the United States today is domestically grown *sinsemilla*, a form of the drug whose concentration of THC — marijuana's principal psychoactive ingredient — can run as high as 18 percent (the average is 8 to 9 percent). In addition to increased psychological and memory problems, there is an increased likelihood of damage to the lungs and the immune system from this highly potent strain. Smokeable forms of heroin are being reported with increasing frequency, often used by crack or other stimulant addicts as a cushion against unpleasant post-euphoria "lows." Historically, for just this reason, stimulant epidemics have often been followed by depressant epidemics. If that pattern holds, heroin may become America's next drug of choice.

**Steroids and Licit Drugs.** Another drug that should command our attention is anabolic steroids. Steroids are a class of hormone drugs that may be natural derivatives from the adrenal gland, ovary, or testis, or a synthetic product. Although there are many legitimate medical applications, steroids are widely abused, primarily by young athletes and body builders who want to increase body and muscle mass and improve their athletic performance. It is estimated that as many as 7 percent of all male high school students abuse these drugs. Mounting scientific evidence indicates that the improper use of steroids can pose serious health risks, including abnormal skeletal development, liver

damage, and coronary disease, in addition to their ability to induce aggressive and violent behavior. The Administration will increase efforts to inform the public — with a focus on high school-aged youth — about the dangers of steroid abuse through public service announcements and a concerted media campaign.

The abuse of steroids is just one compelling example of the broader and older problem of the misuse of many licit drugs, especially when used in combination with alcohol. These drugs may be simply misused, illegally diverted from legitimate manufacturing and distribution, or illegally produced. And they can be used as substitute drugs when a specific illegal drug of choice is not available.

Whether licit or illicit drugs are involved, once emerging trends have been identified by health or law enforcement agencies, the Demand Reduction Working Group will monitor and coordinate planning for appropriate and timely Federal prevention activities.

## International Demand Reduction

Because so much of America's illegal drug consumption is supplied by drugs of foreign origin, international cooperation is obviously essential to success at reduced importation. But bilateral or multilateral cooperation is equally important to the task of reducing *demand* for illegal drugs.

The demand for illegal drugs is not an exclusively American problem. Reports of growing heroin and hashish use in the Soviet Union, or of cocaine use in Western Europe, are now commonplace. Indeed, many experts believe that the Colombian drug cartels now consider the American cocaine market saturated, and are eyeing Europe as a fertile, relatively untapped market. A number of Asian and Latin American countries, traditionally producers of drugs, are drug consumers, too.

Much can be done to improve international exchange of information about successful drug prevention, education, and workplace programs. Administration plans are underway to expand such exchange programs, involving scholars, researchers, and treatment and prevention experts. Bilateral U.S.-Mexico demand reduction programs are also planned. Greater emphasis will be made to build on existing efforts and to work with key countries in assessing their own demand situation, to include demand reduction on the agenda of international meetings, and to inform foreign journalists about American efforts against domestic drug use. Finally, a vigorous Federal effort will be undertaken to explain American drug problems and prevention policies to the international community, whose goodwill and active cooperation are much needed for future success against drug use.

## International Highlights

- Increased economic, military, and law enforcement assistance to Colombia, Peru, and Bolivia.
- Expanded cooperation with Mexico in drug enforcement, money laundering disruption, drug interdiction, and demand reduction programs.
- Continued support for law enforcement programs in South American producer and transit countries, including Ecuador, Venezuela, Paraguay, Argentina, and Chile.
- Continued cooperative law enforcement and intelligence programs with Central American and Caribbean nations.
- Development of an international strategy focused on opium and heroin.
- Broadened domestic and foreign efforts to counter international drug money laundering activities.
- Expanded efforts to reduce the illegal manufacture and shipment of chemicals essential to illicit drug production.
- Promotion of international law enforcement cooperation through Mutual Legal Assistance Treaties and the pursuit of anti-drug initiatives at international forums.

# International Initiatives

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Last September the National Drug Control Strategy established an international strategy designed to disrupt and dismantle the multinational criminal organizations that support the production, processing, transportation, and distribution of drugs to the United States and to other nations. The chief emphasis of that strategy is to attack the international drug trade by focusing on efforts aimed at the points of greatest value to the drug trafficking organizations and networks.

It is clear that the United States cannot assume the burden of combatting drugs by itself. A cornerstone of our international drug control strategy, therefore, is to work with and motivate other countries — those that are involved in production, transit or consumption, as well as those that have little or no drug problem as yet — to engage their own resources and efforts to defeat the drug trade. Only through a broad, cooperative international effort can we achieve the objectives of reducing the foreign supply of drugs while working with other countries to dismantle their own illicit drug operations, reduce the demand for drugs, and combat the worldwide drug trade.

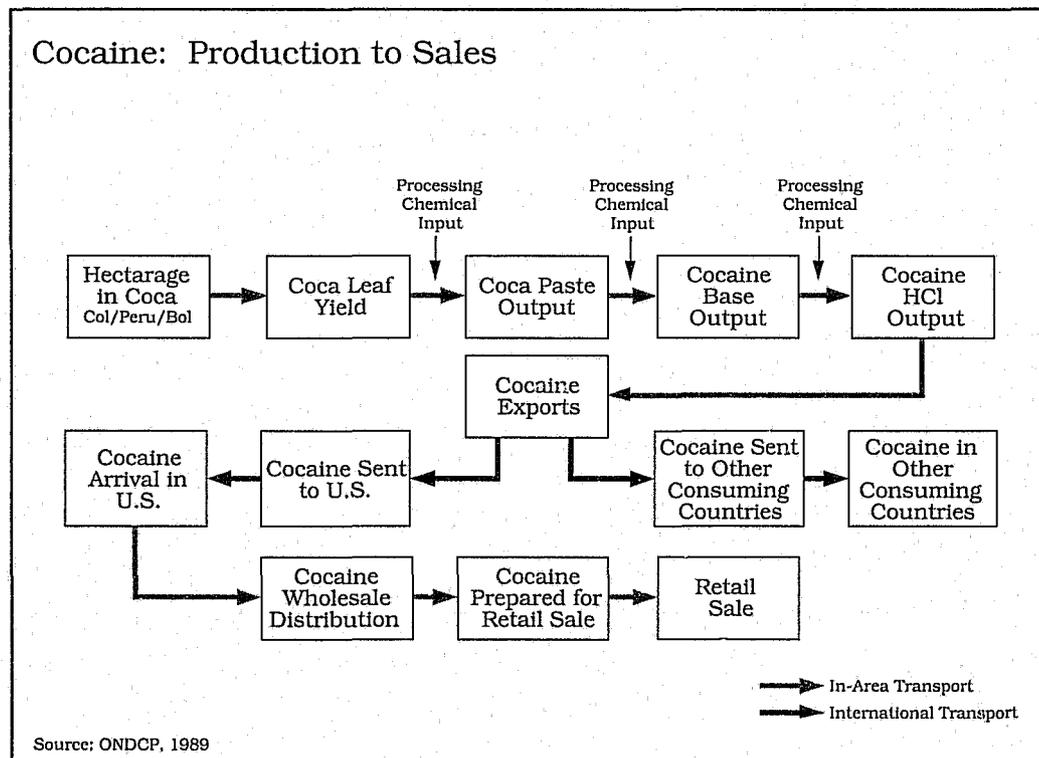
## Drug Source Areas

**Coca Producing and Distributing Areas.** A major component of our international efforts is a strategy aimed at supporting the principal cocaine source countries — Colombia, Peru and Bolivia — in their efforts to control and defeat the drug trade. U.S. strategy is to work with the host governments to disrupt and destroy the growing, processing and transportation of coca and coca products within these source countries, with the long-term goal of effecting a major reduction in the supply of cocaine from these countries to the United States, while also working to reduce the demand for drugs by users in the United States.

## International Initiatives

The national Strategy seeks to attain three near-term goals. The first of these is to strengthen the political will and institutional capability of Colombia, Peru and Bolivia, to enable them to take the needed steps to disrupt the activities of, and ultimately dismantle, the cocaine trafficking organizations. This involves supporting the commitment of the three host governments' political leadership against narcotics trafficking, by providing enhanced security training and equipment, and military assistance. The strategy also incorporates expanded economic assistance, beginning in Fiscal Year 1991 and conditioned on the drug control performance and the existence of sound economic policies of the host countries, to offset some of the economic dislocations associated with successful drug suppression efforts. It also includes assisting these countries to strengthen their ability to prosecute, extradite, and punish narcotics traffickers, illicit arms traffickers and drug money launderers, through the application of resources needed to reorganize and strengthen the laws and legal institutions now in place. Finally, it involves supporting the resolve of judges and other individuals within the legal system to prosecute and sentence traffickers.

The second short-term goal is to increase the effectiveness of law enforcement and military activities of the three countries against the cocaine trade. This involves assisting them in isolating key coca growing areas through measures aimed at controlling road, river and air



access, and controlling their national airspace by providing real-time air targeting data through appropriate channels while helping them to develop a rapid response capability against air trafficking threats. Attacking the cocaine trade involves blocking shipments of key precursor chemicals, by controlling their importation and distribution to, and interdicting the movement of chemicals already within, the region; destroying existing laboratories and processing centers; and controlling the importation and distribution of illicit munitions. And it means carrying out eradication programs on a case-by-case basis, with a view to their effect on total country production and their costs and benefits when compared to other drug control programs in the same country or areas. The likely political consequences of proposed eradication programs will be carefully weighed before such operations are pursued. As drug suppression efforts succeed, our strategy calls for U.S. economic assistance to help provide legal, self-sustaining, income-earning alternatives to growers and workers. Such assistance will be applied in coca producing areas and in contiguous regions which have been the source of permanent and seasonal migration to the coca-producing zones.

The third near-term goal is to inflict significant damage to the trafficking organizations which operate within the three countries, by working with the countries concerned to disrupt or dismantle trafficking operations and elements of greatest value. This involves focusing on trafficking leaders and their key lieutenants, to incapacitate them through arrests, prosecution and incarceration; impeding the transfer of drug-generated funds; and seizing the assets of traffickers within the United States and in other countries where they operate.

U.S. information and public awareness programs will explain and support the attainment of the three principal goals outlined above.

Recent events, including the interdiction of air trafficking by Colombia; the extradition of important traffickers and money launderers by Colombia, Bolivia and Uruguay; the effective Colombian operation against Rodriguez Gacha; and, most importantly, the steadfastness of Colombia's Barco Administration against the trafficking organizations, underscore the efficacy of cocaine source country strategy.

As pressure is brought to bear on the cartels that operate within the three principal coca-producing countries, drug production, processing, and trafficking are likely to continue expanding to other countries in the region, including Ecuador, Venezuela, Paraguay, Argentina, Chile, and Brazil. The law enforcement and air, water, and land interdiction programs of these six countries may need to be strengthened on an urgent basis, before the trafficking organizations become entrenched. The Department of State, in cooperation with the Office of National Drug Control Policy, will coordinate a review involving all concerned Federal agencies, focusing on those South American countries most vulnerable to the drug trade. The interagency review will place emphasis on

determining how assistance requested in the President's Fiscal Year 1991 budget can best be utilized to provide to these countries law enforcement support, U.S. military training and materiel assistance, and intelligence to support both law enforcement programs and military anti-drug activities. It will also study the effectiveness of these forms of assistance, and what may be needed in later years. The review will also focus on the strengthening of current mutual legal assistance procedures, the development of assistance programs keyed to judicial institution-building to strengthen the likelihood that drug traffickers will be prosecuted and incarcerated in these countries, and the extradition of narcotics and arms traffickers under U.S. indictment.

**Heroin Producing and Distributing Areas.** While heroin currently ranks second to cocaine as the greatest foreign drug threat to the United States, it is the primary drug of use in Europe and Asia. Although there is no firm estimate of heroin availability or use in the United States, the drug is known to have found new markets through combination with other drugs, and smokeable varieties of heroin. The high volume of opium production, as well as heroin's great profitability and addictive properties, add urgency to cooperative efforts to suppress the international trade in heroin.

Yet heroin may prove even more difficult to control than cocaine, because much of the world's opium and heroin is produced in countries such as Afghanistan, Burma (Myanmar), Laos, and Iran, where U.S. government and Western influence is greatly limited, and political unrest makes it difficult for these countries to exercise control over production areas. Moreover, opium and heroin production, distribution and consumption patterns show an alarming persistence and resistance to control, as evidenced by the fact that poppy cultivation has moved across the Mexican border into Guatemala, while Pakistan, Iran and Thailand have become net *importers* of the drug to satisfy their burgeoning addict populations.

The Administration has accordingly undertaken a government-wide study of the threat which will form the basis for our future strategies. All major aspects of heroin suppression will be examined.

Following the pattern of our overall international strategy, our goals include strengthening the political will and institutional capability of cooperating opium- and heroin-producing countries to combat their drug trade; increasing the effectiveness of host country law enforcement and military organizations to detect, monitor, and apprehend traffickers and seize major shipments; and inflicting significant damage on the trafficking organizations that operate within the source countries and distribution areas. To these ends, particular attention will be given to how best to utilize funding included in the President's Fiscal Year 1991 budget, and possible needs in later years to improve intelligence collection and analysis of information on source country production;

trafficking mechanisms and routes; transportation elements; money laundering topology used to bring heroin to the United States; and international drug syndicates and their key personnel. Other ways will also be examined to assist producer and transit countries to improve their laws and strengthen their legal institutions, and to provide military and law enforcement assistance, including security assistance, to help source and transit countries improve their interdiction capabilities against drug transporters and their means of shipment. We will continue to provide assistance for effective crop control measures, depending on the extent to which they support the principal goals outlined above and with the objective of effecting a net reduction in opium production in the country or area where they are applied.

The increasingly global nature of the heroin threat will require greater participation both by other developed countries and by the producer and trafficker countries. We expect to work closely with members of the European Community, Canada, Japan and Australia, as well as the Soviet Union, to develop effective approaches to opium-producing countries where the United States has limited access, and to share the burden of controlling the growth and production of opium and heroin. Increased emphasis will be given to strengthening joint measures, financial control mechanisms, and conspiracy laws to target money launderers, and to detect, seize and confiscate traffickers' assets. Attention will be given to the role of the United Nations and regional organizations in international heroin suppression. In addition, emphasis will be given to the ratification by other countries of the U.N. (Vienna) Convention, which calls for the criminalization of the production, cultivation, transportation and trafficking of heroin, as well as other drugs, and calls for the criminalization of money laundering, illegal arms and chemical precursor trafficking. We will encourage regional organizations to assume greater responsibility for playing an active role in this process. Finally, since a key to successful narcotics control is public awareness in producer, trafficking, and consumer countries, we will improve U.S. international and regional diplomacy and public awareness programs, focusing on all aspects of the opium and heroin problem as it affects consumers and producers alike.

**Marijuana Production.** Foreign marijuana control remains an important element of our international strategy. U.S. domestic marijuana control efforts support our foreign initiatives in this area because of the health threat posed by marijuana use, because international agreements obligate us to domestic control programs, and because the vigorous pursuit of our own marijuana reduction programs supports our efforts to convince other countries to engage in strong marijuana control programs of their own. As the Drug Enforcement Administration and other Federal agencies intensify their efforts to eradicate domestically-produced marijuana, therefore, we will continue to pursue

*cannabis* eradication programs with other producing countries. At the same time, U.S. funding of foreign marijuana control programs will be weighed against the use of the same funds for programs to control other foreign drugs that have greater potential for damage. In certain countries where narcotics control programs are directed against the production and trafficking of coca or opium *and* marijuana, resources and priority attention will be given to efforts which can have the greatest impact in reducing the supply of the most dangerous illegal drugs entering the United States.

## Transit Areas

Drug transit countries present an array of problems and opportunities significantly different from countries that produce illegal drugs. On the one hand, drug trafficking and use have taken a serious toll within a number of these countries, which are therefore willing to work closely with the United States and other nations to the degree that their concerns about national sovereignty and their own resources permit. On the other hand, many transit countries have permissive drug laws and lax financial regulation; underfunded law enforcement, investigatory, prosecutory, and judicial systems; and undeveloped law enforcement intelligence capabilities. Several produce drugs, have their own powerful domestic drug trafficking groups, and are used as transshipment areas by multinational drug organizations. Transit areas of special concern include Mexico, Central America, and the Caribbean.

**Mexico.** Mexico is a principal source for drugs entering the United States, both as a producer of marijuana and opium, and as a major transit country for cocaine. Mexico cultivates sufficient *cannabis* to satisfy an estimated 25 percent of the U.S. marijuana demand, accounts for a significant amount of the heroin supplied to the U.S. market, and is a transshipment area for at least half of the cocaine that enters the United States. Since the inauguration of the Salinas Administration in 1988, the Mexican Government has embarked on a vigorous effort to diminish the supply of drugs to and within Mexico, and their transit to the United States. Several major Mexican figures connected to Colombian trafficking organizations have been arrested and their organizations have been disrupted. Mexico has also ratified the 1988 U.N. Convention and has negotiated numerous bilateral anti-drug agreements with other countries.

To reduce the flow of drugs from Mexico and to disrupt Mexican, Colombian, and other narcotics trafficking organizations, the Administration will continue to develop cooperative actions related both to drug supply reduction within and through Mexico, and drug demand reduction within Mexico. In cooperation with the Office of National Drug

Control Policy and other concerned departments, the Department of State will be responsible for coordinating all U.S. plans and programs supporting U.S.-Mexican anti-drug efforts. In the area of law enforcement, the United States will pursue cooperative initiatives to identify and dismantle trafficking organizations, to improve tactical information sharing with appropriate Mexican Government authorities, and to help in the development of Mexico's interdiction programs aimed at smuggler aircraft crossing Mexican airspace or landing in Mexico. Eradication will be supported in conjunction with interdiction efforts, where it is effective and can contribute to a net reduction of Mexican drug crop production.

In addition, we will seek to strengthen Mexico's ability to track illegal money and firearms flows and the diversion of essential and precursor chemicals. We will propose the establishment of procedures for increased cooperation on investigations in these areas, and will examine with the Mexican Government the possibility of integrating its financial investigations, munitions control, and essential and precursor chemical diversion programs with related U.S. programs. We will also enhance law enforcement investigative lead sharing building on, among other foundations, the recently ratified U.S.-Mexican Mutual Legal Assistance Treaty; assist Mexico in identifying clandestine labs, landing strips, cache sites, and smuggling routes; continue to provide specific logistic assistance to Mexican law enforcement units on a case-by-case basis; continue the development of effective mechanisms to ensure that drug traffickers are either fully prosecuted or successfully extradited; and initiate a seized asset sharing program between the U.S. and Mexico. Public awareness and demand reduction programs will be pursued through the media, expert visits, and assistance with community and school education and drug abuse programs.

**Central America.** Central America has gained in importance as a transit area for cocaine shipments to the United States. One country, Guatemala, now produces a significant quantity of opium. The Department of State, working with other Federal agencies, will increase U.S. and joint U.S.-host country intelligence efforts to identify and track drug traffickers by air and land through Central America to Mexico, by expediting the installation of the Joint Information Collection Center (JICC) system.

**The Caribbean.** The broad objectives of U.S. drug control strategy in the Caribbean are to deny safe havens to drug traffickers, and to prevent drug production, storage and transit operations, and drug-related activities such as money laundering. Much has been done to deter traffickers' free use of Caribbean airspace and waters through the application of U.S. interdiction programs, but special attention will also be given to initiatives focused on the Caribbean countries and their territorial waters and airspace. With respect to these initiatives, the

Administration will seek ways to improve local intelligence and law enforcement capabilities, strengthen Caribbean banking laws and financial regulations, and increase national criminal asset seizures. It will also seek to improve access to the territorial waters and airspace of producer and transit countries. In the area of law enforcement information sharing, the Administration will work cooperatively to strengthen the current JICC system and assist Caribbean countries to establish appropriate new JICCs that can become the basis for a broad network of linked centers for the exchange of drug law enforcement intelligence and tactical data throughout the region. The Office of National Drug Control Policy, through the Supply Reduction Working Group, will develop and coordinate U.S. initiatives to enable Federal agencies to disseminate tactical air data to countries identified as primary originators or receivers of drug trafficking flights.

## Supporting International Initiatives

**Multinational Counternarcotics Force.** The formation of a Western Hemisphere multinational counternarcotics force has been suggested as a means to broaden international drug control efforts while overcoming national sovereignty concerns by requiring that such a force be utilized only upon the invitation of a host government. At the request of the United States and other countries, the United Nations has included the concept of a multinational counternarcotics force among the range of issues under consideration for the February 1990 General Assembly special session on narcotics control issues. The concept has been the focus of considerable attention, but no Western Hemisphere country has yet expressed a willingness to permit a multinational group of foreign troops to conduct drug-control operations within its borders.

**International Drug Control Summit.** We will enter into discussions with source, transit, and consuming countries, to develop the concept of an International Drug Control Summit, to be convened early in 1991. If consensus is developed for this idea, preparatory steps should be completed by December 1990. An Andean Summit, announced by President Barco of Colombia and scheduled to take place on February 15, 1990, with the participation of the United States, will be an important step toward laying the groundwork for an International Drug Control Summit.

**U.N. (Vienna) Convention.** The United Nations Convention Against Illicit Narcotic Drugs and Psychotropic Substances has been signed by more than 80 countries. At the Administration's urging, the U.S. Senate gave its advice and consent to the Convention on November 22, 1989. The ratification of the Convention by other signatory states will continue to be a priority issue in U.S. bilateral relations.

**International Law Enforcement Cooperation.** The Administration will give priority to the development of bilateral or multilateral law enforcement cooperation with consumer, producer, and transit countries. The six Mutual Legal Assistance Treaties — MLATs — that were approved by the Senate on October 24, 1989, should facilitate the transfer of law enforcement information, and help develop evidence for investigative and prosecutorial purposes in the United States and abroad. The Administration will seek the conclusion of additional MLATs.

The September 1989 National Drug Control Strategy stressed the need to continue to assist countries through existing international and regional organizations, including the United Nations. The Administration will support multinational initiatives that hold significant promise of increasing the international commitment to drug control.

**Developed Country Initiatives.** Since the announcement of the September 1989, National Drug Control Strategy, the Administration has undertaken a major initiative through the Department of State to engage the support of consumer countries in harmonizing our efforts to control the production and trafficking of drugs worldwide. We have proposed to Canada, the major countries of Western Europe, Japan, and Australia, the formation of a consultative mechanism to enhance international assistance to producer countries aimed at increasing the effectiveness of international drug control actions, and we will pursue this initiative in the months ahead. We will emphasize the importance of specific international actions to support broad anti-drug initiatives at major multinational meetings, such as the forthcoming Economic Summit, to be held in Houston, Texas in July 1990, and within these fora seek cooperative ways to contain world drug supply and demand. We will examine several multilateral drug-related initiatives for discussion at the Houston Summit, including actions following up the forthcoming report of the Financial Action Task Force, the pursuit of a developed country consultative mechanism, a multinational essential and precursor chemical control initiative, and international demand reduction efforts which can be advanced by the developed countries. We will also continue to search for productive drug control actions with the Soviet Union, with which we signed a memorandum of understanding on drug issues in December 1989.

**Coordination of U.S. Drug Efforts Overseas.** The Administration will ensure the coordination of overseas law enforcement activities in a manner that does not place undue restraints on contacts or intelligence collection. U.S. Ambassadors and principal officers will continue to provide overall guidance and oversight of foreign country narcotics programs as an undelegable responsibility. They will ensure the coordination of all agency activities personally. In major drug source and transit countries, the Ambassador may elect to establish a fully dedicated Narcotics Control Coordinator who will support the efforts of the

Deputy Chief of Mission to oversee all U.S. narcotics control activities within the host country.

Several U.S. law enforcement agencies have jurisdictional responsibilities in foreign drug-related law enforcement matters, as well as an interest in drug-related intelligence collection. These include the Treasury Department, which has responsibility for money laundering control programs abroad, the U.S. Customs Service, which has established programs to counter all smuggling, including the smuggling of drugs, and the U.S. Coast Guard. Also involved is the FBI, which has a mandate to collect evidence to support drug investigations under stipulated circumstances, such as in Italy and Canada. Apart from such limited circumstances, all drug law enforcement operations will continue to be conducted under the auspices of the Drug Enforcement Administration, and the DEA will coordinate drug law enforcement intelligence collection overseas on behalf of the United States Government. The DEA shall, however, fully service the needs of all other agencies in this area, with enhanced resources for Fiscal Year 1991 as provided in the President's budget. The Drug Enforcement Administration will establish improved procedures for the rapid dissemination of drug intelligence required by other law enforcement agencies. In addition to routine support, the DEA will seek host country approval for special anti-drug projects of interest to other agencies, and other agency personnel will be assigned to these projects, as appropriate. Other law enforcement agencies will maintain direct contacts with country officials and other persons for liaison purposes within their respective non-drug areas of responsibility.

Continuing existing policy and practice, the activities of U.S. military units in an anti-drug role abroad, including Defense Department anti-drug activities in support of U.S. Ambassadors or principal officers, and support of host country military forces in an anti-drug role, will be coordinated with the Department of State and other Federal agencies, and with the appropriate theater Commander-in-Chief.

**Certification.** The statutory certification requirement, which establishes a direct relationship between United States assistance to major illicit drug producing and transit countries and their positive performance on drug control, remains an important element of U.S. international drug control strategy. As the 1989 National Drug Control Strategy noted, the governments of major drug producing and drug transit countries should be held accountable for their performance on drug control. In bilateral relations with such countries, therefore, the United States will continue to emphasize the requirement for cooperation with U.S. drug control efforts and for effective independent actions to suppress the drug trade. The legislative certification requirement emphasizes "maximum achievable reductions in production" as a principal criterion by which drug control efforts should be measured. Until now, however, this has been interpreted as meaning solely eradication prog-

ress, which is a limited and potentially misleading measure of achievement. To make the certification process a more valuable tool in persuading other countries of the need for annual and long-term goals for drug control programs, the Department of State will develop and seek Congressional approval of more effective performance criteria for use in country certification.

**International Information Initiatives.** In concert with our other international policies and programs to attack the drug problem, an active public information campaign will provide vital information to foreign publics, leaders, and government officials to build support for United States and host country actions to combat drug production, trafficking, and consumption.

The United States Information Agency, with policy guidance developed by the Department of State and supported by other Federal agencies, will lead our coordinated international information efforts. These initiatives will focus on providing information to foreign audiences about the threat posed by the drug trade to national security, economic welfare, and the environment, and educating them about the consequences of illicit drug use. Our international information programs will also describe our own domestic drug problem, and our progress in fighting it.

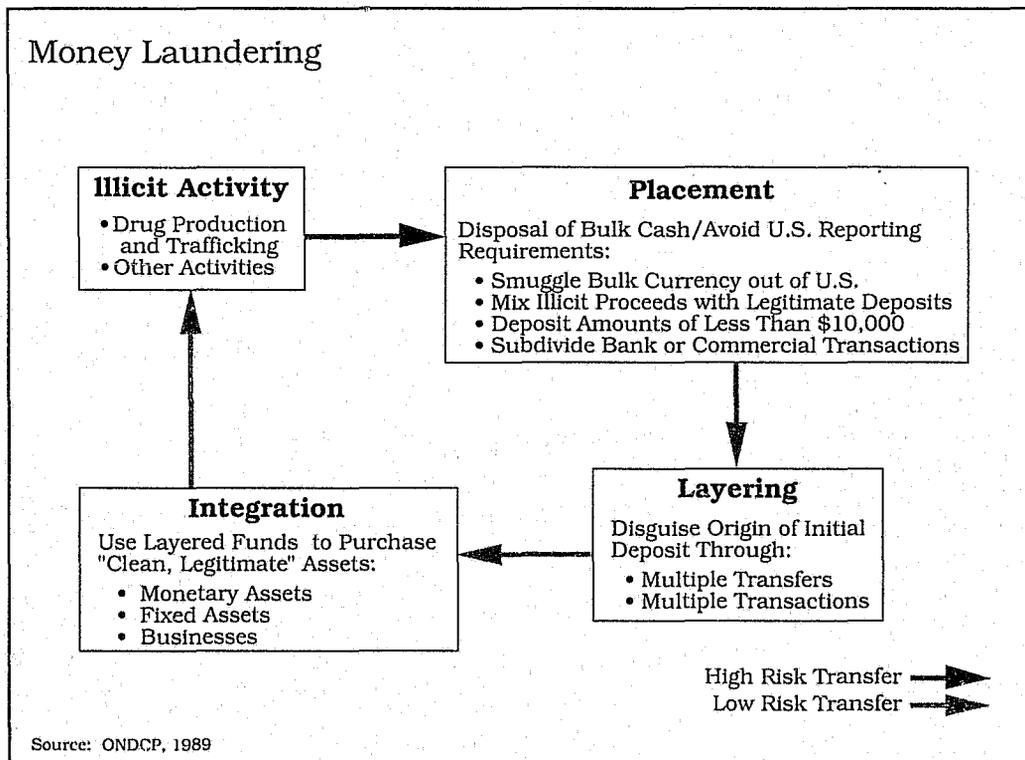
As the September 1989 National Drug Control Strategy stated, programs directed at reducing drug consumption abroad will be emphasized. These programs will be aimed at drug-producing, transit, and consumer countries, as well as countries that currently have little or no drug problem, to strengthen their resolve and ability to resist the expansion of drug use or trafficking within their own national borders.

Other international demand reduction initiatives are addressed in the Education, Community Action, and the Workplace chapter.

**Money Laundering Control.** The flow of money does not recognize national boundaries. As we tighten our own regulations and enforcement procedures to prevent money launderers from using the U.S. financial system, they will turn increasingly to foreign banks and transfer mechanisms to disguise the source of their funds and convert them to legitimate use. The Administration's money laundering strategy seeks to attain three primary goals: the prosecution and incarceration of money launderers and the leaders and members of drug trafficking organizations; the freezing, seizure, or confiscation of criminally derived assets; and the deterrence of individuals or institutions from cooperating with money launderers or their clients through the enforcement of existing laws and regulations, the enactment or strengthening of laws and regulations where needed, and the certainty of sanctions in the event of noncompliance.

To this end, the Administration has created a multi-agency policy review mechanism — a Drug-related Financial Crimes Policy Group

termed a "Financial Targeting Group" in the September 1989 Strategy — chaired by the Deputy Director for Supply Reduction of the Office of National Drug Control Policy. The Drug-Related Financial Crimes Policy Group (DFCPG) will review and recommend strategies to combat money laundering and to establish and maintain strong cooperative relationships at the Federal and State levels. It will also work to strengthen State money laundering laws and the States' regulation and monitoring of non-bank financial institutions which are licensed by State and local governments. The DFCPG will oversee and coordinate Federal government policy related to financial regulation and intelligence; international financial programs; the interdiction and seizure of illicit currency and monetary instruments; procedures and issues involving the identification, tracing, freezing, seizure, and confiscation of criminally derived assets; and other U.S. actions designed to counter drug money laundering, both domestically and internationally. The DFCPG also will work to strengthen existing mechanisms for drug-related financial investigations, and seek to intensify multi-agency investigations and special operations that use a range of Federal and State government resources and expertise to uncover money laundering activities serving as supporting mechanisms for drug-trafficking conspiracies. In carrying out its mission, the DFCPG will consult with experts from the private sector and representatives from State and local governments.



The Department of the Treasury's Financial Crimes Enforcement Network (FINCEN), which is overseen by a board chaired by the Department of the Treasury with the participation of the Justice Department and other agencies, will analyze Treasury Department financial reporting information, as well as other information and intelligence provided by participating agencies, and disseminate its analytical product. Treasury will also develop a mechanism that will allow for information-sharing relationships with foreign financial information services to specifically address the financial flow of illicit proceeds, permitting financial intelligence to be passed between U.S. and foreign law enforcement entities. Needed financial information will be made available to domestic and cooperating foreign regulatory and law enforcement authorities, where appropriate, for their use in money laundering and related investigations. Such dissemination will be subject to strict safeguards to ensure the proper use of such financial information and protect the privacy of those conducting legitimate transactions.

The Administration will intensify contacts with the financial and non-financial industry communities in the United States and abroad to urge their active support for measures to counter money laundering. It will formally request that banks, other financial institutions, and retail businesses report suspicious cash transactions at all levels. The Department of the Treasury will develop, with private sector industries, data recording equipment and procedures to record, correlate, and alert Federal authorities to large cash deposits at and below regulated thresholds on a real-time basis. Special attention will be given to the feasibility of regulations and means to record wire transfers.

The Administration will emphasize bilateral and multilateral cooperative approaches with foreign governments to prevent the use of the financial system for money laundering. We will pursue, through the Department of State, the conclusion of bilateral and multilateral cooperation agreements, including the ratification of the U.N. Convention, which support measures to facilitate the identification, tracing, freezing, seizure and confiscation of criminal proceeds, and which support the enactment of laws which criminalize money laundering. In bilateral relations, we will negotiate with a number of countries pursuant to Section 4702 of the Anti-Drug Abuse Act of 1988 (the Kerry Amendment) to ensure that their banks and non-bank financial institutions maintain adequate records of financial transactions, and that they share financial information with the United States. We will also work with other countries toward the goal of sharing seized assets with producer or transit countries that develop information leading to such seizures.

**Drug Chemical Controls.** The Chemical Diversion and Trafficking Act is the foundation of United States efforts to reduce the production and illicit transfer of essential precursor chemicals. The Act and

## International Initiatives

regulations promulgated pursuant to it impose stringent domestic controls on the export of chemicals used in the illicit production of cocaine, by identifying drug chemical purchasers in the cocaine producing countries and stopping shipments to bogus or uncooperative purchasers. These controls will be enforced by the Drug Enforcement Administration and the U.S. Customs Service.

Other provisions of the Act provide the framework for the establishment of DEA-administered importer and distributor identification programs, record-keeping requirements designed to identify and apprehend drug traffickers purchasing such chemicals, and a civil inspection program to ensure compliance with strategy objectives.

In our bilateral relations, we will urge the enactment and enforcement of national laws similar to our own and seek the establishment of investigative and monitoring programs in other countries. Special emphasis will be given to encouraging European efforts to stop the flow of essential and precursor chemicals to drug producing countries. The Drug Enforcement Administration, in coordination with the Department of State and with the oversight of the Office of National Drug Control Policy, will monitor and seek means to enhance efforts to attack chemical reprocessing by drug trafficking organizations and the production of essential and precursor chemicals by source and transit countries.



## Interdiction Highlights

- Enhanced and expanded role for the Department of Defense in the detection and monitoring of drug trafficking.
- Improved coordination of air, land, and maritime interdiction efforts to deter and intercept drug smuggling and the illegal shipment of drug-related money, munitions, and precursor chemicals as they enter or leave the country..
- Increased focus on drug smuggling across the Southwest Border. Additional U.S. Customs canine drug detection teams at ports of entry.
- Additional Immigration and Naturalization Service resources and personnel to be provided to deter and prevent illegal entry by drug smugglers into the United States.
- Development of enhanced drug detection technology to increase cargo and baggage inspection at ports of entry.
- Improved automated data processing equipment for use by the U.S. Customs Service, the Immigration and Naturalization Service, and the U.S. Coast Guard.
- Completion of the Command, Control, Communications, and Intelligence (C3I) systems, and their integration with the Department of Defense Joint Task Forces.

# Interdiction Efforts

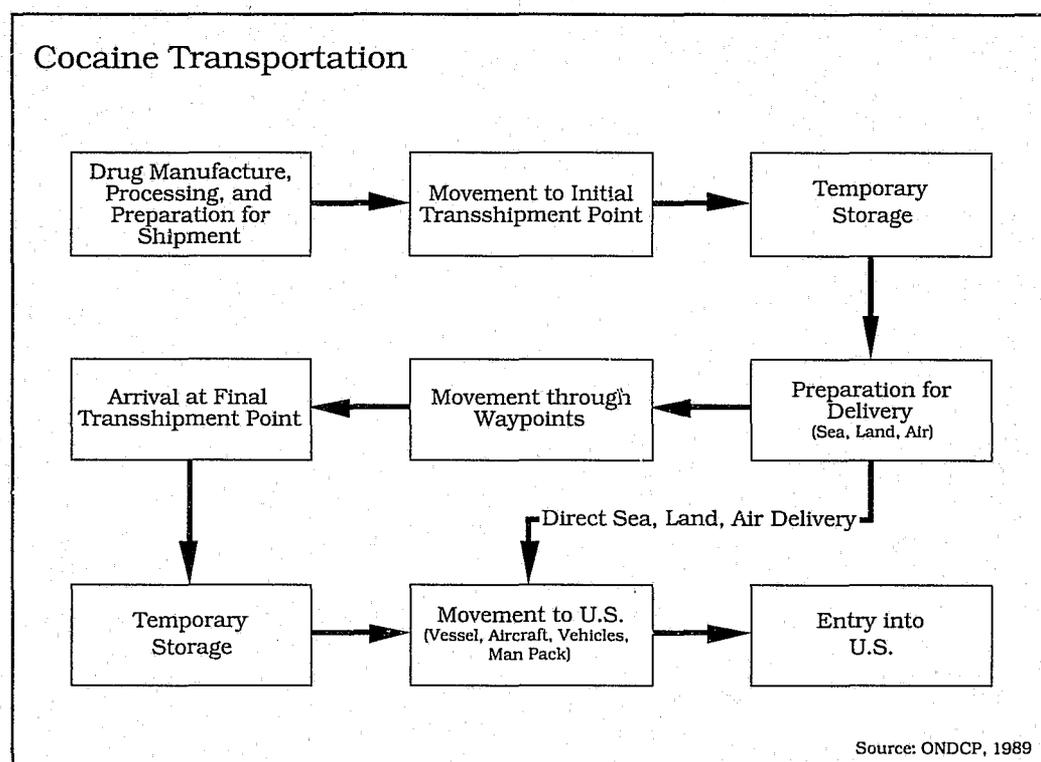
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The goal of all interdiction programs is to deter drug smuggling by intercepting and seizing illicit drug shipments entering the United States. Interdiction can raise the level of personal or financial risk to the key managers and operators of drug trafficking networks and thereby ultimately reduce the availability of drugs. Interdiction efforts alone cannot prevent all drug smuggling, nor is that their purpose. Rather, interdiction focuses on intercepting drug smugglers and their shipments, so that their trafficking operations can be consistently disrupted. In this way, interdiction efforts complement and support our international drug control activities and domestic law enforcement programs, which are targeted on organizations and high value drug shipments, to create an integrated supply reduction program.

Interdiction programs, while limited in scope, frequently require sophisticated equipment and technology if they are successfully to intercept drug smuggling. And they are often expensive. A total of \$2.4 billion is proposed for interdiction efforts, an amount that will allow existing programs to continue at their current levels while enhancing other programs that specifically address the intensified drug smuggling along our Southwest border. At least at this time, no new major interdiction system needs to be initiated. Existing systems need to be completed and better integrated.

## Elements of Interdiction

The 1989 National Drug Control Strategy emphasized that the major problem facing our interdiction efforts is to determine which person, vehicle, vessel, container, or other shipment might be transporting drugs, and then to apply available resources to tracking,



apprehending, or seizing that person or shipment. Tactical intelligence support, discussed in another chapter of this report (“An Intelligence Agenda”), is essential to making this determination.

**Air Interdiction.** Air interdiction programs are aimed at smugglers using aircraft to bring illegal drugs into the United States. Air interdiction efforts focus principally on small, privately owned aircraft (also known as general aviation aircraft) rather than on commercial passenger and cargo planes. The principal goal of our air interdiction efforts is to deter general aviation aircraft pilots from transporting illicit drugs towards or into the United States. A secondary goal is to prevent them from successfully delivering their cargo. The detection of airborne smugglers, even with prior intelligence, is accomplished by two primary methods: radars on board airborne platforms, such as aerostats or aircraft, and ground-based line-of-sight radar. Each radar system has advantages and limitations in terms of area of coverage, ability to extract targets from the clutter of legitimate air traffic, susceptibility to disruption by inclement weather, and maximum operating time.

Current and planned land-based aerostats (LBAs) will provide radar coverage along the southern U.S. border, the Bahamas, and parts of the Caribbean, including Puerto Rico. Sea-based aerostats (SBAs) can provide radar coverage throughout the Caribbean or Gulf of Mexico, but are especially useful in the geographic choke points between the various

Caribbean islands. The Customs Service currently administers the LBAs along the Southwest border, while the Department of Defense (DOD) operates an LBA in the Florida Keys and the Coast Guard administers the LBAs in the Bahamas, as well as all five SBAs.

We will continue to improve the coordination and integration of our interdiction efforts through the joint Coast Guard/Customs C3I system. Priority will be given to bringing the C3I system fully on-line, integrating it with DEA's El Paso Intelligence Center and with DOD Joint Task Forces, and improving intelligence support to the air target sorting process.

The primary air smuggling routes to the United States from source and transshipment countries remain over the Caribbean Sea, over the Gulf of Mexico, and over the Central American isthmus. Our air interdiction efforts to date have succeeded in reducing the number of smuggling flights directly into the United States, particularly in the Southeastern United States. Operation Bahamas, the Turks and Caicos (known as OPBAT), under DEA leadership, has also had considerable impact on drug smuggling flights into the Bahamas. But we are now faced with an increase in the number of airdrops to waiting boats or vehicles — a smuggling technique that allows the aircraft to return to safe havens in source or transit countries.

The overall effectiveness of our air interdiction program, however, is inherently limited by our current rules of engagement, which prohibit any action being taken against an aircraft in flight that might interfere with the safe operation of that aircraft. The sole exception is the right of self-defense. These restrictions confine our air interdiction efforts to tracking suspect aircraft to an airdrop site or to a landing, at which time enforcement action on the ground or on the water can be attempted. The aircraft themselves are "off limits" to any enforcement efforts while in flight. These limited efforts help pursue our goals of border security and the protection of U.S. sovereignty, but they cannot alone result in the apprehension of pilots transporting cargoes of illegal drugs.

To address this problem, the Administration will seek new legislation to provide Federal law enforcement agencies with the appropriate authority to order U.S.-registered aircraft, or any aircraft flying over U.S. territory, to land if there is reasonable suspicion that the aircraft is in violation of a Federal criminal statute related to aviation drug smuggling. The statute would also give the Federal Aviation Administration the explicit authority to suspend or revoke, on an emergency basis, the airman certificate of a pilot who does not comply with a lawful order to land and the registration certificate of the aircraft. When a pilot does not land but returns to a safe haven country, the United States will notify the government of that country and, through the Department of State, seek the cooperation of the foreign government in arresting the pilot, seizing the aircraft, and adjudicating the matter. The

Administration's review of additional air interdiction measures will be completed shortly.

**Maritime Interdiction.** The maritime interdiction strategy remains focused on deterring drug smugglers, denying seaborne smuggling routes, and detecting and seizing drug-smuggling vessels and arresting their crews. In the next Fiscal Year, the Coast Guard will improve programs that intercept and apprehend drug smugglers on the sea.

Most drugs that are smuggled by sea to the United States pass through the Caribbean, the Gulf of Mexico, or the Pacific Ocean. The Caribbean and the waters leading to the Gulf of Mexico contain predictable geographic choke points, and interdiction can target suspect vessels as they enter these areas. The Pacific Ocean, however, is virtually unrestricted for maritime smuggling, and relying on random patrols in such a vast body of water is inefficient and ineffective. U.S. interdiction strategy here must therefore rely heavily on intelligence reports that target specific smuggling vessels either at the departure points or upon their arrival at U.S. ports, where the ship can be inspected and the drugs seized. To this end, the Administration, through the drug law enforcement agencies, the National Foreign Intelligence Community, and increased cooperative efforts with drug source and transit countries, designates the collection of source country intelligence as a major priority.

The Administration will also, through the Department of State, seek additional agreements with foreign countries to build on the successful Coast Guard Shiprider program. This foreign initiative program between the United States and source/transshipment countries, based on both temporary and permanent bilateral agreements, provides for law enforcement personnel of each country to accompany one another on ships to conduct operations in and around the territorial seas of their countries. These agreements foster international cooperation and help root out drug smuggling operations that use foreign territorial waters as safe havens.

**Land Interdiction.** The primary goal of land interdiction is to seize drugs, drug-related money, and illegally exported munitions and chemicals used to support drug trafficking as they enter or leave the country at and between the Nation's ports of entry and through the international mail.

The principal drug smuggling threat at the seaports is the use of commercial containers and cargo to smuggle large quantities of drugs and illegally diverted precursor chemicals. At airports, arriving passengers, cargo, baggage, and aircraft are sorted for closer inspection. The Customs Service, with significant support from the Immigration and Naturalization Service (INS), plays an important role in reducing drug smuggling at land ports of entry by interdicting individuals, vehicles,

and containers. The U.S. Border Patrol maintains checkpoints along and in proximity to the borders, and patrols between ports of entry to detect and apprehend drug smugglers. Operation Alliance, under the leadership of the Southwest Border Committee, brings together State and local law enforcement agencies with Federal enforcement agencies to provide coordinated support to interdiction efforts along the Southwest border.

The major objectives and priorities of land interdiction, as outlined in the 1989 National Drug Control Strategy, remain the accurate identification of drug-carrying persons and conveyances, especially in containerized cargo. The Customs Service will increase the quality and number of cargo inspections, and enhance the sorting through increased automated data information capability of containers, passengers, and vehicles. The Administration is seeking \$141 million for the Border Patrol and other INS drug-related activities between ports of entry aimed at deterring and detecting illegal border crossings including drug smugglers.

## The Southwest Border area

**U.S.-Mexican Border.** As a result of successful air and maritime interdiction efforts in the Southeastern United States and the Bahamas, drug smugglers have shifted their focus towards Mexico as a primary transfer point for smuggling drugs into the United States. This shift has created an especially intense drug trafficking area along the Southwest border (Texas, New Mexico, Arizona, and California), which will be the focus of new interdiction activities.

Substantial amounts of illegal drugs are produced in or shipped to Mexico, and then smuggled across the U.S. border. Cocaine produced in South America is smuggled into Mexico primarily on private aircraft and, secondarily, by vessel. Heroin is manufactured in Mexico from the opium poppy cultivated there and elsewhere in Latin America. Substantial quantities of marijuana are grown in Mexico and Belize for export to the United States.

These drugs are marshalled at clandestine sites near the border and smuggled into the United States using methods and times chosen deliberately to avoid U.S. interdiction forces. Drug smuggling aircraft from South America land in Mexico where their drug loads are transferred to land vehicles to be used in crossing the border. Private and commercial vehicles and freight containers are used because they are all but lost in the tremendous volume of legitimate trade and commerce between the two countries. Private aircraft are also used because they can launch from sites close to the border, make airdrops over U.S. territory, and return to safe havens across the border.

## Interdiction Efforts

As reflected in the International Initiatives chapter of this strategy, the Administration will explore and act on all appropriate avenues for increased cooperation with the Government of Mexico, including opportunities for training, information sharing, and the elimination of safe havens for drug smugglers en route.

**Manpower and Resource Expansion.** Our efforts will expand the number of personnel at and between our ports of entry with 175 more Customs Service inspectors to detect illicit drugs in cargo shipments and increase the number of cargo container inspections. In addition, the Border Patrol Division of INS will be strengthened by 174 new agents and 26 support staff.

The Administration will also seek \$5 million for 23 additional Customs Service canine drug detection teams at the ports of entry and expand canine training facilities. Customs' Outbound Enforcement Program will continue to identify the illegal export of munitions, laundered drug money, and, in conjunction with DEA, drug precursor chemicals. INS capital assets in the Southwest border area will be enhanced to provide better fencing, ground sensors, other equipment, and a traffic checkpoint at San Clemente, California, to improve the detection of drug smugglers crossing our borders. The machine-readable document capability of the Interagency Border Inspection System (IBIS) will help identify drug smugglers, users of fraudulent documents, and other criminal aliens.

Support to interdiction and law enforcement activities along the Southwest border by the Department of Defense (DOD) will also be strengthened. DOD has established a regional joint task force command and control headquarters to oversee and coordinate DOD support to Federal, State, and local law enforcement organizations. This task force will also increase, consistent with military preparedness, the level of military training activities conducted in support of law enforcement agencies.

The Administration will also seek funding to provide additional law enforcement personnel to multi-jurisdictional task forces (Organized Crime Drug Enforcement Task Forces, State and Local Task Forces, joint narcotics smuggling units, and Operation Alliance). Representatives of State and local law enforcement, INS Inspection and Investigative division agents, and other Federal drug interdiction agency representatives will also support these task force activities. As outlined in the 1989 National Drug Control Strategy, the aerostat networks along our Southern border will also be completed, as funds are available. These enforcement efforts will be enhanced by increased law enforcement presence on Federal lands by personnel from the Departments of Agriculture and the Interior.

## Coordination and Improvement

**Department of Defense Support.** The Department of Defense is playing an increasingly large role in interdiction and it has been designated by statute as the lead agency for air and maritime detection and monitoring. Following the direction of the Secretary of Defense, all unified and specified commands have elevated the priority given to drug-fighting missions. Three joint task forces have been established to plan and coordinate detection and monitoring operations and support land interdiction on the Southwest Border. State National Guard units are increasingly active in support of interdiction activities as well. From a level of approximately \$200 million in Fiscal Year 1988, funding has grown to over \$800 million in Fiscal Year 1990; the Department anticipates spending approximately \$1.2 billion on drug control efforts — principally in the detection and monitoring phase of interdiction — in Fiscal Year 1991. In addition, the Defense Department will provide material and training assistance to the Andean nations and will undertake ship and aircraft detection activities in the Caribbean Sea in concert with foreign governments. It will also provide support through Joint Task Force 6, based in El Paso, to border control agencies along the Southwest border.

**Interdiction Coordination.** The Office of National Drug Control Policy is responsible, by law, for the development and coordination for national interdiction policy. The Border Interdiction Committee (BIC), previously known as The Interdiction Committee or TIC, will serve as a forum to facilitate interagency coordination of interdiction policy programs established by the National Drug Control Strategy. BIC will function as a subcommittee of the Office of National Drug Control Policy's Supply Reduction Working Group.

Subject to oversight by the Department of the Treasury, the Commissioner of Customs will chair BIC. The Commandant of the Coast Guard and a representative of the Department of Defense will serve as principal deputies. Other members of BIC include FBI, DEA, the Department of State (Bureau of International Narcotics Matters), the Immigration and Naturalization Service, the Department of Justice Criminal Division, the Federal Aviation Administration, and the National Security Council staff.

The U.S. Customs Service will be the lead agency for land interdiction, supported by the Immigration and Naturalization Service. The Coast Guard will be the lead agency for maritime interdiction, supported by the Customs Service. The Customs Service and the U.S. Coast Guard are designated as joint lead agencies for air interdiction.

**Drug Detection Technology.** Interdiction programs require costly capital assets that are manpower intensive. The effectiveness and efficiency of interdiction programs must continue to be improved through

## Interdiction Efforts

the advancement and application of technology. Enhanced drug detection is a primary example of the need for improved and new technologies. Although the best existing "technology" for illicit drug detection continues to be the human eye and drug detection dogs, we have not exhausted the possibilities of drug detection technology. Environmental technology, for example, is already capable of detecting substances in parts-per-billion concentrations. Equipment is also being developed to improve air transport security by detecting explosive devices concealed in baggage. These advances indicate that better drug detection technology is within reach. The challenge to U.S. law enforcement agencies, working closely with industry, is to develop improved technologies to detect drug shipments so that they can be intercepted before they reach our cities and neighborhoods. The Anti-Drug Abuse Act of 1988 authorized funds to accelerate the development of certain technologies for the detection of drugs in containerized cargo. This development is underway and will be overseen by the Research and Development Committee chaired by ONDCP.

Currently, U.S. law enforcement agencies rely heavily on smuggler profiles, advance intelligence, and target sorting to identify drug smugglers and drugs concealed in cargo. They enhance their examinations through the use of canine teams, x-rays, and probes. Research is currently being conducted to develop new and more effective narcotics detection technology. With over eight million containers arriving annually and the large volume of international mail coming to our country each year, it is critical that we press forward in this area.

The Science and Technology Working Committee of the Research and Development Committee established by the Office of National Drug Control Policy under the 1989 National Drug Control Strategy will pursue the application of advanced technology in detecting concealed currency.



## Research Highlights

- Enhanced research projects to estimate the economic impact of drugs; the effectiveness of various drug control policies; and the impact of drug enforcement on the criminal justice system.
- Development of regional and State drug-related data to improve the information base on which to assess the efficacy of drug control activities.
- Expanded and broadened national data collection on drugs and drug use, including larger and more frequent household surveys; surveys targeted on hard-to-reach populations; broader high school surveys; enlarged information collection on drug treatment; and market-oriented drug consumption research.
- Increased technological and scientific research related to drug enforcement and interdiction.
- Expanded drug treatment research focused on addiction, AIDS and drug use, medications development, treatment for pregnant addicts, and basic issues related to neurobiological and behavioral studies on drug use.

# A Research Agenda

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The National Drug Control Strategy includes an ambitious commitment to long-term research in the fields of drug treatment, education and prevention, criminal justice, and drug use. The knowledge that emerges from this research will become an invaluable tool in fighting drugs and will serve as a basis for our future strategies to address our national drug problem.

The September 1989 Strategy launched several important research initiatives that will seek to learn more about the dimensions of the drug problem and measure the effectiveness of various methods of overcoming it. The very nature of this research requires that these projects be on-going, and they will be complemented by additional research work to begin in 1990.

At present, drug-related research receives approximately \$318 million annually in Federal support. For Fiscal Year 1991, the Administration will seek \$383 million for drug-related research in a wide range of fields. Numerous Federal departments and agencies involved in anti-drug reduction activities play some role in enhancing the state of our knowledge regarding drugs and the techniques to combat them. In the pages that follow, the projects and research objectives set for the next Fiscal Year are described. The fruit of this work will add strength to all our drug reduction efforts.

## Basic Information

**Estimates of Production and Consumption.** The National Narcotics Intelligence Consumers Committee will soon release new, revised estimates of production and distribution of illegal drugs available in the United States. As these estimates improve, they will help direct policy development and operational priorities for all agencies with drug reduction missions.

**Economic Impact of Drugs.** ONDCP will work with the Departments of Health and Human Services, Justice, Commerce, and Labor to expand research estimating the impact of drugs on the American economy. These research studies will include assessments of the costs of drug use in terms of lost productivity, drug-related accidents, enforcement and treatment expenses, drug-related crime, property damage, health costs (including AIDS cases related to IV drug use), and social welfare outlays. The dollar cost of drugs to society will provide us with a more vivid picture of the wide-ranging damage done by drug use and will help us direct efforts to those areas that bear the brunt of the damage. While we know that this damage is great, these estimates actually tell less than the full story, for there is also an underground economy of vast proportions that erodes the moral and financial integrity of our institutions and leads to large tax revenue losses.

**Costs and Benefits of Drug Use Reduction Efforts.** A multi-year research project involving numerous drug-reduction agencies and departments will develop the capacity to simulate alternative policy approaches in each area of our National Drug Control Strategy and compare these approaches (and combinations of approaches) in terms of their costs and potential effectiveness. With this knowledge, we can make more precise decisions about the contribution of any set of drug policies and determine which policies best complement one another.

**Criminal Justice Simulation Models.** The creation of criminal justice simulation models by the Department of Justice will permit us to estimate the impact of policy changes on various parts of the existing system. Models will indicate, for example, the likely consequences that more drug-related arrests (or fewer probationers or longer sentences) will have on the courts, the jails and prisons, and the probation and treatment systems. Policy makers at the national, state, and local levels will use these models to anticipate the need for shifts in resources and help them plan a more coherent and productive criminal justice system.

**Regional and State Measures of Progress.** In the spring of 1990, ONDCP will begin to develop a range of measures to record and monitor State efforts and progress in a host of drug-related activities annually. For law enforcement, treatment, and education, these indices will provide suggestive comparisons of the severity of drug problems and State efforts made to fight them.

**Research and Development Committee.** ONDCP is in the process of establishing a Research and Development Committee tasked specifically with identifying policies and priorities for drug control research, and with reviewing and monitoring all phases of drug-related research, data collection, and evaluation. Automated data processing, telecommunications, and information sharing will all be probed for their potential contributions to drug enforcement activities. As one of its first tasks, the Committee will oversee an assessment of all statistical and

other systems that generate drug-related information. This review will include an evaluation of the sources, samples, and methodologies used as well as the gaps in information currently used and needed to formulate national drug policy.

## Data Collection and Evaluation

**Household Surveys.** The National Household Survey on Drug Abuse will be conducted annually, rather than every three years, and the sample size will be increased from 8,800 to 20,000 households. Changes will be made in the survey content to reflect the need for information more directly relevant to drug policy as well as epidemiological concerns. Data from the first of these revised surveys will be available for use in the development of the next National Drug Control Strategy.

**Quick Response and Target Surveys.** The Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA) will employ a variety of studies to provide rapid and responsive information for policy use. This information may include population subgroups (heroin addicts, the homeless, prison inmates) not currently represented in the Household Survey. The more limited size and focus of these surveys will allow more frequent information collection to meet the policy needs for recent data or emerging problems. Data from the first of these surveys will be available for review by January 1991.

**High School Senior Survey.** The annual survey of drug use among high school seniors, sponsored by the Public Health Service, will be broadened or supplemented to include high school dropouts and add a larger range of adolescent age cohorts. This expanded or additional sample, coupled with information already available from the Household Survey, will allow us to draw more accurate inferences about drug use among all adolescents. The expansion of the survey to include earlier high school years will be completed during Fiscal Year 1991 and survey data on dropouts will be ready the following year.

**Drug Treatment Data.** The National Drug and Alcoholism Treatment Unit Survey, which identifies treatment facilities operating throughout the country, will be modified to describe the treatment system in greater detail, and to include information that is directly relevant to drug policy. The survey will collect more detailed information on the treatment system as a whole, its providers and users, and the costs and funding of treatment facilities and staff. In addition, the National Institute on Drug Abuse (NIDA) is working with States to establish a mechanism for sharing client-based data on admissions to treatment.

**Treatment and Prevention Evaluation.** Scientifically designed and controlled evaluations of new and promising treatment methods will be sponsored by both ADAMHA and the Department of Veterans Affairs, with appropriate long-term follow-up on the effectiveness of these programs. In some instances, the Department of Health and Human Services will sponsor demonstration projects in drug use prevention and newly developed treatment techniques so that these methods, if successful, can be added to our drug reduction arsenal. The Department will also expand drug prevention demonstration projects that are aimed directly at high-risk youths.

Special studies will be made of the amount and kinds of treatment available to addicted pregnant women and their children (including the "boarder baby" phenomenon). On the basis of this information, efforts will be made to ensure that treatment facilities willingly accept pregnant addicts seeking treatment, and that they are properly equipped to deal with this more difficult problem.

ADAMHA will expand studies in the field of drug prevention among minorities by establishing a research center devoted exclusively to that topic. A larger, overall prevention research agenda will be developed by the Department of Health and Human Services, the Department of Education, and other agencies involved in drug prevention.

**Drug Use Market Research.** ONDCP, in conjunction with the Department of Health and Human Services and the Department of Justice, will sponsor research on drug consumption that focuses on the types of drugs used, where they are purchased, how often, and at what price. When these data are collected, they will provide a much needed picture of domestic drug markets, their distribution systems, and patterns in consumer demand. Both sample surveys and focus groups will be used to collect this data.

**Longitudinal Data Collection.** The Department of Health and Human Services will conduct longitudinal surveys of both drug users and those at high risk of drug use to follow the patterns of initial, increasing, and decreasing drug use and attempt to identify the causes of changes in drug use behavior. Similar studies will be conducted of patients in drug treatment programs in order to monitor the effectiveness of the treatment after the program has been completed.

**Drug Use in Public Housing.** The Department of Housing and Urban Development will monitor and collect the available information on drug use and drug-related arrests in public housing developments. Since these neighborhoods are particularly susceptible to drug problems, assessments of drug-related activity with evaluations of anti-drug programs in public housing will help alert housing authorities to particular problem areas and provide information on "what works." In addition, such information will help officials and residents devise strategies for combatting drug use in their communities.

**Drug Policies in Educational Institutions.** Under the Higher Education Act of 1986, colleges and universities are required to establish drug policies as a condition for receipt of Federal funds. The Drug Amendments of 1989 further require that educational institutions' policies include sanctions for drug use. As stipulated in law, the Department of Education will begin auditing a sample of colleges and universities to assure compliance with this requirement.

The Department of Education is currently conducting a descriptive study of the State and Local Grant Program authorized under the Drug-Free Schools and Communities Act. The study focuses on the implementation of the program and will examine the management and operations of State and local educational agencies. Implementation of the programs administered by the governors of the States will also be studied. Based on information provided by the study, the Department will work with States and localities to improve any weaknesses in the program. The Administration will not hesitate to seek additional statutory authority to solve any problems with the program if that proves necessary.

## Science, Technology, and Medical Research

**Science and Technology Committee.** The Science and Technology Committee, under the auspices of the ONDCP Research and Development Committee, is the focal point for the technology requirements of Federal drug enforcement agencies. This Committee will serve as the clearinghouse and coordinator for technology information collection; evaluate new technology proposals; identify lead agencies for managing projects; and coordinate the projects and necessary funding. Focus will be given to issues pertaining to automated data processing, communications techniques, law enforcement technologies such as video/audio intercepts, tracking devices, investigative equipment, and larger electronic data bases used in intelligence gathering and dissemination. Advances in these areas, as well as adaptations in existing technology, are needed for drug enforcement, which continues to encounter an increasingly sophisticated and technologically advanced drug trafficking industry.

**Drug Interdiction Technology.** The Science and Technology Committee will also investigate techniques applicable to drug detection in efforts to counter drug smuggling. Advanced intelligence systems can help interdiction authorities target drug cargoes, and research will be supported to advance the development of highly sensitive drug detection instruments capable of identifying drug shipments in container cargo, mail, and personal baggage.

**Agricultural Research.** Great advances have been made in agriculture through the development of biological agents to enhance or reduce the productivity of various crops, diminish their susceptibility to insects and diseases, and increase their resistance to extreme weather conditions. Control of predators and the elimination of rival crops have been accomplished safely through the use of organic agents. Such endeavors may also have applicability to various aspects of the drug war. Consequently, the Administration requests an increase of \$5 million (to a total of \$6.5 million) in Fiscal Year 1991 to support agricultural research undertaken by the Department of Agriculture. Research findings will be shared with, and be made available to, foreign governments.

**Medical Research Committee.** Medical research has a central role in the Strategy. The Nation confronts rapidly evolving problems with new drugs and patterns of use. Intensive research efforts are now addressed to the biophysical and behavioral nature of these problems, and to treating them. Primary responsibility for coordination of medical research performed in the separate branches of the Federal government is vested in the Medical Research Working Committee, a subcommittee of the Research and Development Committee. Vital research is being directed to improving treatment protocols, better matching of clients to types of treatment, and developing medications that reduce craving for addictive drugs or block their effects. Large-scale research efforts are being targeted at understanding cocaine addiction, the effect of maternal cocaine use on babies, how to help these babies, and how to treat cocaine users. The major priorities established in the National Drug Control Strategy will be elaborated on by this Committee into specific goals, objectives, and strategies. The Medical Research Committee has responsibility for coordinating current and future agency research efforts with the National Strategy. This Committee is to be Chaired by the Deputy Director for Demand Reduction of ONDCP, and will have management level representation from the Federal agencies that perform and fund medical research on drug problems.

**Basic Research.** NIDA will continue with its basic research on how to decrease drug use and addiction. This work focuses on the actions of drugs, their interactions with the biological and environmental milieu of the individual, and the consequences of drug use. Recent advances in neurobiological and behavioral research will be built on to develop new treatment and prevention strategies.

**Drug Addiction and Treatment.** The Department of Health and Human Services and the Department of Veterans Affairs will conduct further research into the physiological characteristics of drug addiction and various methods of treating it. The future success of drug treatment depends on discovering additional methods to help addicted patients stop using drugs and ensuring that, once treated, they stay off

drugs. Much of this research will focus on short-term treatment methods, which have obvious practical advantages over many of the longer-term methods widely used now, as well as how the most efficient and effective treatment methods can be individually matched to a patient's particular drug problem.

**AIDS and Drug Use.** NIDA will continue its research on the extent and progression of HIV infection among intravenous drug users. Non-intravenous drug use is also becoming a significant factor in HIV transmission among sexually active substance abusers. NIDA's research will improve the effectiveness of prevention, intervention, and drug treatment efforts as primary measures in controlling the spread of the AIDS virus among both intravenous and non-intravenous drug users.

**Medications Development.** A new division will be established in NIDA for the research and development of medications for use in drug treatment. The Medications Development Division will coordinate government, academic, and private research, and testing and approval of pharmacologic agents to aid in the treatment of drug addiction. These various medications could have the potential to ease withdrawal, prevent craving, and block the effects of powerful drugs like crack. Different ways are being sought to keep drugs from entering the brain, and new classes of medications, which may be useful in treating people addicted to both heroin and cocaine, are being studied. NIDA will spend approximately \$36 million dollars this fiscal year on medications development, and additional funding is being sought for Fiscal Year 1991.

**Pregnant Addicts.** NIDA will increase efforts to learn how drugs taken by the mother affect intrauterine development and how babies born to addicted mothers can best be treated. For example, medication that could block the effects of drugs or decrease craving for them without harm to the fetus would be extremely valuable in treating pregnant addicts. Pioneering work is being initiated to develop treatment agents that would not pass through the placenta to harm the unborn child, and to develop treatments that could alleviate the effects of drugs on newborn infants.

## Intelligence Highlights

- Creation and support of a National Drug Intelligence Center to consolidate and coordinate all relevant law enforcement information related to drug trafficking, and provide a strategic picture of drug smuggling and distribution organizations.
- Expansion and improvement of automated data processing technology used by drug enforcement intelligence agencies.

# An Intelligence Agenda

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In drug investigations, interdiction activities, and especially efforts to dismantle drug trafficking organizations, Federal, State, and local drug enforcement agencies depend on intelligence to understand and effectively combat the illegal drug trade. Intelligence information can tell us about the structure, membership, finances, communications, and activities of criminal drug organizations, in addition to the specific details of particular drug smuggling or money laundering operations. This intelligence information is crucial for formulating sound policy and conducting drug supply reduction activities because it enables us to learn about the groups that traffic drugs, to discover the points at which they are most vulnerable to attack, and ultimately to disrupt and dismantle them.

The United States relies on two principal sources to gather drug-related intelligence information: the national law enforcement and foreign intelligence communities. The greatest challenges to these intelligence bodies are, first, to capitalize on the opportunities to collect potentially useful information and, second, to analyze, coordinate, and disseminate that information so that it aids our national drug control programs. The pages that follow describe major initiatives that will address that challenge.

**National Drug Intelligence Center.** In order to coordinate the collection and the production of intelligence information regarding drug trafficking, the Administration will create a National Drug Intelligence Center (NDIC) to consolidate and coordinate all relevant intelligence gathered by law enforcement agencies and analyze it to produce a more complete picture of drug trafficking organizations. The finished products prepared by the Center will then be distributed as appropriate to drug enforcement agencies at the Federal, State, and local level.

The NDIC will serve other key drug intelligence functions by developing and maintaining computer databases and other drug intelligence systems for the entire law enforcement community; providing intelligence and direction to law enforcement agencies that allow them to focus their own intelligence gathering activities on key drug trafficking targets; establishing collection requirements for law enforcement intelligence; serving as an exchange point for classified drug intelligence between the law enforcement community and the foreign intelligence community; providing guidance for domestic and foreign drug intelligence collection; assessing interagency intelligence efforts; and promoting information sharing among various law enforcement agencies.

NDIC will closely coordinate its efforts with the Financial Crimes Enforcement Network (FINCEN), which is the Treasury Department's central mechanism for the collection, analysis, and dissemination of all drug-related financial intelligence. A fuller discussion of FINCEN activities is found in the "International Initiatives" chapter of this report. NDIC will also work closely with the El Paso Intelligence Center (EPIC), which will remain the principal national archive and processing facility for tactical drug law enforcement intelligence.

The NDIC will be under the supervision of the Attorney General, assisted by an Advisory Board comprised of representatives of the Office of National Drug Control Policy and involved Federal Departments, including the Departments of Justice, Treasury, Defense, and Transportation. The Attorney General will appoint the Director and Deputy Director of the NDIC with the concurrence of the Advisory Board. The NDIC Director will report directly to the Attorney General and create the necessary links to serve the strategic intelligence needs of policy making and law enforcement agencies at all levels of government.

**Automated Data Processing.** The extent to which drug-related intelligence information can be rapidly disseminated and cross-referenced through computer database systems is critical to the success of drug enforcement. If information regarding drug trafficking organizations or individual drug offenders is available only on paper, inaccessible to agencies that may be pursuing related intelligence, its value is severely limited. The Drug Enforcement Administration, for example, retains extensive intelligence material that, because it is not in a central database, cannot be built on by other law enforcement agencies. The September 1989 National Drug Control Strategy established an interagency working group to identify automated data processing (ADP) and information-sharing shortfalls and make recommendations on both near- and mid-term solutions. Appendix E of this Strategy presents a plan to improve basic information-sharing capabilities. It will ensure that information from both existing and newly developed ADP systems is available to the operational and analytical branches of the law enforcement community on a need-to-know basis. Safeguards and

procedures will also be refined so that selected information gathered by the foreign intelligence community is also available to investigative and interdiction agencies.

**The Foreign Intelligence Community.** It is the responsibility of the Director of Central Intelligence to oversee drug-related intelligence gathering activities of the national foreign intelligence community. Among these activities, the foreign intelligence components of the Department of Defense will continue active efforts to collect foreign drug-related intelligence in support of the National Drug Control Strategy. The foreign intelligence community will provide timely foreign intelligence data that is relevant to drug trafficking and drug-related money laundering. The Attorney General and the Director of Central Intelligence will continue to explore, through the Legal Issues Working Group, how foreign intelligence information can be used more readily by law enforcement agencies for the purpose of prosecutions.



# Appendices

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# High Intensity Drug Trafficking Areas

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Section 1005 of the Anti-Drug Abuse Act of 1988 authorizes the Director of the Office of National Drug Control Policy to designate certain localities in the United States as "high intensity drug trafficking areas." In making such designations, the statute requires the Director to consider a number of criteria including the extent to which the area is a center of illegal drug production, manufacturing, importation, or distribution. The Act also requires that the Director report to Congress by March 1, 1991 on the effectiveness of and need for the designation of high intensity drug trafficking areas, and recommend any necessary legislation.

After thorough consultation and review, the Director of ONDCP designates five areas as high intensity drug trafficking areas:

- New York City (and a surrounding area that could include Nassau County, New York, and all municipalities therein; and Union County, Hudson County, and Essex County, New Jersey, and all municipalities therein);
- Los Angeles (and a surrounding area that could include Los Angeles County and Orange County, and all municipalities therein);
- Miami (and a surrounding area that could include Broward County, Dade County, and Monroe County, and all municipalities therein);
- Houston (and a surrounding area that could include Harris County, Galveston County, and all municipalities therein); and

- The Southwest Border (and adjacent areas that could include San Diego County and Imperial County, California, and all municipalities therein; Yuma County, Maricopa County, Pinal County, Pima County, Santa Cruz County, and Cochise County, Arizona, and all municipalities therein; Hidalgo County, Grant County, Luna County, Dona Ana County, and Otero County, New Mexico, and all municipalities therein; El Paso County, Hudspeth County, Culberson County, Jeff Davis County, Presidio County, Brewster County, Pecos County, Terrell County, Crockett County, Val Verde County, Kinney County, Maverick County, Zavala County, Dimmit County, La Salle County, Webb County, Zapata County, Jim Hogg County, Starr County, Hidalgo County, Willacy County, and Cameron County, Texas, and all municipalities therein).

The precise areas included by these designations will be determined through consultation with local officials and are subject to change according to local circumstances.

These areas have been designated because of the seriousness of their drug trafficking problems and the effects that drugs flowing through these areas have on other parts of the country. International trafficking organizations exist and operate in each of these areas, and domestic trafficking organizations have significant resources for interstate distribution located in these areas.

The five areas will receive Federal assistance through a variety of programs and Federal, State, and local cooperative efforts. In accordance with the statutory criteria, ONDCP also will ensure that appropriate data are collected so that we can evaluate the effectiveness of the designations and the increased Federal assistance to these areas, and make any appropriate recommendations on the need for subsequent designations.

## High Intensity Drug Trafficking Indicators

Because of the statutory focus on "drug trafficking," we have concentrated primarily on quantitative and qualitative indicators of drug trafficking. In particular, we have relied on the Federal Bureau of Investigation's system for classifying U.S. cities as first-, second-, or third-level drug distribution centers, the Drug Enforcement Administration's Geographic Drug Enforcement Profiles, and on intelligence reports from these and other drug control program agencies. A detailed description of these indicators follows.

The FBI conducts racketeering enterprise investigations to determine the structural, geographic, and financial aspects of major drug trafficking organizations. Such organizations are defined as groups or

entities responsible for the multi-jurisdictional trafficking of significant quantities of cocaine, heroin, or marijuana routed from other countries, and having the structure, hierarchy, and other evidence to suggest that individuals in the organizations are violating the Continuing Criminal Enterprise provisions of the Controlled Substances Act. The FBI's assessment supports our designations: New York, Miami, Los Angeles, and Houston are all classified as Level I drug distribution centers.

The DEA's Geographic Drug Enforcement Profiles also clearly support these high intensity drug trafficking area designations. DEA geographic profiles contain both qualitative and quantitative information on drug trafficking activities, and investigations target the most significant violators in the specific case. Investigations with a violator who heads a criminal organization managing five or more people from whom he receives substantial income or resources and who trafficks in large amounts of controlled substances are considered "Class I" cases. "Class II" cases involve violators who manage three or more people and traffic in smaller amounts of drugs.

In the FBI's Level I cities, there are an average of 1,240 DEA Class I investigations per city, two and a half times the number of such investigations in Level II cities. DEA's Class I investigations of Colombian cartel cases are focused predominately in the Level I cities as well, with each Level I city showing between 30 and 40 cartel investigations being conducted by DEA. On average, there are seven times as many Colombian cartel investigations being conducted in the FBI's Level I cities as in the Level II cities. [See figure on next page.]

In addition to the quantitative indicators from the FBI and DEA, drug trafficking patterns through each of these areas reinforce these designations:

**Houston:** Large-scale trafficking organizations use the Houston area as a hub for importing and transshipping heroin, cocaine, and marijuana from Latin America to other parts of the United States. Houston is an international shipping port and is a major road, rail, and air transportation hub geographically convenient to traffickers bringing drugs across the Southwest Border. Its cosmopolitan population provides cover for Latin American trafficking organizations, including the Medellin and Cali drug cartels.

**Los Angeles:** Los Angeles is a major port of entry and transshipment point for cocaine, Asian and Mexican heroin, and marijuana. The average price for a kilogram of cocaine in Los Angeles ranges from \$11,000-\$16,000, the lowest in the country. Los Angeles is also the source for the majority of PCP distributed nationwide. Gang activity poses an added law enforcement problem in Los Angeles, with an estimated 50,000 to 70,000 members belonging to some 750 gangs in L.A. County. The "Crips" and "Bloods" have the largest memberships (about 15,000 total) and close organizational ties to other parts of the

DEA Class I Investigations for FBI Level I and II Cities					
	Total <sup>1</sup>	Heroin	Cocaine	Dangerous Drugs <sup>2</sup>	Cannabis
FBI level I					
New York	1,613	535	1,029	20	24
Miami	1,627	47	1,367	77	173
Los Angeles	1,033	184	611	196	35
Houston	685	52	250	280	98
Average Level II	1,240	205	814	143	83
FBI level II					
Boston	244	32	160	9	43
Newark	339	59	234	23	23
Detroit	325	72	196	27	29
Chicago	670	141	470	37	22
San Diego	910	43	237	571	58
San Francisco	435	50	163	169	53
Average Level II	487	66	243	139	38

<sup>1</sup>Numbers for individual drug types may sum to more than the total shown because an investigation may target more than one type of drug.

<sup>2</sup>Includes methamphetamine, PCP and LSD.

Source: Bureau of Justice Statistics, 1989

United States. Gangs control a large share of the Los Angeles-based drug distribution networks.

**Miami:** Miami is a major center for importing cocaine and marijuana smuggled from South America and for transshipping it to all parts of the United States. Drug traffickers use the Miami area as a base of operations from which they can distribute multi-kilogram quantities of cocaine. In addition, local distribution rings supply Miami and other cities in South Florida and the Southeastern United States with crack.

**New York City:** New York City is a prominent importation center for heroin from Southeast and Southwest Asia, and for cocaine and marijuana from South America. Distributors in New York City supply significant quantities of heroin, cocaine hydrochloride, and crack to many Northeastern and mid-Atlantic states and the District of Columbia.

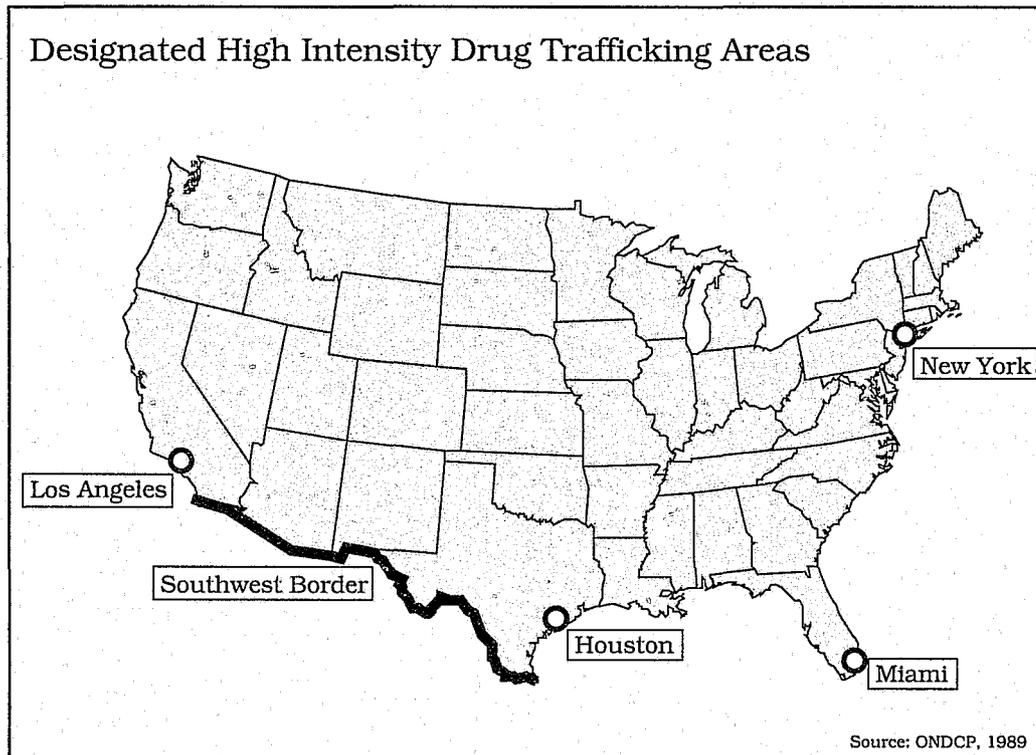
**The Southwest Border:** Extending from the Gulf of Mexico to the Pacific Coast, the U.S. border with Mexico is more than 1,900 miles long. The Southwest Border is a principal corridor for moving drugs — especially marijuana, heroin, and cocaine — into the United States. Not only is Mexico itself a chief source of the marijuana and heroin consumed in the United States, it is also a transit country for these drugs and for cocaine smuggled from South America. U.S. cities hardest hit by drug trafficking from the Southwest border include San Diego, El Paso, and Phoenix.

## Federal Assistance to Designated Areas

The purpose of the high intensity drug trafficking area designations is to identify areas experiencing the most serious drug trafficking problems in the Nation, and to determine the most pressing needs for Federal intervention. While many cities in the United States are experiencing substantial drug problems, it is the drug trafficking activities of organizations headquartered in New York, Miami, Houston, Los Angeles, and operating through the Southwest land border area which support much of those problems. Indeed, most of the drugs consumed throughout the United States flow through these areas.

The Congress appropriated \$25 million for Fiscal Year 1990 for use in High Intensity Drug Trafficking Areas, and the Administration is seeking to double the amount for the following year. These funds will be provided to Federal law enforcement agencies to increase their efforts targeted against drug trafficking organizations. In addition to these funds, the Administration is requesting more than \$1.3 billion for drug enforcement, treatment, and prevention activities intended for the five designated areas.

Additional Federal interdiction and criminal justice pressure will be brought to bear in these areas on the organizations conducting drug trafficking activities, in order to dismantle organizations and reduce the



levels of trafficking and violence. Large-scale drug trafficking activities involve numerous Federal criminal offenses, including racketeering, tax evasion, Bank Secrecy Act violations, illegal money transfers, immigration law violations, import/export violations, and firearms violations. This requires a line of attack based on enhanced Federal investigatory resources. Trafficking organizations are not always rigidly hierarchical, as are traditional organized crime organizations. Rather, they are frequently large, fluid, and loosely knit, reaching broadly into communities, requiring a line of attack based on enhanced State and local law enforcement efforts. Mounting successful attacks on trafficking and money laundering organizations generally exceeds the capabilities of individual law enforcement agencies. Given these factors, the Federal program for high intensity drug trafficking areas will emphasize multi-agency efforts.

The enhancement of Federal law enforcement resources to the areas now designated as High Intensity Drug Trafficking Areas is already underway. The same indicators of drug trafficking that resulted in these designations were evident during preparation of the September 1989 Strategy. Departments and agencies have taken these factors into account in their planning, and significant increases in effort have already been undertaken.

The two principal multi-agency structures for coordinated drug law enforcement are the Organized Crime Drug Enforcement Task Forces (OCDETF) and the Drug Enforcement Administration's State and Local Task Forces. They attack high-level and mid-level drug trafficking organizations, and will receive the largest infusion of new money and personnel. Overall, it is estimated that \$87 million will go to these organizations in high intensity drug trafficking areas in Fiscal Year 1991.

The Southwest border differs from the other high intensity drug trafficking areas in that drug enforcement here has a strong interdiction component. The objective of the law enforcement agencies deployed along the border is to deter drug smuggling by detecting, intercepting, tracking, and seizing shipments of illegal drugs and apprehending drug smugglers as they move from source countries across the U.S. border. Attaining these objectives relies heavily on intelligence developed through interdiction-specific and undercover investigations targeting drug smuggling and related money laundering organizations.

The Administration is requesting additional funding for increased interdiction activity along the border, including support by the military, the U.S. Customs Service, and the Immigration and Naturalization Service's uniformed Border Patrol. The Administration is requesting more agents and general arrest authority for the INS to carry out the interdiction mission. The Department of Defense has authorized a new Joint Task Force (JTF-6), to be located in El Paso, Texas, to provide

military support in the form of logistical assistance, equipment, intelligence, and operational planning to civilian law enforcement agencies in their drug control operations.

To provide for effective coordination of Federal programs in high intensity drug trafficking areas, the Department of Justice has been designated as the lead agency for HIDTA coordination in the New York, Miami, Houston, and Los Angeles areas, and the Department of Treasury has been designated as the lead agency for HIDTA coordination in the Southwest Border area. To ensure overall coordination of effort, committees of the Supply Reduction Working Group will be established for the four metropolitan areas and the Southwest Border. The Department of Justice will chair the committee responsible for coordination in the four metropolitan areas (HIDTA Committee), and the Department of Treasury will chair the committee responsible for coordination in the Southwest Border area (Southwest Border Committee).

To ensure coordination of effort at the field level, the Department of Justice will assign a senior official in each area as HIDTA coordinator, with responsibility to conduct all necessary coordination with State and local officials, Federal investigators and prosecutors, OCDETF and DEA State and Local task forces, and jail and prison administrators. The Department of Treasury will assign a senior official as coordinator for the Southwest Border area, with responsibility to conduct all necessary coordination with State and Local officials, Federal investigators and prosecutors, OCEDTF and DEA State and Local task forces, and jail and prison administrators, and JTF-6. The Southwest Border Coordinator will also serve as the Director of Operation Alliance, providing general supervision and direction to the existing Senior Tactical Coordinator; Operation Alliance will be expanded to support the full range of coordination needed in the border area. The HIDTA and Southwest Border coordinators will meet monthly with the HIDTA and Southwest Border Committees, respectively, and with a subcommittee of the State and Local Working Group to ensure that proper attention is given to HIDTA matters, and to facilitate the assessment of HIDTA programs.

Subsequent allocation of Federal resources will benefit from a planned assessment of requirements in each of the designated high intensity drug trafficking areas. Of the planned funds for Fiscal Year 1990, a portion will be allocated to each of the five areas for research and assessment to assist in determinations as to the most effective uses of Federal resources, including monies to assist State and local jurisdictions. The Departments of Justice and Treasury, acting through and on behalf of their respective committees, will plan and administer an assessment program for each area. The results of these programs will be used by Departments and ONDCP in planning and implementing programs in the high intensity drug trafficking areas.

## Increased Federal Resources to States and Localities

Apart from the resources dedicated specifically to high intensity drug trafficking areas in Fiscal Year 1990, the President is requesting significant increases in Fiscal Year 1991 Federal assistance to States and localities in drug law enforcement as well as in drug use prevention and treatment efforts. ONDCP also will work with the appropriate Federal agencies to determine if modifications in existing programs would be appropriate to allow the designated areas to receive priority consideration for discretionary grant funds and State formula grants.

Appendix B, which elaborates on the budget and program priorities of the National Strategy, offers additional detail concerning a requested 13 percent increase in Fiscal Year 1991 for Federal programs that provide assistance to States and localities — apart from funds devoted to high intensity drug trafficking areas. Briefly, the Federal programs providing increased support for all State and local drug reduction activity include the following:

**OCEDTF.** The Organized Crime Drug Enforcement Task Forces (OCEDTF) focus on multi-national or multi-State organized criminal enterprises involving high-level drug trafficking operations, including money laundering. The U.S. Attorneys, the DOJ Criminal and Tax Divisions, and eight Federal agencies — FBI, DEA, IRS, INS, the Customs Service, the Coast Guard, the Bureau of Alcohol, Tobacco, and Firearms, and the U.S. Marshals Service — investigate, arrest, and prosecute individuals engaged in drug trafficking enterprises, and seize and effect forfeiture of their assets.

The thirteen task forces cover specific regions of the country; each region encompasses a number of Federal judicial districts with a core city designated as the regional headquarters. For example, Miami is headquarters for the Florida-Caribbean Task Force, Houston is headquarters for the Gulf Coast, and San Diego is headquarters for the Southwest Border OCEDTF region. In Fiscal Year 1990, the OCEDTF budget is \$215 million; the Administration is requesting that this be increased to \$330 million for Fiscal Year 1991.

**DEA State and Local Task Forces.** These Task Forces were established to promote cooperation between DEA and State and local law enforcement officials, with the goal of immobilizing local drug trafficking groups. Currently, there are 48 formal DEA State and Local Task Forces operating in Chicago, Atlanta, Detroit, Los Angeles, New York, and other areas throughout the United States.

Task Force investigations lead to the arrest, prosecution, and conviction of drug traffickers and facilitate exchanges of intelligence that can provide a basis for more complex Federal investigations.

Approximately 25 percent of State and Local Task Force investigations have been turned over to OCDETF.

The Fiscal Year 1990 budget of \$32 million for DEA State and Local Task Forces would increase in Fiscal Year 1991 to \$42 million. Over \$4 million would go to purchase cars, radios, and other equipment to support participating State and local officers. Nine additional Task Forces would also be funded in FY 1991.

**Justice Grant Programs.** For Fiscal Year 1991, we are requesting \$45 million over the Fiscal Year 1990 budget (for a total of \$492 million) for technical and financial support provided by the Bureau of Justice Assistance. Most of this increase will go to grants for State and local programs aimed at controlling drug use and violent crime.

**Domestic Marijuana Eradication.** DEA's domestic marijuana eradication program was established to ensure coordination among Federal, State, and local agencies involved in eradicating marijuana grown in the United States, and to contribute funding, training, equipment, investigative resources, and aircraft to support such State and local efforts. Most domestic eradication occurs in parklands and other non-urban areas. The Fiscal Year 1991 request would add \$10 million to the 1990 level of \$4 million.

**Public Housing.** The Department of Housing and Urban Development grants will support drug control and elimination activities at public and assisted housing projects to help mobilize these communities against drug dealing and drug use. We are requesting an additional \$52 million over the Fiscal Year 1990 level of \$98 million for this program. These grants can be used for security improvements, drug prevention, education, counseling, and referral activities aimed at controlling and eliminating drug use in public housing.

**State National Guard Funding.** The Administration will seek \$81 million in Fiscal Year 1991 for DOD's funding for State National Guard units to carry out marijuana eradication and drug interdiction operations in support of State and local law enforcement.

**Drug Treatment.** The Administration is requesting additional resources for the Alcohol, Drug Abuse and Mental Health Administration (ADAMHA). The Fiscal Year 1991 funding request will increase ADAMHA's grant funding to States for drug abuse treatment from \$686 million to \$760 million.

**Prevention.** For Fiscal Year 1991, the Administration is seeking \$283 million, an increase of \$48 million over Fiscal Year 1990, for drug prevention programs funded by ADAMHA.

The Drug-Free Schools and Communities Act authorizes grants to the States for drug education and prevention activities. The Administration recommends that funding for the Department of Education's drug prevention activities be increased from \$539 million in Fiscal Year 1990 to \$593 million in Fiscal Year 1991.

## Appendix A

**ONDCP.** In addition to increasing the budgets of other programs and agencies that assist States and localities, the Administration is requesting an increase for the Office of National Drug Control Policy. The added \$30 million requested for Fiscal Year 1991 (a total of \$67 million) will allow ONDCP to supplement the efforts of law enforcement agencies attacking the drug trafficking problem. Further, the Director of ONDCP possesses the statutory authority to reassign Federal personnel on a temporary basis — with the concurrence of the department secretary or agency director who employs them — to address critical local needs.

# Federal Implementation and Resource Requirements

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As stated in the September 1989 National Drug Control Strategy, the Nation's drug control program is an integrated system. Changes made to one part of the system have an effect on other parts of the system. Enhanced law enforcement, for example, invariably leads to increased pressure on the courts and prisons. Increased attention on user accountability motivates people to stop their drug use and this leads to more demand for treatment. Emphasis applied to one part of the system increases pressure on another part.

If we are to be successful in our fight against drug use, we must begin to see the drug control program as an integrated system that will be most effective when all aspects of it are receiving proper and balanced attention.

The Anti-Drug Abuse Act of 1988 requires the Strategy to describe the balance of resources devoted to supply reduction and demand reduction activities. Often, law enforcement resources are viewed entirely as supply reduction in nature and only those resources that are directly spent on education or treatment activities are considered demand reduction. By this definition, the Strategy recommends a 1991 budget that is approximately 71 percent supply reduction and 29 percent demand reduction. This division is the same as the 1990 level.

But a supply/demand distinction that looks only at the bottom line of the budget to determine whether our efforts are appropriately balanced between supply and demand reduction activities is too simplistic and overlooks three very important factors. First, supply reduction activities are inherently expensive (patrol cars, aircraft, and prisons are all very costly), whereas many demand reduction activities rely less on capital outlays and more on community involvement and individual commitment: getting schools to treat drug use seriously, for example, doesn't necessarily require a large budget. Second, many supply

## Appendix B

reduction activities are intrinsically government functions (international operations and high-seas interdiction, for example, can only be performed by the Federal government), whereas most demand reduction efforts can and should be shared by our families, schools, churches, and communities. Third, many supply activities also have a very profound impact on demand reduction, and are so intended. When, for example, a juvenile is arrested and punished for illegal drug use it sends a message to his friends and schoolmates that will deter them from drug use. Thus, while 71 percent of the budget's "bottom line" is for activities traditionally thought of as supply reduction, a large portion of this funding will have an impact on and is aimed at reducing demand.

This section presents the program and budget priorities for Fiscal Years 1991-1993 and concludes with a presentation, by agency, of the resource requirements for Fiscal Year 1991. Further detail on the Fiscal Year 1991 request is contained in the Budget Summary, issued as a separate volume of the 1990 National Drug Control Strategy. These resources are needed to implement the National Drug Control Strategy and provide balanced funding for the overall drug program. For Fiscal Year 1991, the Administration is seeking \$10.6 billion dollars in drug-related funding — a \$4.3 billion (69 percent) increase since taking office twelve months ago and a \$1.1 billion (12 percent) increase over the current fiscal year. Actual spending — the budget outlays — for Fiscal Year 1991 will increase by \$2.8 billion, a 41 percent increase in just one year.

### BUDGET AUTHORITY IN MILLIONS OF DOLLARS

	FY 1989	FY 1990	FY 1991	FY 90-91 Increase	
				\$	%
Criminal Justice	2,682	4,191	4,279	88	2
Treatment	888	1,337	1,492	155	12
Education/Community/Workplace	677	1,118	1,242	124	11
International Initiatives	304	419	690	271	65
Interdiction Efforts	1,467	2,029	2,373	344	17
Research	231	318	383	65	20
Intelligence	53	71	172	101	142
<b>TOTAL</b>	<b>\$6,302</b>	<b>\$9,483</b>	<b>\$10,631</b>	<b>+\$1,148</b>	<b>+12</b>

The figures for Criminal Justice include the costs of Federal prison construction, which in FY 1990, totaled approximately \$1 billion. Because prison construction costs do not recur in subsequent years, the true programmatic increase from 1990 to 1991 is actually \$1 billion higher than the figures above would indicate. Adjusting for this, the FY 1990 to FY 1991 Criminal Justice increase equals 34 percent.

## National Funding Priorities For Fiscal Years 1991 - 1993

### **The Criminal Justice System**

- Increase assistance to State and local law enforcement;
- Increase the number of DEA and FBI agents and support personnel, and technical, information, and communications capabilities;
- Provide additional OCDETF personnel and resources for investigations of drug trafficking;
- Expand resources for money laundering investigations, including resources for FINCEN;
- Expand DEA State and local task forces and other Federal/State/local task force efforts;
- Automate DEA reporting capabilities;
- Increase the BATF Armed Career Criminal Program;
- Expand and improve the DEA and Customs Service precursor chemical programs;
- Increase investigations against domestic marijuana growers and distributors and reduce domestic marijuana production;
- Augment U.S. prosecutorial resources;
- Increase the capacity of the U.S. Courts, including additional judgeships, clerks, administrators, court officers, and legal services for indigent defendants in the Federal judicial system;
- Expand the Substance Abuse Treatment Program of the U.S. Probation Office to increase treatment availability as well as maintain adequate supervision of probationers receiving drug treatment;
- Increase the capacity of the Federal prison system;
- Establish a drug testing information clearinghouse to promote drug testing within the criminal justice system;

## Appendix B

- Increase the availability and quality of Federal prison drug treatment services;
- Augment the National Institute of Corrections' State and local training programs;
- Help the police get people who are driving while under the influence of drugs off the highways; and
- Encourage efforts to promote user accountability.

### **Drug Treatment**

- Increase the availability and quality of treatment services;
- Increase vocational counseling, training services, and aftercare for recovering drug addicts;
- Expand and improve outreach and treatment services for pregnant women and babies;
- Increase the availability and quality of drug treatment in correctional facilities;
- Encourage development, demonstration, and testing of innovative approaches to treatment, such as drug treatment campuses, at the Federal and State levels;
- Improve programs of data collection, service-related and biomedical research, evaluation, demonstrations, and dissemination;
- Expand programs of fellowships and grants to increase the quality and number of professionals and other personnel available to staff treatment programs and to improve mid-career training for treatment professionals; and
- Establish an Office for Treatment Improvement within the Department of Health and Human Services to better administer the block grant program and provide national leadership to improve the quality of drug treatment.

**Education, Community Action, and the Workplace:**

- Increase drug prevention efforts in housing projects;
- Get more communities to mobilize against drug use by expanding the number of community-based prevention programs;
- Increase the number and quality of school-based drug education programs;
- Improve programs for data collection, research, evaluation, demonstrations, and dissemination;
- Stimulate private sector and volunteer efforts in prevention;
- Assist the private sector with drug-free workplace programs, especially those involving small businesses; and
- Strengthen multi-national efforts in demand reduction.

**International Initiatives:**

- Increase military and law enforcement assistance to the Andean countries; provide economic assistance to Colombia, Peru, and Bolivia for alternative income programs;
- Increase law enforcement and other programs with Mexico, the drug transit country of principal concern;
- Increase law enforcement and military programs supporting drug control efforts of other South American producer and transit countries (Ecuador, Venezuela, Paraguay, Argentina, Chile and Brazil);
- Increase cooperative law enforcement programs with Central American countries;
- Develop high-priority initiatives to counter opium and heroin production and trafficking based on the forthcoming heroin study; and
- Expand international public information initiatives against drug production, trafficking, and consumption, with particular emphasis on USIA staffing (domestic and foreign) and programming.

**Interdiction Efforts:**

- Enhance U.S. Customs Service land interdiction activities including increased Southwest border inspections;
- Augment Immigration and Naturalization Service efforts at and between ports of entry by increasing personnel, equipment, and inspection facilities;
- Improve the Automated Data Processing programs of the Customs Service, INS, and the Coast Guard;
- Continue to bring on-line the Command, Control, Communications and Intelligence (C3I) systems, and integrate them with the DOD Joint Task Forces;
- Improve the DOD capability for sorting air targets; and
- Increase the Customs Service canine drug detection teams and expand canine training facilities.

**Research**

- Increase our application of developing drug enforcement technologies;
- Improve data collection programs, treatment and prevention evaluations, research demonstration projects, and information dissemination; and
- Expand drug addiction and treatment research, including medications development.

**Intelligence:**

- Create and support a National Drug Intelligence Center;
- Augment the El Paso Intelligence Center with additional analysts, support personnel, and an upgraded Automated Data Processing system;
- Increase drug control intelligence sharing programs with Central American Countries; and
- Augment our overall drug intelligence capabilities.

## National Drug Control Budget Summary

### Budget Authority (Millions of Dollars)

	FY1989 Actual	FY1990 Estimate	FY1991 Request
<b>Office of National Drug Control Policy</b>	\$3.5	\$37.0	\$66.5
Special Forfeiture Fund	0.0	109.0	128.0
<b>Department of Justice</b>			
DEA	542.9	548.7	700.0
FBI	209.9	140.6	172.1
OCDE	0.0	214.9	330.0
Criminal Division	13.3	11.5	18.3
Tax Division	2.2	1.4	1.5
U.S. Attorneys	134.0	137.1	182.2
U.S. Marshals	124.4	154.2	201.0
Prisons	787.5	1,502.8	1,044.8
Support of Prisoners	72.1	111.0	135.0
INS	126.4	128.0	140.9
OJP	185.6	481.0	525.6
Forfeiture Fund	271.6	356.8	372.0
INTERPOL	0.7	1.1	1.4
	2,470.6	3,789.1	3,824.8
<b>Department of the Treasury</b>			
Customs	525.2	625.7	579.0
IRS	68.3	66.3	77.0
ATF	89.0	94.7	100.9
Secret Service	2.3	2.6	3.1
FLETC	17.7	17.2	18.9
	702.5	806.5	778.9
<b>Department of Transportation</b>			
Coast Guard	633.5	675.0	731.5
FAA	7.5	22.4	31.4
NHTSA	2.0	6.1	9.7
	643.0	703.5	772.6
<b>Department of State</b>			
INM	101.0	113.0	150.0
AID	16.4	48.1	224.3
USIA	2.8	3.1	3.1
Military Assistance	21.6	131.4	151.0
	141.8	295.6	528.4
<b>Department of Agriculture</b>			
Agriculture Research Service	1.3	1.5	6.5
U.S. Forest Service	5.2	5.2	11.1
	6.5	6.7	17.6

**National Drug Control Budget Summary (Continued)****Budget Authority (Millions of Dollars)**

	FY1989 Actual	FY1990 Estimate	FY1991 Request
<b>Department of the Interior</b>			
Bureau of Land Management	1.3	6.9	6.9
National Park Service	1.1	6.1	12.5
Bureau of Indian Affairs	10.6	14.6	16.8
Fish and Wildlife Service	0.0	0.8	1.0
Office of Ter. & Intntl. Afrs.	0.4	1.1	1.7
	13.4	29.5	38.9
<b>Department of Health and Human Services</b>			
ADAMHA	716.0	1,197.4	1,375.9
HCFA	140.0	170.0	190.0
CDC	20.0	25.2	30.2
IHS	18.7	32.8	33.0
FDA	7.0	7.2	7.4
HDS	30.0	29.6	35.6
FSA	3.0	1.9	0.0
	934.7	1,464.1	1,672.1
<b>Department of Defense</b>	501.6	877.6	1,207.9
<b>Department of Housing and Urban Development</b>	8.2	98.4	150.0
<b>Department of Education</b>	376.3	562.5	617.7
<b>Department of Labor</b>	38.6	71.6	87.5
<b>Department of Veterans Affairs</b>	242.0	271.4	300.0
<b>ACTION</b>	10.1	9.2	9.6
<b>District of Columbia</b>	0.0	27.0	27.0
<b>U.S. Courts</b>	208.8	324.5	403.2
<b>Total Federal Program</b>	<b>\$6,301.6</b>	<b>\$9,483.2</b>	<b>\$10,630.7</b>

For further detail on the National Drug Control Budget, see the companion volume entitled "Budget Summary."

# Drug Policy Management Agenda

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A key factor in the success of our overall national effort to fight drug use is the Administration's effort to improve the management and coordination of Federal anti-drug programs. The September 1989 National Strategy confirmed the need to make management improvements and target Federal drug control resources at the drug problem.

In order to meet these goals, the Office of National Drug Control Policy has established a management agenda. For Fiscal Year 1990, the agenda gives particular attention to Federal coordinating mechanisms and senior-level management committees established to coordinate the Strategy's objectives. These committees and their working groups will oversee the implementation of the National Strategy in critical areas dealing with supply reduction, demand reduction, money laundering, and research and development.

The Office of National Drug Control Policy (ONDCP) is spearheading Congressionally mandated studies to examine organizational changes within the Executive Branch that are necessary for better drug policy development and implementation. ONDCP is also launching several specific management improvement initiatives to increase efficiency and coordination for anti-drug programs at the Federal level. Some of these initiatives are already underway. Each national drug control program agency has provided ONDCP with implementation plans that detail specific agency drug control activities and anticipated project completion dates. ONDCP will use these implementation plans to monitor the Federal agencies' progress toward meeting the September 1989 National Strategy goals.

To ensure overall Executive Branch consistency in Federal anti-drug programs, ONDCP will review all drug-related regulatory actions, data collections, legislation, and testimony proposed by Federal agencies relating to drug policy. Federal drug-related policies and initiatives

will continue to be coordinated by ONDCP. ONDCP will ensure that these proposals promote the priorities of the Administration's National Drug Control Strategy.

The management policies put forth by ONDCP are intended to ensure that there is order and uniformity in the Administration's many drug programs. Highlights of the steps taken so far are described below.

## Coordinating Mechanisms

**Supply Reduction Working Group.** The Supply Reduction Working Group was established in accordance with the September 1989 National Strategy. It is designed to act as a central coordinating body to oversee the implementation by national drug control agencies of the policies, objectives, and priorities defined in the Strategy. The group will provide oversight and identify new areas where agencies could work together more efficiently or effectively within existing relationships.

The Supply Reduction Working Group is chaired by the ONDCP Deputy Director for Supply Reduction, and includes representatives from the following departments and their constituent agencies: State, Defense, Justice, Treasury, Interior, USDA, Transportation, CIA, NSC, and OMB. The Working Group has met three times since its inception. The meetings focused primarily on implementation plans for executing the Strategy and on improving interagency coordination.

Subcommittees and working groups will be established in specific areas to address supply reduction issues. The State and Local Drug Enforcement Working Group will ensure that national policy decisions include the concerns of our State and local agencies and their respective national organizations. The Interdiction Committee, which has been in existence for over two years, will continue to function as the primary coordinating body for interdiction matters under the sponsorship of the Supply Reduction Working Group. And an ad hoc body called the Southwest Border Planning Group has already been formed to develop short- and long- range initiatives relating to drug threats along the U.S. Southwest Border. Other working groups may be established to review supply reduction implementation plans, interdiction strategies, and domestic and international drug enforcement matters.

**Demand Reduction Working Group.** The Demand Reduction Working Group was established in accordance with the September 1989 National Strategy. This Working Group considers demand-related drug policy issues, coordinates and oversees the implementation of demand reduction activities by national drug control agencies, and coordinates government-wide outreach efforts. The Working Group meets quarterly, and is chaired by the ONDCP Deputy Director for Demand Reduction. Membership includes representatives from the following departments

and agencies: Education, Energy, Housing and Urban Development, Health and Human Services, Defense, Interior, Justice, Labor, Transportation, Treasury, State, Veterans Affairs, and the Office of Management and Budget.

The Demand Reduction Working Group has four permanent subcommittees: Treatment, Education/Prevention, Workplace, and International. The subcommittees are responsible for developing new initiatives, submitting proposals for streamlining the overlapping demand-reduction activities of Federal agencies, and identifying any interagency disputes that arise over drug policy implementation.

During the upcoming year, the subcommittees will be working on specific demand-related initiatives identified in the September 1989 Strategy, such as improving coordination between the treatment and criminal justice systems; expanding the availability of treatment sites; enhancing the ability of communities to mount effective prevention programs; and promoting drug-free workplace programs in the private sector.

**Research and Development Committee.** The September 1989 National Strategy calls for a Drug Control Research and Development Committee (R&D) under the auspices of the ONDCP. This committee, established on November 11, 1989, identifies, develops, and coordinates the Administration's overall Strategy objectives for drug control research, ADP/telecommunications support, and information sharing. The primary functions of the Committee are to recommend to the Director of ONDCP policies and priorities for drug-related research and development, coordinate Federal research and data collection activities, eliminate gaps in current data collections, assist agencies in acquiring new technology to detect drug use, and oversee ADP and communications planning and implementation.

The R&D Committee structure will have two senior-level Boards: the Internal R&D Policy Board and the Drug Control R&D Advisory Board. Both are chaired by the ONDCP Director. The mission of the Internal Policy Board is to establish the long-term direction and provide policy guidance for the R&D efforts of Federal drug control agencies. Membership includes the ONDCP Deputy Directors for Supply and Demand Reduction, the ONDCP Associate Director of the Bureau of State and Local Affairs, and an ONDCP Special R&D Advisor.

The Drug Control R&D Advisory Board provides agency feedback to the Policy Board and recommends changes in national R&D policy. Membership includes representatives of the Supply and Demand Reduction Working Groups, other drug supply and demand reduction agencies, and (when appropriate) the private sector R&D community. Both of the R&D Advisory Boards meet regularly.

The R&D Committee also includes three separate working committees: Data Collection, Evaluation, and Information Dissemination; Science and Technology; and Medical Research. These Committees meet as needed and are chaired by the ONDCP Director of Planning, Budget and Administration, the Deputy Director, Office of Supply Reduction, and the Deputy Director, Office of Demand Reduction, respectively. Membership on each working committee includes representatives of appropriate Federal agencies. These three Committees will create ad hoc working groups on specific tasks as needed.

**Drug-Related Financial Crimes Policy Group.** The September 1989 Strategy calls for the creation of a Financial Targeting Group — subsequently renamed Drug-related Financial Crimes Policy Group (DFCPG). The mission of the DFCPG is to review and recommend all Federal Government policies for curtailing the illegal flow of currency and assets into and out of the United States and within our national borders. Such policies include those related to identifying, tracing, freezing, seizing, and effecting forfeiture of proceeds from drug-related criminal activities.

The ONDCP Deputy Director for Supply Reduction will chair the DFCPG. Membership will include representatives at the Assistant Secretary level from the Departments of Treasury, Justice, State, the National Security Council, and the Intelligence Community. The DFCPG may create ad hoc working groups to address specific issues. Such groups will be chaired by the Department of Treasury when they deal with policy matters relating to financial institutions. The DFCPG is not operational; rather, its major functions are to review, monitor, and coordinate all drug-related Federal anti-money laundering policies, and to foster cooperation between and among Federal law enforcement and regulatory agencies and the private sector.

**Drug Control Program Agencies.** Section 1010 of the Anti-Drug Abuse Act of 1988 defines "National Drug Control Program Agency" as "any department or agency and all dedicated units thereof, with responsibilities under the National Drug Control Strategy." In accordance with this definition, ONDCP identifies the following departments, bureaus, agencies, and divisions listed on the facing page as National Drug Control Program Agencies:

## National Drug Control Program Agencies

### Office of National Drug Control Policy

#### Department of Justice

Drug Enforcement Administration  
 Federal Bureau of Investigation  
 U.S. Attorneys  
 Tax Division  
 Criminal Division  
 Executive Office of Asset Forfeiture  
 U.S. Marshals Service  
 Bureau of Prisons  
 Immigration and Naturalization Service  
 Office of Justice Programs  
 INTERPOL/U.S. National Control Bureau

#### Department of the Treasury

U.S. Customs Service  
 Internal Revenue Service  
 Bureau of Alcohol, Tobacco, and Firearms  
 Secret Service  
 Federal Law Enforcement Training Center

#### Department of Transportation

U.S. Coast Guard  
 Federal Aviation Administration  
 National Highway Traffic Safety  
 Administration

#### Department of Agriculture

Agriculture Research Service  
 U.S. Forest Service

#### Department of the Interior

Bureau of Land Management  
 National Park Service  
 Bureau of Indian Affairs  
 Fish and Wildlife Service  
 Office of Territorial and International  
 Affairs

#### Department of Health and Human Services

Alcohol, Drug Abuse, and Mental Health  
 Administration  
 Indian Health Service  
 Food and Drug Administration  
 Office of Human Development Services  
 Centers for Disease Control  
 Family Support Administration

#### Department of Education

Office of the Assistant Secretary  
 for Elementary and Secondary Education  
 Office of the Assistant Secretary  
 for Post-Secondary Education  
 Office of Educational Research  
 and Improvement

#### Department of State

Bureau of International Narcotics Matters  
 Bureau of Politico/Military Affairs

#### Department of Defense

#### Department of Housing and Urban Development

#### Department of Labor

#### Department of Veterans Affairs

#### U.S. Judiciary

#### ACTION

#### Agency for International Development

#### U.S. Information Agency

#### Central Intelligence Agency

In addition, though they are not National Drug Control Program agencies, the following accounts also are part of the National Drug Control Program budget:

#### Special Forfeiture Fund (ONDCP)

#### Asset Forfeiture Fund (Justice)

#### Organized Crime Drug Enforcement Task Forces (Justice)

#### Support for Prisoners (Justice)

#### Foreign Military Financing (State)

#### International Military Education and Training (State)

**Lead Agency Designations.** Section 1005 of the Anti-Drug Abuse Act of 1988 requires the President to designate lead agencies with areas of responsibility for carrying out the National Drug Control Strategy. The Office of National Drug Control Policy, also established by the 1988 Act, coordinates all national drug policy and thereby is, in essence, the "lead" agency for national policy in this area. Coordination of particular drug-related activities is also achieved through the various committees of both the Supply and Demand Reduction Working Groups, under the auspices of the Director of ONDCP. Member agencies and departments of these subcommittees — drawn from the list of National Drug Control Program Agencies named above — are responsible for the development of plans and programs necessary to implement national drug policy in the areas addressed by their respective committees.

Within the Demand Reduction Working Group, four major policy areas are addressed through the committee structure: treatment, education and prevention, workplace, and international demand reduction.

Responsibility for developing supply reduction policy is vested in the Supply Reduction Working Group, chaired by ONDCP, and comprised of senior officials of the Departments of State, Justice, Treasury, Transportation, Defense, and the Central Intelligence Agency. Four major policy areas are also addressed through the committee structure: interdiction (Border Interdiction Committee), high intensity drug trafficking areas, the Southwest border, and State and local drug enforcement.

In addition to the role played by all members of these committees, the Department of Defense has been designated by statute to be the lead agency for detection and monitoring, a component of interdiction. The Drug Enforcement Administration has been designated as the lead agency for foreign drug law enforcement intelligence, and the Central Intelligence Agency, in its role as lead agency for national foreign intelligence, is likewise designated as lead agency for national foreign intelligence as it relates to drugs.

## Management Studies

**Executive Branch Reorganization Study.** The Anti-Drug Abuse Act of 1988 requires ONDCP to study the need to group, coordinate, and consolidate drug control agencies and functions. Since 1966, there have been not less than 16 significant proposals to reorganize Federal drug control programs. The creation of ONDCP in the 1988 Act is only the most recent change.

With the September 1989 National Strategy now being implemented, time is needed to assess the operations of the current agency drug structure under the Strategy program guidance and funding levels. Therefore, other than the improvements cited in this chapter, and the

creation of a National Drug Intelligence Center, ONDCP recommends no major organizational changes at this time. The Executive Branch Reorganization Study, containing this conclusion and recommendation, will be submitted to Congress following the release of this Strategy.

ONDCP will continue to assess the drug problem to find better ways to execute the law, manage programs effectively, reduce expenditures, and promote economy. As needed improvements become apparent, they will be reported to the President and Congress.

**Department of Justice Reorganization Report.** ONDCP, as mandated by the Anti-Drug Abuse Act of 1988, examined the necessity of a new division or other organizational changes within the Department of Justice (DOJ) to promote better civil and criminal law enforcement. A report on the scope of the study, its findings, and its recommendations was made to Congress on December 1, 1989.

The study noted the management initiatives on the part of the Department of Justice, and that successful application of these initiatives would require the effective national coordination and policy oversight of the United States Attorneys by the Attorney General. The study also found that sufficient resources were provided in 1990 to assure this coordination for the Narcotic and Dangerous Drug Section and the Office of International Affairs, Criminal Division. Finally, it concluded that a new division within the Department, or a fundamental reorganization, would be detrimental to the national drug control effort, as well as to specific congressionally-mandated missions of the various bureaus within the Department.

**Research and Development Facilities Plan.** Section 6163 of the Anti-Drug Abuse Act of 1988 directed ONDCP to develop a comprehensive plan for using no fewer than eight existing Federal research and development facilities to: 1) develop technologies for application to Federal law enforcement agency missions; and 2) to provide research, development, technology, and evaluation support to Federal law enforcement agencies.

On November 15, 1989, ONDCP submitted the Research and Development Facilities Plan to Congress. The Plan establishes a framework for Federal research and development facilities to provide Federal, State, and local law enforcement agencies with research, development, technology, and evaluation support in the war on drugs.

The Science and Technology Working Committee, a component of the ONDCP Research and Development Committee, will provide oversight of this plan by prioritizing the requirements of law enforcement agencies for advanced technology to assist law enforcement efforts, matching these requirements with the capabilities of Federal R&D facilities, and by identifying funding required for approved projects.

During the upcoming year, the Science and Technology Committee will initiate a longer-term and more complete process to formalize Federal, State, and local law enforcement requirements. This process is

intended to stimulate more comprehensive projects for matching technology with requirements, or developing new technology to support drug enforcement programs.

**Communications.** The September 1989 National Strategy provides for the Communications Interoperability Working Group to expand its membership to include State and local representation. This Working Group will facilitate implementation of the National Telecommunications Master Plan and Telecommunications Implementation Plan for Drug Enforcement, and guide the acquisition and use by agencies of secure communications equipment.

Additional primary responsibilities of the Working Group include it acting as an advocate for communications issues between the Federal Government and private industry, coordinating the development of requirements for communication systems, facilitating memorandums of agreement between agencies, and facilitating equipment purchases through coordination of planned procurement.

The September 1989 National Strategy also provides that the Department of Defense (DOD) become the executive agent for implementing communications systems to support drug enforcement activities. To meet this responsibility, DOD has established the Counter-Drug Telecommunications Integration Office within the Defense Communications Agency for all drug-related actions.

**Automated Data Processing.** Under the auspices of the Supply Reduction Working Group, and chaired by the Federal Bureau of Investigation, the Interagency Working Group on Automated Data Processing (ADP) will explore and promote advanced technology to master the diverse, complex, and often sensitive information handling problems related to the collection and dissemination of large amounts of drug problem data. ADP issues will also be pursued as they specifically relate to domestic law enforcement, border control, drug interdiction, money laundering, and international operations.

## Specific Improvements

**Office for Treatment Improvement.** To address the need for expansion and reform in Federally supported drug treatment programs, the Department of Health and Human Services (HHS) has created a new office, the Office for Treatment Improvement. Housed in the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), the Office will provide national leadership for the Federal effort to improve the Nation's drug treatment system, as well as associated problems of alcoholism and mental illness.

The Office's responsibilities will include: administering the ADAMHA block grant program; providing technical assistance to States; working with the States and other communities to upgrade the quality and

effectiveness of drug treatment; and supporting demonstration projects to strengthen treatment programs with emphasis on pregnant women and their infants, adolescents, and residents of public housing.

**Information Clearinghouses.** The September 1989 National Strategy requires that a single clearinghouse or other effective mechanism be created to increase the efficiency and coordination among the principal national data clearinghouses: the National Criminal Justice Research Service (Department of Justice), The National Clearinghouse for Alcohol and Drug Information (Department of Health and Human Services and Department of Education), and the Drug Information and Strategy Clearinghouse (Department of Housing and Urban Development).

ONDCP has convened a working group of the sponsoring agencies, which is accomplishing the Strategy's objectives. The clearinghouses are taking immediate actions within their existing contracts to improve their mutual coordination and linkages. At the same time, a technical assessment of clearinghouse activities and potential methods of automated linkages has already been initiated. The technical assessment, to be completed by March 1990, will be the basis for the necessary modifications to link the clearinghouses and provide a single point of entry. The new mechanisms will be put in place during the current year.

**National Drug Intelligence Center.** The September 1989 National Strategy requires ONDCP to establish and chair an interagency working group to develop a proposal for a strategic drug intelligence center. ONDCP's proposal for the National Drug Intelligence Center is described in a preceding chapter of this report ("An Intelligence Agenda").

**Denial of Federal Benefits.** The Anti-Drug Abuse Act of 1988 (Section 5301) permits State and local courts to deny certain Federal benefits to individuals convicted of any Federal or State offense involving the distribution or possession of controlled substances. These Federal benefits could include any grant, contract or loan, or professional or commercial license from an agency of the United States. Some benefits, such as welfare, social security, disability, veterans benefits, and treatment for addicts convicted of possession who agree to undergo long-term rehabilitation, are exempted from coverage.

In August 1989, President Bush issued a report to Congress requiring ONDCP to monitor implementation of Section 5301 requirements and to determine if legislative changes are needed. ONDCP is monitoring Federal agency implementation of this program and will determine after six months if legislative changes are required to carry out the law's intent effectively.

**ONDCP Programming and Budgeting System.** The Anti-Drug Abuse Act of 1988 states that the Director of ONDCP shall establish a National Drug Control Strategy and coordinate and oversee the implementation of a consolidated National Drug Control Program budget. To

improve management, an ONDCP Programming and Budgeting System (PBS) is being established to support programmatic and budgetary decisions. The cornerstone of the system will be the identification of capabilities needed to implement the President's National Drug Control Strategy. This Programming and Budgeting System will also aid in Congressionally mandated budget certification.

**Model Legislation on Drug-Free Workplaces.** The September 1989 National Strategy directs ONDCP to draft model legislation for drug-free workplaces in State and local governments, and for their contractors and grantees. With advice from appropriate Federal agencies and outside organizations, ONDCP is developing model legislation that, if adopted by State legislatures, would require all State contractors and grantees to adopt drug-free workplace programs, permit States to suspend or revoke the professional licenses of people convicted of drug-related crimes, and protect employers from lawsuits in connection with approved drug testing programs.

**Office of Personnel Management Performance Standard.** The September 1989 National Strategy calls for the Office of Personnel Management (OPM) to develop a model performance standard which encourages and facilitates interagency cooperation on drug issues. OPM has prepared a sample generic performance standard which Federal agencies can use as a basis for enhancing coordination and cooperation among officials with drug policy and control responsibilities. OPM expects to issue this standard in March, 1990.

# Quantified Two- and Ten-Year Objectives

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Section 1005 of the Anti-Drug Abuse Act of 1988 requires that each National Drug Control Strategy include "comprehensive, research-based, long-range goals for reducing drug abuse in the United States," along with "short-term measurable objectives which the Director determines may be realistically achieved in the two-year period beginning on the date of the submission of the Strategy."

As noted in previous sections of this report, and the September 1989 Strategy, scarce or incomplete drug-related data hamper policy planning on a number of important fronts. (As noted in the Research chapter, the improvement of this data is a major priority.) What's more, even fully reliable drug-related data may occasionally be open to different or conflicting interpretation. For example, a rise in the number of drug arrests might suggest a comparable rise in drug violations; on the other hand, it might also mean that law enforcement has improved. Likewise, increased drug seizures might indicate that we are successfully reducing the supply of drugs in the United States, but they might instead be the result of a sharp jump in supply. No single statistic, by itself, can accurately reflect the full complexity of our current drug epidemic or the progress of our multi-faceted Strategy to control the epidemic.

Just the same, used with care and taken together, statistical measures can and do provide at least tentative, rough indications of ebb and flow in the fight against drugs. The most meaningful of these indicators measure rates of illegal drug use, public attitudes toward illegal drug use, trends in drug-associated health problems, aspects of drug-related crime, and evidence of drug availability nationwide. Nine such statistical measures were identified in the September 1989 Strategy and two-and ten-year objectives were established for each of these measures.

Pending desired improvements in the methodology and accuracy of drug-related data, the Administration will revalidate these objectives in the February 1991 Strategy submission. The quantitative goals in this Strategy use the same baseline as that used in the 1989 Strategy; the goals are simply projected forward for an additional year at the same rate.

As noted in the first Strategy, all nine sets of objectives can be achieved only if there is full Federal, State, and local implementation of the National Drug Control Strategy. These goals are ambitious and will require a concerted National effort to be achieved. The Administration believes them to be realistic and attainable, nonetheless, despite the difficulty of reversing trends which have built up over decades.

**Current Overall Drug Use.** The NIDA Household Survey tracks drug use in several broad categories (e.g., lifetime use, past year use, and past month use). Past month or "current" use is the most widely cited of NIDA's statistical samples, and it has become a common shorthand indicator of the state of our problem with drugs. The 1988 Household Survey indicates that current illegal drug use is off sharply throughout the United States among most groups of people and for most illegal drugs. This decline most likely reflects success with those users easiest to treat or otherwise persuade. Further reductions in current use may well be more difficult but nevertheless remain a high priority.

Two-Year Objective: a 15 percent reduction in the number of people reporting any illegal use of drugs in the past month.

Ten-Year Objective: a 55 percent reduction in the number of people reporting any illegal use of drugs in the past month.

**Current Adolescent Drug Use.** The latest Household Survey indicates significant decreases in current drug use among all age groups, but the smallest such decrease is for adolescents (ages 12-17). This particularly vulnerable group remains a major concern in the future.

Two-Year Objective: a 15 percent reduction in the number of adolescents reporting any illegal use of drugs in the past month.

Ten-Year Objective: a 55 percent reduction in the number of adolescents reporting any illegal use of drugs in the past month.

**Occasional Cocaine Use.** Because drug use in individuals follows unpredictable patterns — and any cocaine use may lead to addiction — even relatively infrequent cocaine use is cause for concern. NIDA estimates that 2.8 million fewer people used cocaine on a less-than-once-a-month basis in 1988 than in 1985. This drug use measure must continue to fall.

**Two-Year Objective:** a 15 percent reduction in the number of people reporting less often than once-a-month cocaine use in the past year.

**Ten-Year Objective:** a 55 percent reduction in the number of people reporting less often than once-a-month cocaine use in the past year.

**Frequent Cocaine Use.** Among Household Survey respondents reporting any cocaine use in the preceding twelve months, the percentage reporting weekly or more frequent use doubled between 1985 and 1988. Much of this alarming increase probably reflects crack use. Frequent or addicted cocaine use represents our most serious and difficult short-term challenge.

**Two-Year Objective:** a 60 percent reduction in the rate of increase in the number of people reporting weekly or more frequent cocaine use.

**Ten-Year Objective:** a 60 percent reduction in the number of people reporting weekly or more frequent cocaine use.

**Current Adolescent Cocaine Use.** NIDA reports that the rate of current (past month) cocaine use by adolescents fell 0.4 percentage points between 1985 and 1988. Further, larger reductions in adolescent cocaine use are a major national priority in the coming years.

**Two-Year Objective:** a 30 percent reduction in the number of adolescents reporting past month cocaine use.

**Ten-Year Objective:** a 55 percent reduction in the number of adolescents reporting past month cocaine use.

**Drug-Related Medical Emergencies.** The Drug Abuse Warning Network (DAWN) compiles statistics concerning the frequency with which drug use is mentioned by patients admitted to hospital emergency rooms. Between 1985 and 1988, such drug mentions went up 360 percent for cocaine, 96 percent for marijuana and hashish, 51 percent for all dangerous drugs (for example, LSD), and 40 percent for heroin. Reductions in drug-related medical emergencies will be a good indicator of national anti-drug success in the years ahead.

Two-Year Objective: a 15 percent reduction in the number of hospital emergency room mentions for cocaine, marijuana, heroin, and dangerous drugs.

Ten-Year Objective: a 55 percent reduction in the number of hospital emergency room mentions for cocaine, marijuana, heroin, and dangerous drugs.

**Drug Availability.** Our two best indicators of drug availability are: first, estimated amounts of foreign-manufactured drugs currently entering the United States; and second, reports by survey respondents concerning the ease with which drugs may be obtained in their communities. Reduced availability can have an important, beneficial effect on drug demand. As it becomes more difficult to search for, find, and purchase drugs — and as their price goes up because of it — then fewer people (non-addicts especially) are likely to continue using them. A drop in basic availability indicators is a focus of national effort.

Two-Year Objective: 1) a 15 percent reduction in estimated amounts of cocaine, marijuana, heroin, and other dangerous drugs entering the United States; and  
2) a 15 percent reduction in the number of people reporting that cocaine, marijuana, heroin, and dangerous drugs are easy to obtain in their communities.

Ten-Year Objective: 1) a 60 percent reduction in estimated amounts of cocaine, marijuana, heroin, and other dangerous drugs entering the United States; and

- 2) a 60 percent reduction in the number of people reporting that cocaine, marijuana, heroin, and other dangerous drugs are easy to obtain in their communities.

**Domestic Marijuana Production.** Domestic marijuana production now supplies 25 percent of marijuana available in the United States. In fact, marijuana is said to have become the single largest cash crop in some of our States. Necessary American anti-drug initiatives overseas are seriously compromised by this state of affairs. We cannot expect foreign countries to undertake vigorous anti-drug efforts inside their borders if we ourselves fail to do likewise. This report describes stepped-up efforts against domestic marijuana cultivation, and success on this front will be a benchmark of national anti-drug resolve.

Two-Year Objective: a 15 percent decrease in estimated domestic marijuana production.

Ten-Year Objective: a 60 percent decrease in estimated domestic marijuana production.

**Student Attitudes Toward Drug Use.** A necessary precondition for further national progress against drugs is that illegal use of drugs increasingly be seen (particularly by young people) as unacceptable behavior. Recent high school surveys indicate that more and more high school students view illegal drug use unfavorably. Nevertheless, effective education and prevention efforts are needed to help drive down the percentage of young people who do not yet hold unfavorable views of illegal drug use.

Two-Year Objective: a 20 percent reduction in the number of high school students who report that they do not disapprove of illegal drug use.

Ten-Year Objective: a 60 percent reduction in the number of high school students who report that they do not disapprove of illegal drug use.



# Information Management

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As stated in the 1989 National Drug Control Strategy, success in the war on drugs depends on having comprehensive information wherever it is needed to make sound policy and operational decisions. The sheer number and diversity of Federal, State, local, and private sector organizations and agencies involved in the drug war makes the information management challenge even more difficult. The government maintains a wide variety of drug-related information. A small portion is highly classified and requires special systems and procedures for handling and dissemination. A much larger volume of information is not classified in the national security sense, but is still extremely sensitive in nature. Although the difficulties are often great, national policy must continue to maximize the sharing and use of relevant information among appropriate organizations at all levels and to minimize impediments to its operational use. Success on the interdiction, criminal justice, and other fronts will depend on acquiring, integrating, and disseminating information for planning, decision-making, and management of drug control resources. Essential as it is, information sharing must be conducted so as to protect individual privacy, civil liberties, and agency operations.

Information management issues fall into two related categories: Automatic Data Processing (ADP), and Telecommunications (TELCOMM) systems that provide rapid and secure communications. Within these categories, efforts will focus on equipment upgrades, systems integration, and the provision of secure communications links.

## Automated Data Processing

The 1989 Strategy called on the Office of National Drug Control Policy to establish an interagency working group to conduct a comprehensive review of existing database systems and information sharing efforts, and to make recommendations for improvements. Accordingly, the ADP Working Group, under the sponsorship of the ONDCP Science and Technology Committee and chaired by the Federal Bureau of Investigation, has been established and is composed of representatives from the Departments of Justice, Defense, Treasury, Transportation, and State, as well as the National Foreign Intelligence Community. The Working Group has begun its complex and difficult task, and has prepared an initial assessment. The broader task of completing a thorough, in-depth analysis of ADP systems, and developing comprehensive network designs will be continued.

Much of what will be required to meet information management needs already exists, or is under development by agencies participating in the national drug reduction effort. The best of these programs must be our point of departure for implementing improvements in information management and sharing. While a number of new technical initiatives may be required, the majority of proposed near-term improvements outlined below are geared to completing, enhancing, or expanding capabilities and facilities already in existence or under development. The focus will be on effective data sharing and our ability to integrate or correlate data currently resident in a number of separate systems. Careful attention will be paid to system security and access as well as legal and policy considerations. These short- and long-term enhancements will aid the efforts of policy makers and operational activities involved in investigations, interdiction, and international activities.

To carry out short-term improvements, a number of programs will be initiated or enhanced. They represent those actions which promise the greatest and earliest benefit in terms of improving data integration and information sharing. The existing systems which will be enhanced by the recommended investments are backbone capabilities with the best foundation for rapid, but orderly, improvements. ONDCP will use a portion of the Special Forfeiture Funds for Fiscal Year 1991 for the short-term enhancements described below.

Investigative reports generated by some Federal law enforcement agencies, including the Drug Enforcement Administration, currently are available only in paper files. This situation restricts the utility and timely availability of the reports. A DEA program to generate and process field reports directly in automated form will be modified, expanded, and accelerated. In addition, selected portions of DEA's existing manual data base will be converted to computer technology to make them accessible to broad-based analytical activity.

A principal component of an effective information-sharing program is the medium whereby data from disparate sources is brought together and integrated or, alternatively, whereby a user can reach out and draw data from those sources. Since that medium is the most critical element in the system, it must have the capacity, responsiveness, and robustness necessary to prevent serious service delays and breakdowns.

The Treasury Enforcement Communications Systems (TECS II) is the main existing common-user network in the law enforcement community. TECS II supports all of the enforcement data processing needs of the U.S. Customs Service and portions of the data processing requirements of the Internal Revenue Service, the Bureau of Alcohol, Tobacco, and Firearms, the Immigration and Naturalization Service, the Department of State, the El Paso Intelligence Center, and the Department of the Treasury's Financial Crimes Enforcement Network. It is accessible to 28,000 multi-agency users both in the United States and at overseas Customs Attache Offices and Department of State Visa Issuing Posts. TECS II provides direct query access to the National Crime Information Center (NCIC) and the National Law Enforcement Telecommunications System (NLETS), as well as to Department of State, Federal Aviation Administration, and DEA data. In anticipation of TECS II's use as a primary communications and processing medium for the projected integration of drug information systems, proposed investments will ensure that TECS II capacity is adequate to accommodate an increasing workload, that connections are created to data bases not now accessible, and that user access is expanded, consistent with security and source protection.

The FBI has developed the Drug Information System (DIS), which employs artificial intelligence to support multi-source data correlation, link analysis, and advanced concepts of machine reasoning, graphics, and mapping. Development of DIS will be accelerated, and consideration will be given to ultimately deploying the system across the drug control community as a common medium for data integration and exchange.

The dominant objective of intelligence support to interdiction operations is to leverage thinly stretched operational assets (ships, planes, people) by providing timely insights as to where to deploy and what to look for. Some are obtained as unambiguous tipoff information from informants or other intelligence sources. Most, however, are derived by deduction — from synthesizing diverse bits of information from many different sources.

The El Paso Intelligence Center (EPIC) is the drug control community's principal tactical interdiction intelligence processing and analysis facility. It is dedicated to tactical support of domestic drug control operations by Federal, State and local law enforcement agencies. It also provides tactical intelligence support to surveillance and

interdiction operations against narcotics shipments into the United States. EPIC's ability to meet these responsibilities is constrained by a lack of an integrated, adequately-sized automated information handling capability for use in processing, analyzing, and storing the large quantities of multi-source intelligence it receives. Since EPIC is intended to play a role in the expansion of data-sharing within the drug control community, the planned acceleration of upgrades to EPIC's automated information handling capacity is essential.

The United States Coast Guard is a key participant in the overall interdiction effort. Effective support to its operational components requires that the Intelligence Coordination Center (ICC) be fully integrated into the drug control information systems and have a modern message handling system. Further, the ICC must be capable of processing, analyzing, and disseminating information in a timely and effective manner. The ICC at present handles between 15,000 and 25,000 messages per month, but the review, storage, and referencing of this information is done manually and in paper form. This initiative will enhance the processing capability and integrate Coast Guard data bases.

The Immigration and Naturalization Service (INS) also plays a key role in both interdiction and investigation efforts — particularly along the Southwest Border. ADP capabilities of the INS must be improved to ensure that operational elements have appropriate access to the data available in their own systems, as well as in TECS II. It is also important that relevant information contained in the INS systems be integrated into the backbone TECS II system.

We have identified some specific short-term efforts to which our limited resources should be applied. This does not, however, cover all the other enhancements and improvements which are needed. The ADP Working Group will continue to meet through the year and new initiatives will be identified. In the meantime, however, we expect that the efforts of the ADP Working Group will lead to a significant increase in the sharing of technology and approaches among the participating agencies. Many of the agencies, particularly DOD, have developed approaches and methodologies which can be applied with little expense to correct the shortfalls of other agency systems. As agencies work together, they also will find ways to improve interagency information sharing within current budgets and guidelines.

## Telecommunications

A comprehensive approach to an effective telecommunications infrastructure is essential in implementing the National Drug Control Strategy over a broad spectrum of Federal, State, local, and private

anti-drug programs. Within the law enforcement community, the wide range of drug enforcement activities are driving the need for interoperability and telecommunications security. Complex infrastructures, coupled with rapidly changing technology, present major challenges and opportunities. The current process is taking full and effective advantage of earlier efforts by many agencies by integrating them into the Strategy where appropriate and broadening their scope.

The Communications Interoperability Working Group, chaired by the U.S. Coast Guard and composed of law enforcement and Federal support agencies, will operate within the Drug Control Research and Development Committee's Science and Technology Working Committee. This group provides for interagency coordination and requirements definition. It will ensure that interoperable and secure communications capabilities necessary to carrying out the drug enforcement mission are available to law enforcement agencies. Additional primary responsibilities of the Working Group include: acting as an advocate for communications issues between the Federal government and private industry; coordinating the development of requirements for communications systems to meet interoperability needs; facilitating memoranda of agreement between agencies; and facilitating equipment purchases through advanced coordination of planned procurement. In order to ensure telecommunications operability, the Working Group is being expanded to include State and local representation and additional Federal organizations with related enforcement responsibilities.

The Working Group uses two continually evolving documents to guide its planning: the National Telecommunications Master Plan for Drug Enforcement and the Drug Enforcement Telecommunications Implementation Plan (DETIP). The Master Plan has been identified as the basis upon which to build a comprehensive national telecommunications strategy. The supporting draft DETIP will be finalized in early 1990.

These two documents form a broad action plan for implementation of effective networks for drug enforcement. Future communications initiatives identified in the Master Plan will be prioritized by ONDCP, and effective links will be established with State, local, and international authorities to meet these needs.

The Department of Defense was designated in the September 1989 National Drug Control Strategy as the Executive Agent for implementing communications systems which support drug enforcement activities. DOD activities will be expanded to include support for other overall telecommunications needs in support of ONDCP requirements. To carry out these responsibilities, DOD has established within the Defense Communications Agency the Counter-Drug Telecommunications Integration Office as the focal point for all drug enforcement-related telecommunications actions. Actions include recommending the types

## Appendix E

of equipment and services necessary to support drug enforcement communications requirements, assisting Federal agencies and services in obtaining such equipment as is required, and providing technical assistance to non-Federal agencies that are making acquisitions through State and local governments. Requests for additional equipment and services will be validated by ONDCP. DOD will also provide technical assistance to the ONDCP Telecommunications Manager on systems engineering and integration issues on an as-needed basis by ONDCP.

# Acknowledgments

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Section 1005 of the Anti-Drug Abuse Act of 1988 requires that, while preparing the President's National Drug Control Strategy, the Director of the Office of National Drug Control Policy (ONDCP) will seek advice from a broad range of sources — in government and out. Specifically, the Act requires the Director to consult with: heads of National Drug Control Program Agencies; Members of Congress; State and local officials; and private citizens with experience and expertise in demand and supply reduction.

Accordingly, in the development of this, the second such National Drug Control Strategy, ONDCP has again conducted an extensive outreach effort, soliciting information, assessments, and recommendations on a number of related issues:

- The September 1989 Strategy — its impact and implementation.
- The current, overall effectiveness of various public- and private-sector anti-drug efforts.
- "What works" in individual drug control areas: the criminal justice system; drug treatment; education, workplace, and community action programs; international initiatives; and interdiction initiatives.
- Specific successful local, Statewide, or national drug control programs, strategies, groups, or organizations.
- Goals and avenues for future improvement: changes in emphasis or tactical refinements; necessary new tools and resources; and better coordination and integration of effort across-the-board.

## Appendix F

- Strategies for communicating anti-drug and drug-free public information and awareness messages.
- Strategies for generating necessary community support for particular drug control initiatives: treatment center and prison construction; neighborhood watch and police/neighborhood cooperation programs; drug-free public housing campaigns; user accountability mechanisms; and other education and primary prevention efforts.
- Hard data on how drug use begins and spreads; on the size, shape, and scope of the drug problem; on chronological and demographic drug use and drug control trends; and on public opinion and attitudes about drug use and its consequences.

By general category, ONDCP consulted:

**All Federal Executive Branch Departments and Agencies.** ONDCP staff held formal meetings with officials of all Federal Drug Control Program agencies. Each of these agencies was also regularly consulted for advice and cooperative planning, both in implementing the September 1989 Strategy and in developing this, the 1990 Strategy. ONDCP has continued to ask these Drug Control Program agencies to provide material on State and local drug programs and strategies developed in connection with applications for Federal funding.

**Members of Congress.** ONDCP staff consulted with Members of the United States Senate and the United States House of Representatives.

**State and Local Officials and Organizations.** ONDCP staff consulted a number of governors; mayors from representative large, medium-size, and small cities or towns, and other mayors known to have developed community-wide anti-drug policies or programs; State and U.S. territory drug abuse officials in particularly hard-hit areas; selected district and State attorneys; and key members of those national organizations which represent State and local officials.

**Other Expert Individuals and Organizations.** ONDCP staff met or communicated with leading figures in each major drug-control area; with those organizations which represent them; and with other professional and special organizations whose current or possible future work might have a marked and beneficial effect on the nation's drug epidemic.

Moreover, ONDCP staff has continued the thorough and sweeping review of the available literature on drugs begun as a part of the development of the September Strategy. This has included all previous Federal drug control strategies, plans, and reports, and other major official and private drug-related documents. The research and authorship of this information base has involved many years of work by many thousands of individuals — abroad and in the United States. Space constraints make specific acknowledgment of all of them impossible, but each has contributed to the overall understanding of drugs that has helped in the development of both this Strategy and the September Strategy.

All ONDCP consultations continued to give high priority to the identification of existing and potential coordination and cooperation among the myriad individuals, groups, and agencies who must play a part in any successful national campaign against drug use. However worthy or helpful on its own, isolated efforts — in local, State, or Federal government; in our law enforcement, treatment, or prevention communities; in families, neighborhoods, schools, churches, businesses, or service organizations across the country — will not be enough. Again, we are seeking to provide what is most needed — a fully integrated and coherent drug strategy. And integration and coherence cannot be established on paper alone. They must be established in practical fact — in the energy and dedication of every involved American, in every area, at every level.

For their invaluable counsel during preparation of this report, the Administration wishes particularly to thank the following public officials, agencies, organizations, and private citizens.

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