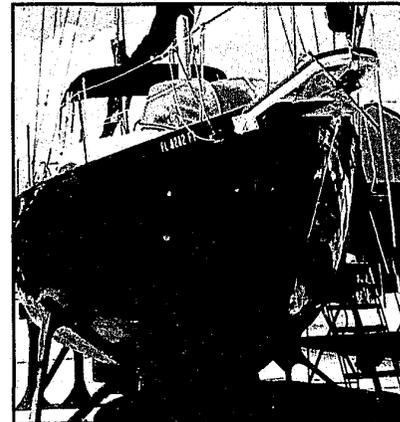
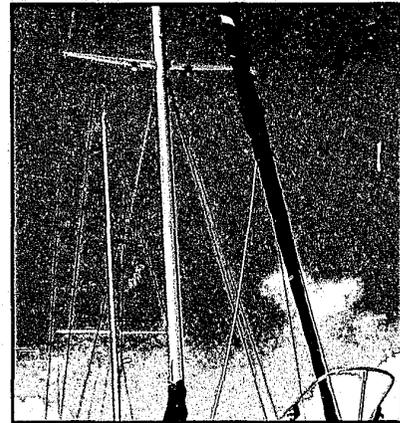
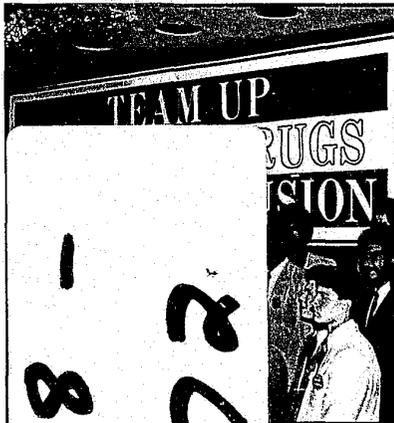
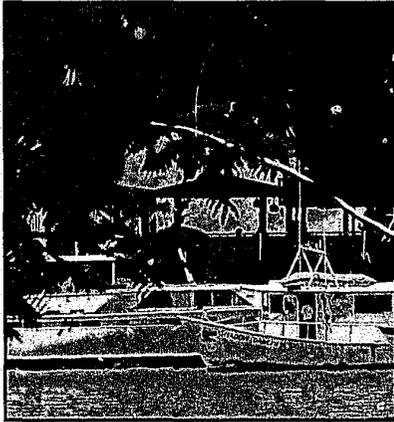




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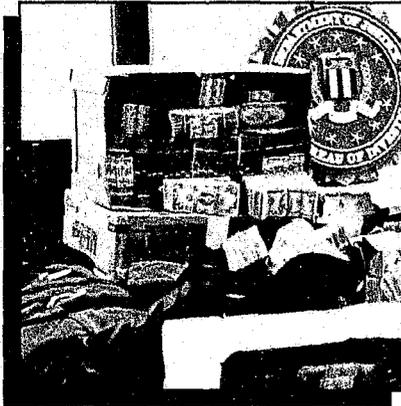
## Law Enforcement Bulletin



**Combating America's Drug Problem**



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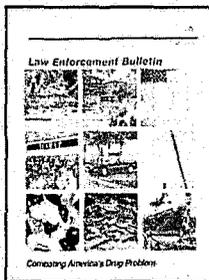
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**The Cover:** This issue focuses on law enforcement's efforts to combat the drug problem.

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Washington, DC 20535

William S. Sessions, Director

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# Working Toward A Drug-free America

By  
William S. Sessions



Background Photo by G.P. Staisiunas



FBI Director Sessions

**M**y message is direct and simple: To battle this Nation's drug problem, the FBI is firmly committed to both attacking the supply of drugs and reducing the demand for drugs.

Since becoming the Director of the FBI in November of 1987, I have traveled across the country and met thousands of people who are very disturbed by the complex and growing problem of drugs. In fact, drugs is the number one issue on the minds of the American people. It's seen as more urgent than improving the quality of public education; more urgent than curing the AIDS

epidemic; more urgent than cleaning up the environment.

What role does the FBI perform to attack or counteract this massive illegal drug business? Let me give you a little background.

## Drugs—An Investigative Priority

The FBI is a multimission agency charged with investigating over 200 separate violations of Federal law. In 1982, the former Attorney General, William French Smith, delegated to the FBI concurrent jurisdiction with the Drug Enforcement Administration (DEA) for the enforcement of Federal

criminal drugs laws. Recognizing the increasing sophistication of the drug cartels, Attorney General Smith wanted the FBI to apply to drug enforcement the same expertise and investigative techniques that it has used so successfully over the years against traditional organized crime. He specifically mentioned the FBI's ability to investigate long-term cases using electronic surveillance, our expertise in complex undercover operations, and our experience in ferreting out public corruption and money laundering schemes.

The FBI immediately joined in cooperative efforts with other Federal, State, and local law enforcement agencies. In 1983, we joined with other organizations in the Organized Crime Drug Enforcement Task Force Program—the OCDETF Program. OCDETF is our big gun in the war on drugs. This task force approach has been very successful in battling traditional drug traffickers, such as the Sicilian Mafia and the Outlaw motorcycle gang. It's also flexible enough to deal with the new generation of drug criminals, such as two violent, Los Angeles-based gangs called the Bloods and the Crips.

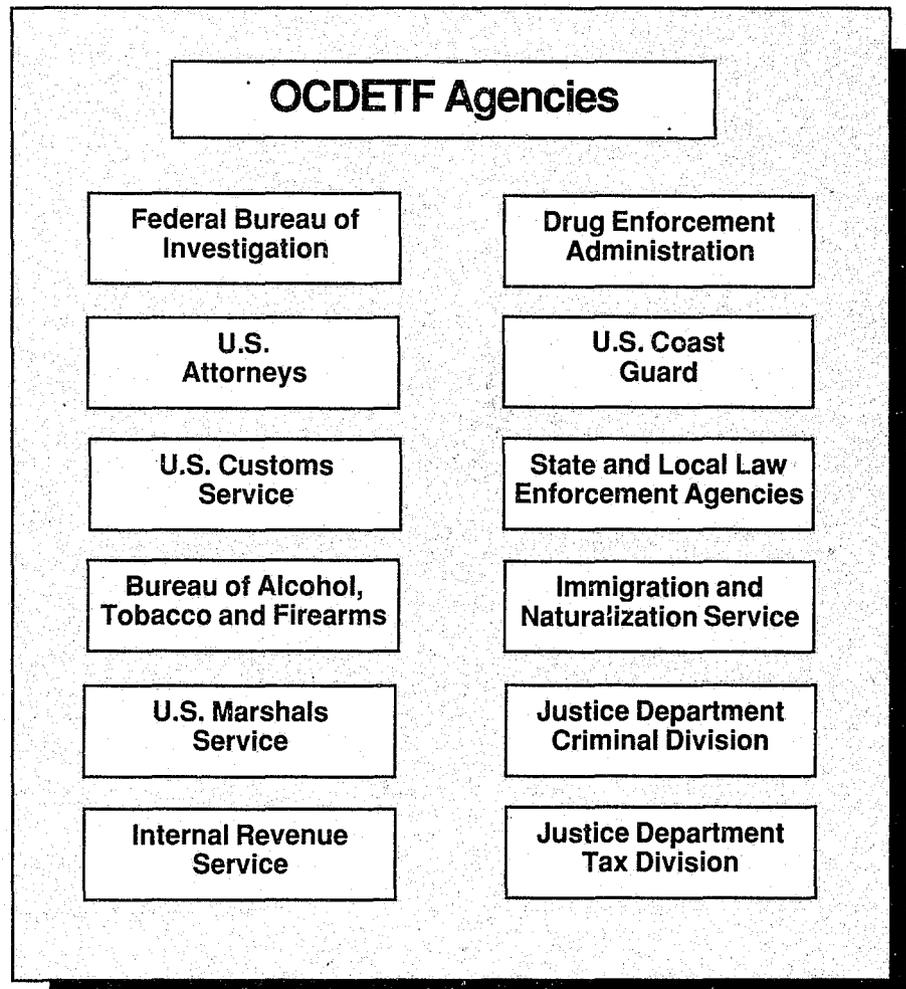
Since 1986, the FBI's role in domestic drug enforcement has been focused by our national drug strategy. The FBI's National Drug Strategy is specifically built around the FBI's ability to conduct long-term, sustained investigations of criminal enterprises—investigations designed to dismantle their networks, arrest their leadership, and seize and forfeit their property and assets.

The National Drug Strategy rests on five planks:

- First, to investigate major drug trafficking enterprises for the purpose of dismantling the entire organization and seizing and forfeiting its assets;
- Second, to expand and enhance our drug intelligence base;
- Third, to identify and make projections of drug traffick-

ing activities on a national scale;

- Fourth, to concentrate resources on major drug trafficking centers—places, like Los Angeles, New York, and Miami; and
- Fifth, to assist all law enforcement agencies that operate outside the primary drug centers with investigations of major drug trafficking enterprises.



The FBI's National Drug Strategy is a clearly defined, narrowly focused part of the effort to sweep America clean of drugs. We target and attack only the major drug trafficking organizations dealing in heroin and cocaine that control a large segment of regional or national drug markets. Many are international drug organizations that are rooted in foreign soil. We have targeted Asian, Mexican, Colombian, Sicilian, and other large-scale traffickers.

In 1987, drugs became a priority program of investigation at the FBI, joining organized crime, white-collar crime, foreign counterintelligence, and terrorism. In 1988, we strengthened the cooperative bond between the FBI and the DEA by formulating the joint drug plan. Under that plan, in six cities—New York, Miami, Chicago, Houston, San Diego, and Los Angeles—we have joint plans using the resources of both agencies in joint drug operations.

Drug trafficking today is a business and, like any business, it carries a balance sheet. On one side of this ledger, the corporate products—cocaine, heroin, and marijuana—flow out. And on the other side, the profits flow in.

How do drug traffickers legitimize these huge profits? They do this by laundering the money taken. Money laundering, like drug trafficking, is no longer a cottage industry. Entire subsidiaries and independent organizations are routinely created to conceal, transport, and invest the illegal profits of the drug-trafficking machine. So the FBI has adapted its many years of financial crimes investigative experience to wring the profits out of the laundering of drug money.

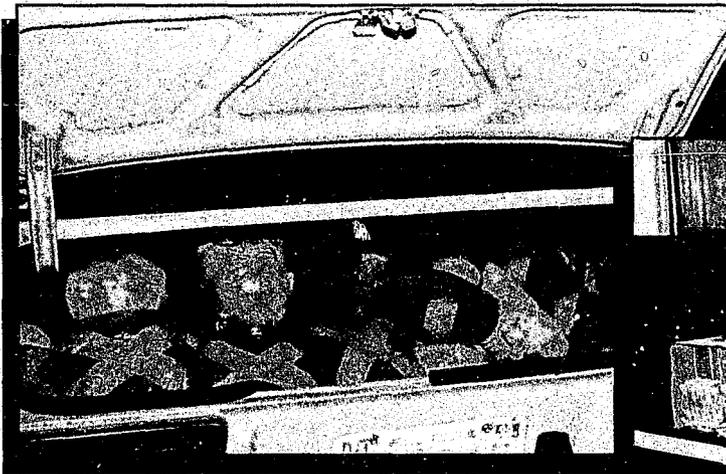
And our national drug strategy seems to be working. In fiscal year 1989, FBI investigations resulted in over 2,900 felony drug convictions. We seized over \$170 million of the drug traffickers' illegal profits.

And I am confident that the efforts of William Bennett, the Director of the Office of National Drug Control Policy—the "Drug Czar"—will enhance law enforcement's mission through his leadership in coordinating the Federal antidrug effort.

It is my belief that America's drug problem will not be solved by simply beefing up interdiction efforts and other traditional efforts of law enforcement. America's drug problem is ultimately caused by America's demand for illicit drugs.

### Drug Demand Reduction

In the spring of 1988, because of a growing awareness that Americans who want drugs badly enough will get them—regardless of tough law enforcement—the FBI created its Drug Demand Reduction Program. The heart and soul of that program is our core of Special Agents trained in demand reduction. One Special Agent in each of our field offices is working in the local communities with agencies and



*The Mexican drug trafficking operation WHITEMARE recently resulted in the seizure of over 900 pounds of heroin as well as over \$5 million in cash and assets.*

*The recent Colombian drug trafficking operation CAT-COM resulted in the seizure of over 4,000 kilograms of cocaine, 211,000 pounds of marijuana, and \$5 million in cash and assets.*



programs to whittle down the demand for drugs in those communities. We call these Agents our "DDRCs": Drug Demand Reduction Coordinators.

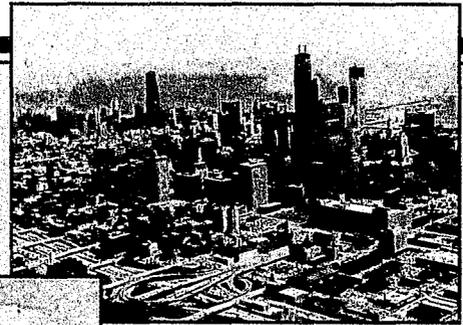
DDRCs concentrate their efforts in the schools, in community groups, and especially in the workplace, developing a variety of educational materials on drug abuse. In addition, coordinators cooperate with local Drug Enforcement Administration agents, U.S. attorneys, State and local law enforcement, and many other government and private organizations to educate the public on the dangers of drugs.

In 1990, the FBI will add the subject of drug demand reduction to the curriculum in the FBI National Academy Program. The objective of the course will be to provide local law enforcement officers with the demand reduction knowledge they need to deal with the drug problem in their local communities, schools, and workplaces. The course will also help standardize the training on the subject in the FBI and law enforcement nationwide.

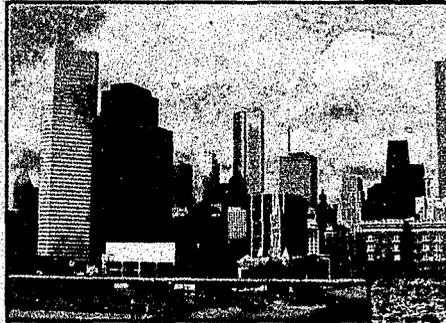
My point is that the FBI is focusing on education and prevention, not just criminal investigations, in our fight against the drug scourge. My hopes for success were bolstered when I read a University of Michigan survey of over 16,000 high school seniors. It reported that the students' use of cocaine, marijuana, and PCP dropped to the lowest levels in more than a decade. That's a welcome sign of progress. We need a united effort to create a national will against illicit drug use.

Drug abuse is not an isolated crime; it affects all of society. Drug abuse contributes to child abuse. Drug abuse contributes to violent

*In 1988, joint drug plans were developed in six cities to better use the resources of both the FBI and the DEA in joint drug operations.*



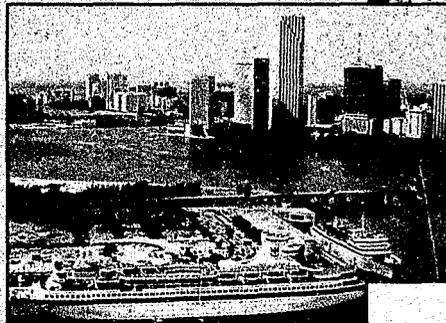
Chicago



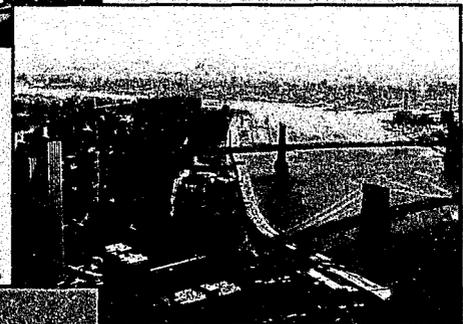
Houston



Los Angeles



Miami



New York



San Diego

crime. Drug abuse and drug trafficking have caused both innocent civilians and courageous police officers to be killed in the traffickers' pursuit of profit.

Everyone is familiar with the loss of productivity in the workplace caused by drugs. The U.S. Chamber of Commerce reports that the abuse of illicit drugs costs businesses around \$60 billion each year. That is truly a staggering figure.

### Drug Deterrence

We in the FBI have done much—and yet we have more to do—to make sure the FBI stays drug free. I believe that FBI employees must set an example. Because of its leadership role in law enforcement, the FBI must be staffed by men and women who are drug-free. So our drug deterrence program began on July 28, 1986, actually a few months before former President Reagan signed Executive Order 12564, which established the goal of a drug-free Federal workplace. Three years ago, we began urinalysis testing of our new Agent trainees.

Currently, we test Special Agent and support personnel alike before they are accepted into the FBI. We test employees who are under a reasonable suspicion of drug use. This year, after the Employee Assistance Program was finalized and employees received a 60-day notice, random drug testing began.

Urine screening programs stir up their fair share of controversy. Some see the procedure as highly intrusive. Recognizing this, we make sure that samples at the FBI are collected with dignity. And we

ensure that lab tests are conducted with complete accuracy and that the results are kept private, except for those in the chain of command when disciplinary action is needed.

But drug testing is only one of the four major elements of our drug deterrence program. The other three are employee education, supervisory training, and employee assistance programs.

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***The FBI's National Drug Strategy is a clearly defined, narrowly focused part of the effort to sweep America clean of drugs.***  
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Our drug education program informs employees about the physical and emotional effects of drug use—including alcohol. Employees need to know about the impairment to their health and their total well-being. In addition, they need to know how drug use impairs productivity and how drug use endangers their production of personal income.

Supervisory training is also essential. For starters, supervisors are taught how to identify drug-abusing employees. Supervisors need to know how to confront the employees and refer them to an Employee Assistance Program (EAP) once a problem is spotted.

And what about employee assistance programs? Our program is staffed to deal with those people

who do test positive for drug use—or who recognize they have a problem and want to do something about it. The program must be confidential; it's the best encouragement we can give an employee to reach out for help. We must merit our employees' trust and cooperation. The whole mission of an EAP is to get employees off drugs, not to fire them. But if an FBI employee on drugs doesn't come forward freely and enroll in our EAP and then is tested positive, that employee is subject to disciplinary action.

We in the FBI want to discourage employees from starting to abuse drugs—and we want to encourage employees with present drug problems to get the help they need to become productive members of the FBI workplace.

To remove drugs from the workplace, we must couple drug testing with a clear drug abuse policy, educational programs, employee assistance programs, and supervisory training.

No single group or organization can shoulder the entire burden of solving the drug abuse problem. State and local police have their work cut out for them, as do health clinics and rehabilitation centers. We in the FBI certainly have our work cut out for us. But we must join together and coordinate our efforts.

Just think: If all the people who work in every company in America—from the huge automobile factories to the local convenience stores—if all these workers were drug free, the drug problem in our country would be greatly reduced. And that's a goal worth reaching for.

**LEB**