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Evaluation

Together with better data collection, clinical research, and technological innovation, we must improve our ability to evaluate what works in all areas of the war on drugs. A thorough evaluation of programs now in operation -- especially prevention and treatment programs -- will have several important benefits. First, national resources can be shifted to successful approaches, rather than wasted on ineffective efforts. Second, new programs can be developed using the best available methods. Third, research efforts can be concentrated on the questions and medical problems identified as needing further work.

The majority of Federal resources are spent on supply reduction activities. In law enforcement, interdiction, and international efforts, we need to evaluate programs and measure actual results against stated goals. We must evaluate these programs to help determine how best to allocate resources.

Formulation of future national drug policy would be well-served by objective evaluations and comparisons of the effectiveness of supply reduction activities with prevention and treatment efforts. Having these evaluation results will allow us to make more fine-tuned, carefully targeted policy choices, and

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Clearinghouse. (HUD also operates a related clearinghouse.) But those who most need the information often have trouble finding the answers to their questions because they may be aware of one source and not the other and then inadvertently not receive all of the information available that may be of assistance to them. Particularly with material on law enforcement and prevention approaches intended for local communities, information on effective strategies must be available from one place in the Federal government. A single clearinghouse or other effective mechanism, such as electronic links between existing clearinghouses, funded by a consortium of the various drug control agencies which would each contribute research results and other useful information, would minimize the current overlap and inefficiency.

#### ONDCP Role

In part, research improvements require additional research efforts by appropriate Federal agencies. Over and above that, however, we need to ensure that the drug-related data collection, research, technological development, and evaluation activities that the Federal government undertakes are coordinated and complementary. To this end, a Drug Research and Development Committee will be established under the Office of National Drug Control Policy to coordinate, and provide guidance to ONDCP, on research and development issues. This committee will also concentrate on increasing industry, academic community, and

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INTELLIGENCE RECOMMENDATIONS

- o Increase intelligence efforts to concentrate on the infrastructure of trafficking organizations and their allied enterprises, particularly money-laundering.
- o Improve drug automation and information systems to allow swifter, better, and more cost-effective drug law enforcement, prosecutions, and interdictions.
- o Share intelligence developed in the course of investigations and intelligence operations with appropriate Federal law enforcement and intelligence agencies.
- o Disseminate finished, analyzed intelligence among all law enforcement agencies with drug missions that have a need to know -- including Federal, State, and local agencies.

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intelligence of this type. But a comprehensive thrust against drug trafficking enterprises and organizations requires a different kind of intelligence, not necessarily focused on assembling evidence in support of a particular case. We do not have this kind of intelligence, and it is in this area that the most work needs to be done. Currently, much information is collected by various agencies, notably DEA, and the Customs Service in furtherance of the particular missions of the various Federal law enforcement agencies -- arrests, prosecutions, and convictions. Greater emphasis needs to be devoted to both the automation of this information for law enforcement purposes and the analysis of this information (and other data) to produce the necessary understanding of the structure and infrastructure of trafficking organizations and their allied enterprises, currently not a high priority.

Information Sharing

We must begin by assuring that all appropriate information on the drug production and trafficking problem that is already in government hands at the Federal, State, and local level is shared among all potential users. Taking care to protect sources and methods of collection, and to insure confidentiality for certain data with special legal sensitivity, we can devise means to share information acquired in investigations and intelligence operations, in timely fashion, among all agencies with

Collection

**Overseas Collection Activities**

Much of the information needed to wage the fight against drugs can only be acquired overseas, either through liaison with foreign government services or through U.S. unilateral collection operations. Coordination of such activities is essential, however, to ensure that the U.S. government speaks with one voice.

CIA/DoD/State Department Roles

Drug Enforcement Administration representatives overseas have been assigned coordinating responsibilities for drug-related liaison and collection. To maximize collection while insuring coordination and coherence, DEA must participate with other U.S. foreign intelligence collection organizations and Law Enforcement Attaches in centralizing and expanding our overseas collection capabilities. Without compromising its mission, DEA must maximize its intelligence reporting and information sharing at both the country and national level.

The National Foreign Intelligence Community, the Department of Defense, and the Department of State maintain considerable intelligence collection, survey, and reconnaissance capabilities

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effectively -- but also on drug trafficking patterns, trafficking organizations, and other data that is not always pertinent to a particular law enforcement investigation. A debriefing program is a proven method of gathering this data in an organized, comprehensive manner. Use of this means should be expanded.

An equally important need is to work toward the creation of a capability to bring all law enforcement data related to drugs - - State and local, as well as Federal -- into a centralized data base that would service a wide variety of law enforcement agencies and needs.

### Analysis

The major production and trafficking organizations bringing illegal drugs into the United States are complex, highly organized, vertically-integrated, international businesses. Just as we cannot understand the nature of the Nation's foreign trade posture by looking only at individual purchases of imported television sets, neither can we understand the Nation's drug problem unless we look comprehensively at the organizations -- the illegal international business enterprises -- and the financial networks that are behind the problem.

The law enforcement community generally does a successful job of evaluating raw information with implications for current

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There are some examples of this joint effort in existence in the drug fight, notably the DEA/FBI Joint Intelligence Working Groups in Miami and Chicago and the Joint Narcotics Support Unit run by DEA and Customs in New York, where these agencies combine their respective skills and approaches to problems to develop this broader understanding. Much more of this approach to intelligence, on a larger scale, needs to occur, and soon. Such methods have proven over time to be successful in combatting complex enterprises such as those confronting us in the fight against drug use.

To this end, the Office of National Drug Control Policy will chair a working group of Federal supply reduction agencies to plan a center that, by linking information resources with analytic skills, will provide the necessary strategic analytic intelligence to enable various Federal (and appropriate State and local) agencies to bring their resources, expertise, and talent to bear on the drug problem. This center would be located in the Washington, D.C., area and would be under the joint management of the agencies participating in the center.

The National Drug Control Strategy to be published on February 1, 1990, will contain a specific proposal and recommendation for funding for such a center.

In the meantime, additional resources will be provided for the Treasury Department's money-laundering effort. The Office of

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APPENDIX A

**NATIONAL DRUG CONTROL STRATEGY**

Objectives

The Anti-Drug Abuse Act of 1988 (Section 1005) requires that the National Drug Control Strategy include "comprehensive, research-based, long-range goals for reducing drug abuse in the United States" and "short-term measurable objectives which the Director determines may be realistically achieved in the 2-year period beginning on the date of the submission of the Strategy."

This worthy goal, as has been noted in various chapters in the Strategy, is hampered by a shortage of data in a number of important areas; in some cases too the data that is available may be based on estimates of ranges and thus have a high degree of uncertainty. In addition, some measures may either tell us nothing or appear to be indicating failure when in fact they may be reflections of success. For example, a decrease in the number of drug arrests might mean that we are failing to enforce drug laws; on the other hand, it might mean that there are fewer violations of the drug laws. Likewise, an increase in the amount of drugs seized might indicate that we are reducing the supply of

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indicates that that level has fallen throughout the United States generally, among most groups of people and for most illegal drugs. It is likely that this decline reflects a decision to quit using drugs by those most easy to persuade. Reducing that level further may well be harder, but it is essential.

10-year goal: 50% reduction in the number of users reporting any use of illegal drugs during the past month (current use).

2-year goal: 10% reduction in the number of users reporting any use of illegal drugs during the past month (current use).

2. The data showing the number of users of illegal drugs during the past month indicate that although there have been significant decreases in drug use among all age groups, the number of users of illegal drugs who are adolescents (ages 12-17) has declined less than for others. This particularly vulnerable group must be a major concern, and we must be especially concerned at targeting efforts at reducing drug use in it.

10-year goal: 50% reduction in the number of

4. The number of people who use cocaine weekly or more often showed an alarming increase (33%) between 1985 and 1988, no doubt reflecting the ravages of the crack epidemic. This form of illegal drug use exacts a devastating toll on users, their families, and their communities. This problem represents our most serious and difficult short-term challenge.

10-year goal: 50% reduction in the number of people reporting use of cocaine weekly or more often.

2-year goal: 50% reduction in the rate of increase in the number of people reporting use of cocaine weekly or more often.

5. According to the 1988 Household Survey the use of any illegal drugs by adolescents declined significantly; however the use of cocaine during the past month showed an insignificant drop of only 0.4 percent all points. Reducing cocaine use among this group -- our Nation's youth -- must be a major priority.

10-year goal: 50% reduction in the number of adolescents reporting use of

7. Increases in seizures of illegal drugs may tell us something about our success in stopping the flow of drugs into the United States. It may, on the other hand, indicate that we are being flooded with drugs. Increased seizures, in other words, do not reliably indicate whether we are losing or gaining ground. A more meaningful measure is whether illegal drugs are available. When that measure drops, we can infer that supply is dropping. When supply drops the difficulty of obtaining drugs will increase, and that in turn will tend to depress demand to some extent. Availability indicators have two components: an estimate of the amount of drugs entering the United States and the perception of survey respondents as to the ease with which drugs can be obtained.

10-year goal: 50% reduction in the estimates of the amount of cocaine, marijuana, heroin, and dangerous drugs entering the United States.

50% reduction in the number of people reporting that cocaine, marijuana, heroin, and dangerous drugs are easy to obtain.

2-year goal: 10% reduction in the estimates of the amount of cocaine, marijuana, heroin, and dangerous

2-year goal: 10% decrease in the estimated level of domestic production of marijuana.

9. Other illicit drugs are manufactured in the United States and certain drugs are diverted for illegal consumption; in various regions they are having an increasingly severe impact, particularly upon youths and youth adults. As our efforts to reduce the availability of certain drugs such as cocaine, heroin, and marijuana become increasingly effective, we must be certain to guard against the possibility of growth in the use of alternative drugs.

10-year goal: 50% decrease in estimated amount of illegally manufactured or diverted drugs.

2-year goal: 10% decrease in estimated amount of illegally manufactured or diverted drugs.

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APPENDIX B

**FEDERAL IMPLEMENTATION STEPS AND RESOURCE NEEDS**

This chapter contains two sections: the first translates the general policy statements at the beginning of each of the preceding chapters into specific steps that the Federal Government will undertake; the second shows budget and program priorities for the Strategy for fiscal 1990 - 1992 and indicates the resources required for fiscal 1990.

Agencies will develop implementation strategies and output measures against these objectives and submit them to the Office of National Drug Control Policy by November 1, 1989, for approval.

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**Criminal Justice (cont'd.)**

The Administration will seek additional funding to expand the capacity of Federal prosecutions, corrections, and courts to ensure that drug offenders are adequately prosecuted and, if convicted, appropriately sentenced.

The Administration will seek additional funding for Federal money laundering investigations and drug task force operations.

o **Expand domestic eradication programs.**

The Administration will seek additional funding to expand the domestic eradication efforts targeted against marijuana and other illegal narcotics or controlled substances by the Federal government and will encourage stepped up efforts by State and local governments.

o **Hold drug users more accountable for their illegal behavior.**

[The Administration will seek to amend Chapter 1 of Title 23, United States Code, to require States to

**Criminal Justice (cont'd.)**

The Administration will seek to amend the appropriate statutes to ensure that illegal drug use alone will not be grounds for protection under Federal handicapped laws.

- o **Improve coordination of Federal supply reduction efforts to reduce interagency rivalry and turf battles and ensure harmony and effectiveness.**

The Administration will establish under the Office of National Drug Control Policy a top-level, interagency committee to better coordinate Federal drug supply reduction efforts in the field, at headquarters, and with the state and local authorities.

To help promote interagency cooperation, where appropriate, agencies will revise their personnel evaluation systems to add a criterion for career advancement and reward that emphasizes cooperation between employees within the same agency and between employees of different Federal agencies. During the annual performance appraisal process, senior-graded employees' supervisors would solicit the comments of appropriate individuals within the same agency or appropriate other agencies regarding the extent to

DRUG TREATMENT

- o Increase Federal funds for treatment in order to expand the availability of services and range of treatment methods, hold Federally-funded treatment programs accountable for their effectiveness; improve the coordination of treatment resources and the matching of resources and treatment availability to community needs; increase efforts to locate and treat expectant mothers who use drugs; and encourage treatment facilities to give priority to those those for whom their method is most appropriate.

The Administration will seek additional funds under the ADAMHA block grant for drug abuse treatment specifically targeted on drug abuse programs.

The Administration will propose amendments to the Public Health Services Act to require States, as a condition of receipt of Federal treatment funds, to develop and implement Statewide drug treatment plans. Under these plans, States will:

- Develop performance criteria for treatment facilities, on which funding allocations will, in part, be based. These criteria will reflect the effectiveness of the facilities in treating drug users, the cost effectiveness of treatment, the

**Drug Treatment (cont'd.)**

-- Provide for coordination with social, health, and employment services in order to assist or refer those drug users in need of counseling, psychiatric or medical treatment, or job training in order to function in society and stay off drugs.

- o **Encourage the States to participate in the Medicaid coverage of outpatient treatment for drug use.**

The Administration will conduct a study, to determine if amendments to Title XIX of the Social Security Act should be proposed in order to broaden Medicaid coverage for drug treatment.

- o **Explore ways to increase the use of civil commitment as a means of bringing more drug dependent persons into the treatment system.**

ONDCP in conjunction with the Department of Health and Human Services and the Department of Justice will conduct a study of the use of civil commitment in the several states for individuals who use drugs. They will make policy recommendations as to whether and how greater use could be made of the civil commitment

EDUCATION, COMMUNITY ACTION, AND WORKPLACE

- o Require schools, colleges, and universities to implement firm drug prevention programs and policies to be eligible to receive Federal grants and contracts and to participate in Federal student aid programs.

The Administration will propose amendments to the Higher Education Act in order to require colleges and universities to adopt drug-free campus plans and policies, including user sanctions, as a condition of receiving any Federal funds and participating in Federally funded student aid programs.

The Administration will propose amendments to the Drug-Free Schools and Communities Act to require that State and local education agencies adopt drug prevention programs and policies to be used in every elementary and secondary school, including user sanctions, as a condition of receiving any Federal funds.

Educ., Community Actions, and Workplace cont'd.

- o **Promote drug-free workplace policies in the private sector and in State and local government that include clear penalties for use and drug-testing where appropriate.**

The Administration will finalize the Drug-Free Workplace Act rules that place requirements on Federal contractors and grantees to (a) adopt formal policies banning illegal drug activities in their workplaces, (b) individually notify employees working on covered Federal contracts or grants that they must abide by this policy, (c) establish an ongoing drug-free awareness program emphasizing education about drug abuse and providing information about counseling and rehabilitation, and (d) report convictions of employees resulting from drug offenses occurring in the workplace and appropriately penalize such employees.

ONDCP will convene an interagency working group to draft model legislation for drug-free workplaces in State and local governments and for their contractors and grantees. This model would reflect the key components of the Drug-Free Workplace Act of 1988 and the President's Executive Order for a Drug-Free Federal Workplace.

**Educ., Community Action, and Workplace (cont'd.)**

The Administration will provide increased funds under the Public Health Services Act in order to make grants to groups of private and public organizations to plan and implement community-wide drug prevention efforts.

- o **Provide Federal support to develop anti-drug media outreach activities that deal with the dangers of using illegal drugs, particularly crack, and drug-impaired pregnancies.**

The Administration will make funds available under the Drug-Free Schools and Communities Act to develop additional anti-drug media outreach activities that emphasize the dangers of illegal drugs generally, but particularly crack, drug-impaired pregnancy. The activities will be aimed at inner city youth, dropouts, and youths in small towns and rural areas.

- o **Improve coordination of Federal demand reduction efforts.**

The Administration will establish under the Office of National Drug Control Policy a top-level, interagency committee to better coordinate Federal demand reduction efforts.

**International (cont'd.)**

The Administration will help strengthen foreign law enforcement and eradication and undertake greater efforts to discourage minor producing nations from becoming major producers.

- o **Interdict dangerous drugs and precursor chemicals.**

The Administration will improve U.S. border interdiction.

- o **Energize European nations against drugs and drug trafficking.**

The Administration will assist the European community in demand reduction and supply reduction and multi-lateral efforts aimed at source country and transit country production, and enlist European community support for targeting international and regional counter-drug organizations.

**International (cont'd.)**

- o **Motivate other countries against the drug threat.**

The Administration will urge the Senate to ratify United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances and pending mutual legal assistance treaties.

The Administration will employ certification process more effectively.

The Administration will elevate the drug issue as a U.S. foreign policy concern.

- o **Establish a multi-agency Financial Targeting Group which will recommend broad financial policies and strategies, as well as monitor and coordinate related Federal programs and efforts.**

ONDCP will establish and chair a multi-agency Financial Group (FTG) which will recommend broad financial policies and strategies as well as monitor and coordinate related Federal programs and efforts. The FTG will also oversee the activities of the Financial Analysis and Coordination Group.

INTERDICTION

- o **Develop a comprehensive agency-wide information-based approach to air, maritime, land, and port of entry interdiction.**

The Administration will upgrade intelligence support to interdiction; through intensified interdiction-specific investigations, undercover operations, etc.

The Administration will enhance ADP support for interdiction accelerate machine readable documentation program; install document machine readers at ports of entry; develop IBIS and other border ADP systems; and create interagency/interdisciplinary teams to analyze and target smuggling modes, methods, routes, etc.

- o **Target high-value individuals and shipments.**

The Administration will review the Rules of Engagement to raise risk to pilots.

RESEARCH

- o **Establish a Drug Control Research and Development Committee comprising the directors of research and evaluation, and the chief technology advisers of all appropriate drug supply and demand reduction agencies.**

The Administration will establish this committee under the Office of National Drug Control Policy. Its priorities are to:

- Recommend to ONDCP policies and priorities for drug-related research and development;
- Review, monitor, and coordinate Federal research, data collection, and evaluation activities;
- Eliminate duplication and gaps in current data collection, and generate accurate and useful information on which to base national drug control policies; and
- Assist agencies in effectively acquiring and using new technologies to prevent and treat drug use and to detect and suppress illegal drugs and related commodities (e.g., currency).

Research (cont'd.)

The Administration has expanded the National Household Survey to provide information on users, including frequent users, as well as on the prevalence of drug abuse. The Survey will henceforth be conducted every two years to provide more timely data on emerging drug trends. In the "off-years" smaller, carefully targeted surveys will be conducted several times annually to obtain current information on special populations and emerging drug problems, and to monitor annual drug use in accordance with the 1988 Act. The Senior Survey will be modified to provide reliable information on drug use by adolescents.

The Administration will support additional research on effective prevention strategies, particularly those strategies which target disadvantaged inner city youth.

The Administration, through the Department of Justice, will develop simulation models of the criminal justice system.

The Administration will conduct additional clinical research in the area of drug use and addiction.

Research (cont'd.)

linked operations, coordinated indices, or combined facilities) shall be explored by an interagency task group.

Intelligence (cont'd.)

security compartmentalization, containing all relevant drug data held by DEA and FBI. Data from other agencies will be added to the database upon approval of the Advisory Board, which will also approve access to the database (and the level thereof) by individual agencies. Pending development of its own computers, the Center will utilize as an interim capability the Drug Intelligence System being developed by FBI.

The fourth priority of the Center is to disseminate comprehensive products on drug organizations to Federal enforcement and intelligence agencies and other agencies -- Federal, State, and local -- that have drug missions.

Arrests are up and seizures are at an all-time high. But it is now time to address all parts of this system. Now the Nation must address the overcrowding in our courts and prisons that has resulted from these activities. For years, law enforcement has focused on the high-level traffickers and large organizations, but now we must do more to fight street-level crime and make drug users more accountable for their actions. For years, attention has been focused on interdicting drug shipments, but we must do more to stop the growing and processing of drugs before they enter the transportation and distribution networks. And for too long, we have relied primarily on law enforcement to solve our drug problem, but now we must do more to reduce the demand for drugs, through effective prevention and education campaigns and a strengthened treatment system.

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 1990 budget that is approximately 70 percent supply reduction and 30 percent demand reduction.

Of course, there are many reasons that supply reduction activities consume such a large portion of the budget: supply reduction activities are inherently expensive (cars, aircraft,

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This section presents the specific Federal resource levels the Administration believes are necessary for fiscal year 1990 to implement the National Drug Control Strategy and begin to bring balance to the funding side of the drug program. In total, the Strategy proposes \$7.5 billion for the drug control program in fiscal year 1990, a \$1.9 billion (34 percent) increase over the current fiscal year, and a \$3.5 billion (87 percent) increase over the past fiscal year. Such large increases attest to the importance this Administration places on the drug problem. These funds will be used entirely for drug control activities.

**BUDGET AUTHORITY IN MILLIONS OF DOLLARS**

	FY 1988	FY 1989	FY 1990	FY 89-90 Increase	
Corrections	\$ 498	\$ 715	\$1,359	+ 90%	+\$644
International	209	214	509*	+138%	+ 295
State and Local					
Law Enforcement Grants	70	150	350	+133%	+ 200
Other Law Enforcement	2,040	2,765	2,920	+ 6%	+ 155
Judiciary	190	209	250	+ 20%	+ 41
Prevention & Education	605	941	1,202	+ 28%	+ 261
Treatment	400	621	925	+ 49%	+ 304
<b>TOTAL</b>	<b>\$4,013</b>	<b>\$5,614</b>	<b>\$7,515</b>	<b>+ 34%</b>	<b>+\$1,901</b>

\*NOTE: INTERNATIONAL NUMBER PENDING PRESIDENTIAL DECISION.

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The above priorities are expected to guide the Strategy in 1991 and 1991, expanded by the addition of the following priorities:

- Expand inter-agency drug task force operations;
- Augment drug intelligence capabilities;
- Strengthen the presence of the Border Patrol along the Southwest border;
- Help the police get people off the highways who are driving while under the influence of drugs; and  
**{Pending Presidential Decision}**
- Reduce the amount of marijuana cultivated on American soil.

In the next National Drug Control Strategy, due February 1, 1990, the Administration will provide specific funding levels for each of these priority programs, and for each agency in the National Drug Control Program, for fiscal years 1991, 1992, and 1993. What follows is a summary presentation of the funding priorities for fiscal year 1990.

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TREATMENT, PREVENTION and RESEARCH

Department of Health and Human Services

	<u>1989</u>	<u>1990</u>
Prevention	\$300 Million	\$399 Million

Additional funds are needed to encourage individuals to stay away from drugs and to help those who have already come under their grip. The goal is not only to expand the availability of these programs, but to improve their efficacy as well. The additional funds for HHS will institute and expand education and prevention activities built upon effective accountability-based policies and containing built-in evaluation components. These funds may be used to stimulate volunteer efforts and will be implemented through community-based programs.

	<u>1989</u>	<u>1990</u>
Treatment	\$448 Million	\$685 Million

To assist those who have become dependent upon drugs the Administration is committed to the goal of providing treatment to those who need it. The increase includes additional funds for treatment of pregnant women and "cocaine babies" and funds for demonstration projects to improve the treatment system. Changes

drug-impaired pregnancy. The activities will be aimed at inner city youth, dropouts, and youth in small towns and rural areas.

INTERNATIONAL

	<u>1989</u>	<u>1990</u>
Various		
Agencies	\$215 Million	\$509 Million

The Administration is committed to stepping up pressure on the initial growers, producers, and traffickers of illegal drugs. To that end, additional military, economic, and law enforcement assistance is needed to support international efforts in the source countries. [NOTE: THIS PROPOSAL IS STILL AWAITING A PRESIDENTIAL DECISION]

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FEDERAL PROSECUTORS, COURTS, AND PRISONS

	<u>1989</u>	<u>1990</u>
<u>Prosecutors</u>		
U.S. Attorneys	\$141 Million	\$183 Million

Arresting individuals is only the first step in cracking down on drug users and traffickers. A balanced system requires resources for all steps in the criminal justice process. This means additional Federal attorneys are needed to prosecute the increased number of drug cases.

\* NOTE: Includes \$46 million derived from the Organized Crime Drug Enforcement account.

<u>Courts</u>	<u>1989</u>	<u>1990</u>
U.S. Courts	\$209 Million	\$250 Million
U.S. Marshals	\$124 Million	\$158 Million

To cope with the growing number of drug defendants that appear before Federal judges, increased resources are also needed for the Federal courts. Additional U.S. Marshals are needed to enforce court orders and track down fugitives.

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**MONEY LAUNDERING**

	<u>1989</u>	<u>1990</u>
Various		
Agencies	\$119 Million	\$130 Million

Federal investigations of money laundering activities need to be expanded and better coordinated. With these resources, many new money laundering investigations will be opened, depriving drug traffickers of potentially millions of dollars worth of profits.

**BORDER CONTROL**

The Administration is committed to maintaining a strong interdiction force. For the past several years, large capital investments have been made in this area and they have produced a strong deterrent to drug smuggling. Over the next few years the emphasis will shift to bringing the hardware systems on-line that are currently in the pipeline, improving the working relationships among the interdiction agencies and evaluating the effectiveness of our interdiction program. Areas of vulnerability, such as the Southwest land border, will continue to be strengthened.

Coast Guard                    \$533 Million                    \$690 Million

The resources recommended for the Coast Guard will allow it to operate at an increased level in 1990.

	<u>1989</u>	<u>1990</u>
Department		
of Defense	\$308 Million	\$156 Million

The Strategy recommends that \$162 million of the Defense Department's initial 1990 allocation for interdiction (\$318 million) be used to offset partially the cost of the international initiative described earlier in this chapter, [PENDING PRESIDENTIAL DECISION] although it is anticipated that in future years DOD funding for drug interdiction will return to approximately its 1988 level.

At the recommended 1990 level, DOD will devote approximately \$50 million to intelligence upgrades, \$3 million to move an aerostat from ~~Sanaverd~~ to western Florida, \$60 million for the National Guard, and the remaining \$43 million for initiatives yet to be determined.

1989

1990

**DRUG TASK FORCE OPERATIONS**

**State and Local Task Forces**

	<u>1989</u>	<u>1990</u>
DEA	\$27 Million	\$32 Million

More can be done with joint Federal/State/local task force operations. These task forces draw on the expertise, resources and manpower of each level of government and have been particularly effective against mid-level traffickers.

**Organized Crime Drug Enforcement Task Forces**

	<u>1989</u>	<u>1990</u>
Various Agencies	\$0 Million*	\$215 Million

Among the most effective programs currently operating at the Federal level is the Organized Crime Drug Enforcement Task Force (OCDETF) program. This program has proven over time to be an excellent example of interagency cooperation and joint participation in focusing on a common goal: arresting high-level

MARIJUANA ERADICATION

	<u>1989</u>	<u>1990</u>
Various		
Agencies	\$8 Million	\$16 Million

Increased resources for the Federal government are needed to enable it, in cooperation with State and local authorities, to reduce the aggregate amount of marijuana cultivated in the United States.

OTHER AGENCY PROGRAMS

More than three dozen Federal agencies are involved in drug control activities. Only a portion of these have been specifically addressed in the preceding portion of this Chapter. The table which follows displays the collective resources for the entire drug control program.

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Department of Agriculture			
Ag. Research Service	1.3	1.3	1.3
U.S. Forest Service	<u>5.2</u>	<u>5.2</u>	<u>5.3</u>
	6.5	6.5	6.6
Department of Interior			
Bureau of Land Management	1.5	1.3	6.8
U.S. Park Service	1.2	1.2	7.6
Bureau of Indian Affairs	6.5	6.8	9.9
Fish and Wildlife Service	<u>0.4</u>	<u>0.4</u>	<u>0.4</u>
	9.6	9.7	24.7
Department of Defense			
Interdiction	94.7	308.3	155.6
Prevention & Treatment	<u>105.9</u>	<u>112.0</u>	<u>117.5</u>
	200.6	420.3	273.1
Department of Health and Human Services			
ADAMHA	520.8	890.8	1,286.0
Indian Health Service	16.2	18.7	18.7
FDA	1.6	6.7	1.8
Other HHS	<u>0.0</u>	<u>30.0</u>	<u>30.0</u>
	538.6	946.2	1,336.5
Department of Housing and Urban Development			
Security Improvements	0.0	8.0	45.0
Prevention Programs	<u>0.0</u>	<u>0.0</u>	<u>5.0</u>
	0.0	8.0	50.0
Department of Education	229.8	354.5	391.6
Department of Labor	3.1	5.7	3.7
ACTION	5.9	7.9	5.9
White House Conference	2.5	0.0	0.0
Veterans Administration	88.5	93.9	96.9
U.S. Courts	<u>190.4</u>	<u>209.0</u>	<u>249.8</u>
TOTAL FEDERAL PROGRAM	\$4,012.9	\$5,614.4	\$7,514.7

\*NOTE: International number pending Presidential decision.

- o Enact alternative sentencing statutes, to permit the use of e.g., boot camps, environmental work crews, community service, house arrest, and other such penalties.
  
- o Enact an asset forfeiture law that permits authorities to confiscate property derived from illegal drug transactions, or used to facilitate such transactions. Asset forfeiture laws are a useful sanction against casual users as well as drug traffickers. Asset forfeiture laws should be written to permit authorities to use forfeiture proceeds for law enforcement purposes, rather than permitting funds to revert to the state general fund or other earmarked fund (e.g.: education fund).

Asset forfeiture laws should facilitate "tracing", by including a legal presumption that an asset is derived from a drug enterprise if authorities can show that there is no other likely source of income with which to have purchased the asset.

In addition, the law should be written to permit the substitution of non-drug related assets for drug-related assets, in cases where, e.g., drug-related assets are "owned" by other family members, or rented from a third party. Asset forfeiture laws should also apply to real

provision could be made for restoration of all benefits upon completion of a drug rehabilitation program.

- oo Criminalize offers, attempts and solicitations to sell and buy drugs. (Such statutes permit law enforcement officers to make drug arrests without consummating a sale or purchase with actual drugs.)
  
- o Enact "Drug-Free Workplace" statute. All State and municipal employers, including agencies, contractors and grantees, should be required to take personnel action against employees found to be using drugs, or to be under the influence of drugs at work. Such action could include suspension, termination or mandatory enrollment in a drug treatment program.

Many of the drug control laws noted above are contained in the model Uniform Controlled Substances Act (UCSA) as recently amended. States are encouraged to examine this draft legislation closely, to determine what changes to State law might be appropriate. In addition, States should review their labor laws, to make sure that private employers are not legally precluded from implementing drug-testing programs, including pre-employment screening, and their child abuse and child neglect statutes to

**DRAFT**

August 11, 1989\*

APPENDIX D

**HIGH INTENSITY DRUG TRAFFICKING AREAS**

Section 1005 (c) of the Anti-Drug Abuse Act of 1988 authorizes the Director of the Office of National Drug Control Policy to designate "any specified area of the United States as a high intensity drug trafficking area." The statute directs that in designating high intensity drug trafficking areas the Director shall consider the following criteria:

-- the extent to which the area is a center of illegal drug production, manufacturing, importation, or distribution;

-- the extent to which State and local law enforcement agencies have committed resources to respond to the drug trafficking problem in the area, thereby indicating a determination to respond aggressively to the problem;

-- the extent to which drug-related activities in the area are having a harmful impact in other areas of the country; and

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The Director intends to identify high intensity drug trafficking areas in a subsequent National Drug Control Strategy. In order to accomplish this task, the Director will consult with the Attorney General and the appropriate Governors to identify those areas which are of critical concern. The Director possesses statutory authority to enable the Federal government to begin to address the needs of designated areas in the budget year in which the designations are made. The authority would permit the Director to reassign Federal personnel on a temporary basis - - with the concurrence of the affected department Secretary or agency head -- to address critical needs.

**SUPPLEMENTAL CRITERIA**

In addition to the criteria specified in the legislation to be considered in designating an area a high intensity drug trafficking area, the Director proposes that additional criteria be used to measure the scope of the drug problem, such as: emergency room data, local drug prices, gang activities, treatment waiting lists, and such measures of local law enforcement activity as law enforcement personnel assigned to narcotics, drug-related areas, and seizures.

In determining whether a proposed High Intensity Drug Trafficking Area meet the above criteria, the Director will evaluate the severity of the drug-related problems of each

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Possible waivers to permit use of Medicaid and other entitlement funds for treatment programs

Prevention Initiatives

Support for prevention activities

Possible waivers to permit use of Medicaid and other entitlement funds for prevention programs

Public Housing Initiatives

Waivers of HUD regulations to make evictions easier

Establishment of "drug-free" public housing units with picture I.D.'s and security fences.

Needs and initiatives in information management fall into two interrelated categories:

- Automatic data processing and electronic databases; and
- Communications systems that provide rapid and secure voice and data communications within and between agencies with drug-related responsibilities.

Automatic Data Processing

In both supply reduction and demand reduction, command of vast volumes of information is essential to policymaking, to resource allocation decisions, and to effective law enforcement. American businesses have made enormous progress in developing ADP systems which enable them to gain mastery of large amounts of information. From a single terminal it is possible to find out the latest stock quotes, make airline reservations, and review the latest news summaries. These same capabilities and concepts must be applied to diverse, complex, and often sensitive information handling problems we face in dealing with the drug problem.

Some agencies have made considerable financial commitments to automate their information gathering and processing, and have developed advanced systems to process the increasingly large amounts of information being developed. However, in many agencies, automatic data processing (ADP) has not competed well against other priorities for resources. In these agencies, ADP is often viewed as less important, or less glamorous, than

Bureau of Investigation (FBI) and Department of Defense (DoD) will also be adapted to DEA needs where possible and used to maximize the value of DEA's vast data resources.

Once automated, the DEA data base will be made accessible to all agencies with drug-related responsibilities (subject to appropriate access controls). Some data, such as informant identities, operational methods and plans, and similarly sensitive information, will be denied access by other agencies. These security features must be carefully designed into the data base as it is built. DEA will also automate all aspects of its intelligence/information dissemination to other agencies.

The El Paso Intelligence Center (EPIC), the law enforcement community's all-source tactical narcotics intelligence facility, needs high quality ADP equipment. Though efforts have been made over the years to provide effective, reliable ADP systems, EPIC requires significant financial and technical assistance to bring its ADP systems up to the level necessary for it to meet its stated mission requirements. Upgrading EPIC's ADP posture in the near term is essential to improved support to drug interdiction operations. ONDCP, through the ADP working group described later in this plan, will also seek to ensure that appropriate technology and, if necessary, technical assistance are brought to bear.

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Although there are valid legal and source protection concerns, development of integrated or compatible ADP systems can and must be achieved. Two such efforts are currently underway -- one is well advanced and functioning, the other a prototype. A good example of an interagency initiative in ADP applications and information-sharing is the Integrated Border Information System (IBIS). During the past year, the U.S. Customs Service, the Department of State, and the Immigration and Naturalization Service have established the Treasury Enforcement Communications System (TECS II) as the ADP system for all border-related lookout or suspect information. This single integrated system improves earlier procedures wherein each agency depended on its own ADP system. The IBIS concept is to have each participating agency either use the TECS II system as its primary ADP system (for this type of data), allowing TECS II online access to its database or periodically transferring its records to TECS II. The result is the capability use a single terminal to access information from several agencies. IBIS development should continue aggressively, ensuring the information it contains is comprehensive and broadly accessible. ONDCP will work closely with the IBIS steering committee and appropriate agencies to ensure the early success of this promising system.

A second approach to information-sharing is the Joint Maritime Information Element (JMIE). The JMIE concept is to extract specific types of information from participating agencies' ADP databases and put that information in a central

organizations have an array of programs and services designed to address specific drug problems or issues. As noted in the Research chapter, there is at present no integrated system which captures information on this vast array of programs. Three Federal Departments have -- or plan -- clearinghouses for drug-related program information: Health and Human Services, Justice, and Housing and Urban Development. Each of these department systems maintains up-to-date information on that department's programs and on Federal, State, and local efforts and private sector programs that produce significant results, research findings, or statistical information. However, while each clearinghouse refers inquiries as appropriate to the other, those who most need information often have trouble finding the answers to their questions. Particularly with material on law enforcement and prevention approaches for local communities, information on effective strategies must be available from one facility.

The Drug Control Research and Development Committee to be will ensure that the agencies archive and disseminate information, research, and evaluation results through a central clearinghouse so that they are easily accessible and available (see "Research").

Communications

The numerous Federal agencies involved in drug supply

ONDCP will chair the Interagency Working Group on Drug Enforcement Communications, and expand its membership to include State and local representation. The Department of Defense, under the guidance of ONDCP, will be designated as the Executive Agent for the implementation of communications systems necessary to support drug enforcement activities. The Executive Agent will specify the types of equipment and services necessary to carry out the drug enforcement communications requirements as validated by ONDCP. The Executive Agent will serve as the acquisition agency for those Federal agencies requiring assistance in obtaining this communications capability and will also provide technical assistance to non-Federal agencies in carrying out their acquisitions via State and local governments. The Executive Agent will also monitor drug enforcement communications operations to ensure effective utilization, as requested, by ONDCP.

# ADP Systems - INS

NAILS

**National Automated  
Immigration Lookout  
System**

- Foreign Excludables

OASIS

**Operational Activities  
Special Information  
System**

- Violators of Immigration  
Law

NIIS

**Non-Immigrant  
Information System**

- Arrival/Departure of  
Non-Immigrant  
Foreigners

CIS

**Central Index System**

- INS File Index

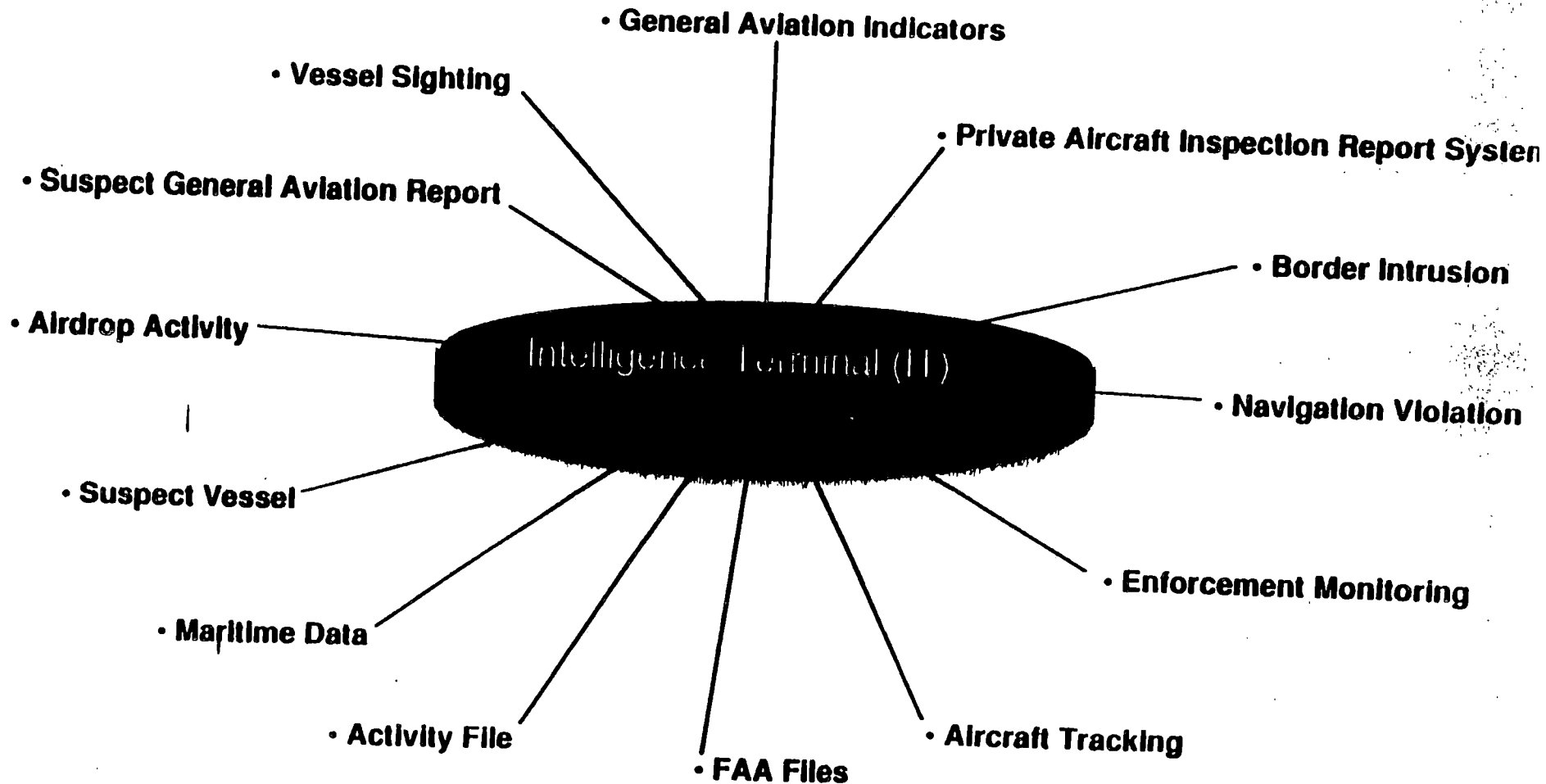
ADIT

**Alien Documentation  
Identification and  
Telecommunications**

- Alien information  
Biometric/biographic
- Machine readable Alien Card

**DRAFT**

# ADP System - EPIC



**DRAFT**

# ADP Systems - Coast Guard

LEIS

## Law Enforcement Information System

- Drug Seizures
- Migrant Interdiction
- Summary Enforcement Event Report

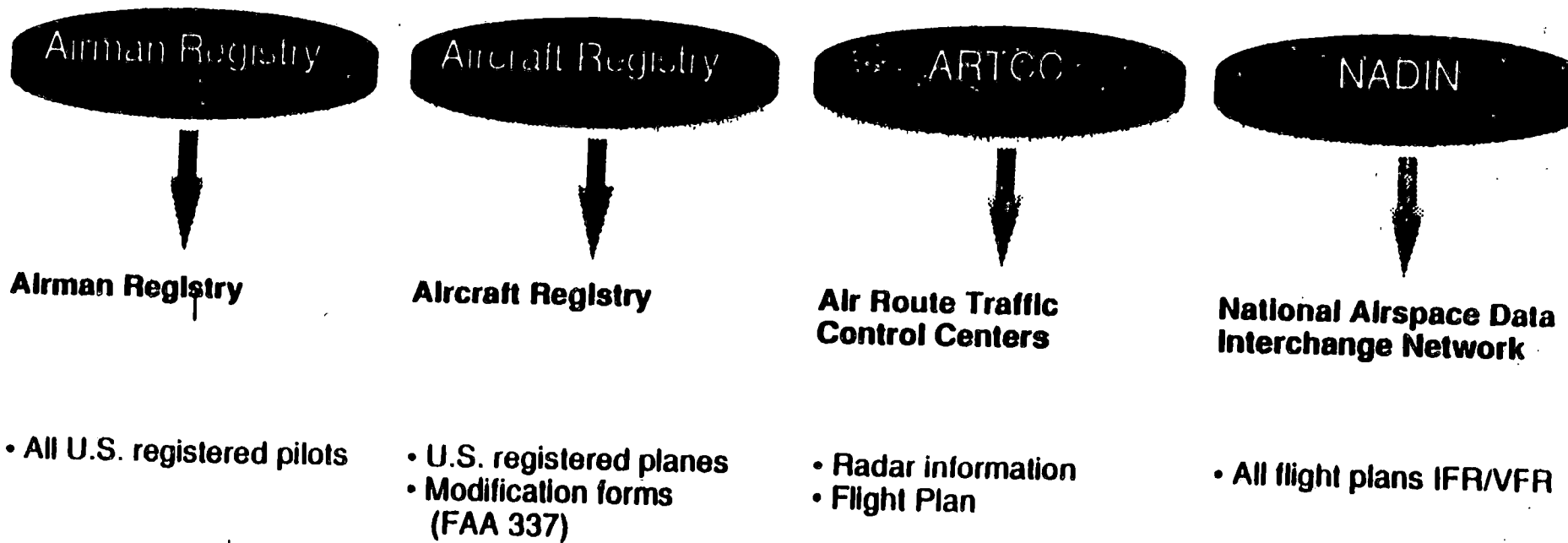
MSIS

## Marine Safety Information System

- U.S. Vessels
  - Names
  - Documentation
  - Histories
  - Marine Violations
- Port Summary Information

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# ADP Systems - FAA



DRAFT

ONDCP/OR Jul 89

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rehabilitation, law enforcement, crop control, diplomacy and international cooperation.

- o Information on special initiative(s) of any organization or special interest group involved in drug control efforts.
- o Perceptions as to changing attitudes or trends.
- o Public information programs and other means of communicating anti-drug and drug-free messages to prevent illegal use of drugs and heighten awareness.
- o Ways to generate community support for the various drug control programs, including accepting treatment centers, prisons, neighborhood watch programs, education and prevention efforts, drug-free public housing initiatives and user accountability.
- o Additional tools needed (i.e., new or additional legal tools or laws, educational brochures, training, etc.) or ways to improve the responsiveness of the medical, educational, and criminal justice systems.

In addition, we asked for perspectives on the cause(s) of the drug problem, and suggestions for actions needed to assail illegal drug use.

ONDCP sought ideas and recommendations from:

- I. All Executive Departments and Agencies. We held formal meetings with officials of all Federal agencies, and in particular solicited input from all the Drug Control Program

international plans, we reviewed as many of these documents as could be identified and culled pertinent portions.

VI. Current Cooperative Efforts. The drug control agencies of the Federal government were asked to describe the existing and planned cooperative efforts between their agency and State and local governments or private sector organizations. The State and local government and private sector officials from whom written material was requested were also asked to identify existing and potential cooperative efforts between the various levels of government and the private sector, including both domestic and international levels.

VII. Face-to-Face Consultations. The Director met with Federal, State and local government officials, Members of Congress, and representatives of the private sector, including former drug policy advisers to discuss the various aspects of the drug problem. These people were asked to offer, informally, their ideas and recommendations for combatting illegal drug use and trafficking. In addition, the Director met with groups of experts from the private sector on such areas as treatment, drug-free workplaces, drug testing, the criminal justice system, law enforcement, education, communication, prevention and community mobilization. These latter meetings were used to raise issues of mutual concern for the participants and to identify the measures, initiatives and resources needed to expand their effectiveness.

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The New York Times/José R. Lopez

President Bush discussing his drug policy speech with his chief of staff, John H. Sununu, yesterday at the White House.

## PRESIDENT OFFERS STRATEGY FOR U.S. ON DRUG CONTROL

### WARNS OF A GRAVE THREAT

#### Call for United America Sees 'Sapping of Our Strength' — Critics Cite Limits

By BERNARD WEINRAUB  
Special to The New York Times

WASHINGTON, Sept. 5 — Calling the drug problem "the toughest domestic challenge we've faced in decades," President Bush tonight proposed a national drug control strategy that focuses heavily on increased law enforcement against drug sellers and users.

In an address prepared for delivery from the Oval Office, Mr. Bush adopted a tone of urgency in warning that drugs were a grave threat "sapping our strength as a nation."

"There is no match for a united America, a determined America, an angry America," Mr. Bush said. "Our outrage against drugs unites us, brings us together behind this one plan of action, an assault on every front."

#### 70% for Law Enforcement

Nearly 70 percent of the proposed drug package is directed at law enforcement, and the plan seeks stiffer sentences for everyone involved in drugs, from occasional users to international drug traffickers.

But critics say this approach gives short shrift to education and prevention efforts as well as treatment to drug addicts.

In his proposals, Mr. Bush also essentially sought to shift the focus from stopping drugs at the border to targeting narcotics trafficking on the street. The major elements of the plan have been disclosed over the last few weeks.

#### More Money for Prisons

His plan calls for increasing the nation's police force and creating more Federal prison space for drug offenders, as well as more treatment programs for addicts, and it also would provide additional military and economic aid to Colombia, Peru and Bolivia, the main sources of cocaine.

The President's proposal calls \$7.9 billion for the new fiscal year starting Oct. 1, an increase of about \$2.2 billion over fiscal 1989. In fact, Mr. Bush's plan would only spend \$715 million more than was budgeted for the current fiscal year. The reason is that the bulk of the \$2.2 billion increase would be spent in future years.

In confronting what many Americans have told pollsters they believe is the most serious problem gripping the nation, Mr. Bush has undertaken the

Continued on Page B7, Column 1

#### Random Drug Tests for Police

The New York City Police Department will begin random drug testing of all officers, from patrolmen to the Commissioner. Page B1.

Continued on Page B7, Column 4

## More of the Same

### Bush Rejects Basic Shift for War on Drugs; Critics Say Plan Falls Short on Treatment

By RICHARD L. BERKE  
Special to The New York Times

WASHINGTON, Sept. 5 — President Bush's strategy for fighting drugs calls essentially for the Government to do more of what it has been doing with only marginal success for years: build more prisons, make more arrests, pay for more treatment centers and intensify efforts to break up drug-trafficking organizations.

The President rejects the notion espoused by many Democratic lawmakers and experts on drug abuse that there needs to be a vast shift in resources from attacking the drug supply

to emphasizing prevention and treatment.

Roughly 70 percent of the Bush plan is for efforts to contain the drug supply and enforce laws against illegal drugs; the rest is for treatment and prevention. That ratio has been much the same since the Presidency of Richard M. Nixon.

#### \$2.2 Billion Spending Rise

The plan calls for spending \$7.9 billion in the next fiscal year to fight drugs — a \$2.2 billion increase. But critics say new ground can be broken only if more attention is directed to effective prevention and long-term treatment programs, and that billions of dollars are required if the nation's drug crisis is truly to be faced.

To critics of the plan, Mr. Bush's strategy is a familiar refrain.

"I have a feeling of time warp," said Jack A. Blum, a former special counsel on narcotics for the Senate Foreign Relations Committee. "Nelson Rockefeller started all of this in 1968. It was replayed by Richard Nixon in the 1972 campaign. The Bush policy is modestly reworked Richard Nixon."

Yet Mr. Bush, who vowed in his inaugural address that "this scourge will stop," suggested tonight that the scope





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The Honorable George Bush  
President of the United States  
The White House  
Washington D.C. 20500

25 August 1989

Dear Mr. President,

I am writing to thank you for asking us to meet with you to discuss Director Bennett's drug strategy last week. As you may remember, last summer during the campaign, Daisy Sledge, June Milam and I briefed you on the parent, family and community grass-roots, drug-prevention movement. I meant what I told you in last week's meeting: we are all so pleased to see that you are taking the leadership to fight--and win--the war on drugs, and that you and Director Bennett recognize that we will not win this war until we find ways to empower ordinary citizens to take ownership of both the problem and the solution.

In last week's meeting, you asked us how you could stress the need to fight the war on drugs at the local, community level without getting "clobbered by the press." The press really will "clobber" you if it thinks you are asking volunteers to solve the drug problem alone. This is a case where the best defense is a strong offense. We therefore offer the following suggestions for you to consider:

**1. Acknowledge the Role Volunteers Have Played in Reducing Drug Abuse Thus Far, As Indicated in the New National Household Survey on Drug Abuse.**

Many citizens have already accepted the responsibility of finding solutions to the drug problem in their communities, and it is largely due to their efforts that the National Household Survey is showing us the first significant decline in drug use since this American nightmare began three decades ago. First, tell the nation that you want to build on and expand this initial success.

**2. Acknowledge That You Understand Volunteerism is Not Free.**

I am not at all sure that President Reagan's advisors understood this. Volunteerism requires financial support to recruit, train, direct and coordinate volunteers so that their effort is not misdirected and wasted.



2296 Henderson Mill Road  
Suite 204  
Atlanta, GA 30345  
404-934-6364

**3. Acknowledge That You Understand People Cannot Afford to Volunteer Full Time Without Pay, and That This is Particularly True of Poor People in Whose Communities Drug Abuse is Most Out of Control.**

There is a significant difference between those who volunteer their help part time and those who work full time to direct the volunteer effort. The latter serve as catalysts in their communities. They recruit and train new volunteers, identify problems, and, with the help of their newly trained volunteers, work to resolve those problems. Nearly everyone can afford to volunteer a few hours a day without pay, but it's the full-time, day-in, day-out volunteer coordinators who need wages to be able to spend time leading the drug-prevention fight in their communities. These full-time civilian drug-prevention fighters are analogous to the military troops we drafted to fight in World War II. We didn't ask those military troops to serve their country without paying them subsistence wages, and we shouldn't ask full-time civilian drug-prevention troops to do so either.

**4. Take Command of the Army of Grass-Roots, Volunteer Drug Prevention Fighters.**

As President you are Commander-in-Chief of our military forces. A plan many of us have been formulating proposes that you also become Commander-in-Chief of that vast army of civilian drug-prevention volunteers who are serving as the troops on the front lines of our nation's war on drugs. We propose that you institutionalize and coordinate their efforts by creating a National Drug Prevention Corps, and that you make such a Corps the first public/private project of your Thousand Points of Light Foundation.

**5. Apply the Language, Imagery and Symbolism of War to the War on Drugs.**

A National Drug Prevention Corps will allow you to apply the language, imagery, and symbolism of war to the drug-prevention war. Just one example of what I mean is suggested by the death of Maria Hernandez, who along with her husband had been fighting to free their Brooklyn neighborhood of the drug scourge, and who was shot through the window of her living room and killed. Had Mrs. Hernandez been serving in the armed forces when she was killed, she would have been awarded a Purple Heart. As a soldier in the war on drugs, this woman died in service to her country as surely as all the military soldiers who have given their lives in other wars. Why not devise a civilian version of the Purple Heart for Mrs. Hernandez and the hundreds of other citizen (and law enforcement) drug warriors who give their lives fighting to prevent drug abuse?

**6. Re-distribute A Portion of Existing Federal Drug-Prevention Dollars to Support the Volunteer Drug-Prevention Effort. Use Those Dollars to Train Local Volunteer Coordinators. Ask Counties, Cities and Local Businesses to Match Federal Training Dollars with Local Dollars to Pay Volunteer Coordinators' Salaries.**

The press and some members of Congress are putting pressure on you to ignore Gramm-Rudman and the deficit and to vastly increase spending for the war on drugs. What Congress does **not** understand is that little if any of the money it has already appropriated (in the 1980 law that created the Alcohol, Drug Abuse and Mental Health Administration Block Grants and the Anti-Drug Abuse Acts of 1986 and 1988) is filtering down to the grass-roots, drug-prevention groups--to the people who are making a difference in reducing the demand for drugs. Instead, that money is going to established federal and state bureaucracies, which use the funds to enlarge their power bases. I am not saying that public agencies should not receive their share of public funds. I am saying Congress, in the language of all three acts, expressed its intention to place a share of public funding in nonprofit citizens' drug-prevention groups, and that public agencies, primarily at the state level, are sabotaging that intent.

The only way this will ever be changed, in my view, is by redistributing a portion of federal drug-abuse prevention dollars to train community volunteer coordinators, and making those dollars grow by asking local governments and businesses to match them to pay local volunteer coordinators' salaries. Your Thousand Points of Light Foundation seems to be the perfect place to house the National Drug Prevention Corps, given its mission to support volunteerism through a federal/ private-sector effort.

**7. Give Americans a List of Things They Can Do to Take Part in the War on Drugs.**

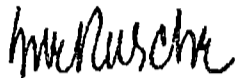
We think the American people are poised and ready for you to mobilize them to fight the war on drugs, much like Roosevelt mobilized Americans and Churchill mobilized the British to fight World War II. Nearly everyone in this country stands ready to do his or her part. That willingness needs to be channelled into specific suggestions of concrete tasks volunteers can perform.

There are thousands of ways Americans can help strengthen families and youth and help them resist the temptation to become involved with drugs or drug dealing. The kind of commitment each of us makes to help each other out goes far beyond anything money can buy. That's not to say that the drug-prevention war can be fought without money. It can't. But if we target a portion of already existing federal funds,

match them with monies from counties, cities and local businesses, and use them to empower people to reduce drug abuse in their own communities, that investment in human effort will pay dividends far beyond all the money in the world. The drug traffickers may have a disproportionate share of the dollars, but we have something far more precious--the sheer number of citizens, rich and poor, who are ready to say, "There are more important things in life--just tell me what I can do."

Thank you, Mr. President, for being ready to lead us in fighting what, in many ways, is the most challenging and threatening war we've ever faced.

Very truly yours,



Sue Rusche  
Executive Director

# Withdrawal/Redaction Sheet

## (George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
01. Memo	Edward E. McNally to Chriss Winston, re: Sound Bite "Theme" for Drug Speech. (3 pp.)	08/31/89	<del>P-5</del>	

**Collection:**

**Record Group:** Bush Presidential Records  
**Office:** Speechwriting, White House Office of  
**Series:** Speech File, Backup  
**Subseries:**  
**WHORM Cat.:**  
**File Location:** Presidential Address on Drugs 9/5/89 [9]

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- (b)(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- (b)(9) Release would disclose geological or geophysical information

THE WHITE HOUSE

WASHINGTON

August 31, 1989

INFORMATION

MEMORANDUM FOR CHRISS WINSTON

FROM: EDWARD E. McNALLY

SUBJECT: SOUND BITE "THEME" FOR DRUG SPEECH

As you suggested, Mark shared the latest, excellent draft of Tuesday's drug speech with me. It's full of terrific stuff -- sober, Presidential, compelling. The "visuals" are pure inspiration, and sure to be remembered.

Another way to keep this speech memorable is to incorporate a recurring theme, a sound bite that sums up the President's proposals in a single, neat phrase. (Like you did with: "The right thing to do.")

The surveys show that Americans are sick and tired of this scourge -- casual use is plummeting -- 7 out of 10 black Americans say drugs represent America's #1 problem. **America is ready for action. And America is ready for change.** The President should declare that enough is enough -- no more business as usual ("All deals are off?"). The President should announce that -- starting today -- **"We're changing the rules."**

For about a month the papers have been posing the question of the hour, the question that will be on everyone's mind as they sit down in their living rooms Tuesday night. It is simple and direct:

**"What is the President going to do about drugs?"**

The President's speech will be rated by how effectively this nine-word question is answered. But coming up with a simple answer to this simple question isn't easy. The truth is, the Administration's anti-drug proposals are complicated and diverse. However, each of the President's comprehensive proposals -- on education, treatment, enforcement, and interdiction -- can be summed up in a single, four-word phrase. The answer to the question of what we're going to do about drugs is:

**"We're changing the rules."**

On education -- we're going to stop this problem before it becomes a problem for another generation of American kids. [[ \$233 million, etc...]] I call on every school, college and university -- and every workplace -- to adopt tough but fair policies about drug use by students and employees. Those that do not adopt such policies will not get federal funds. Period. No more business as usual. We're changing the rules.

If you don't steer away from drugs -- you won't be steering anything. No more driver's licenses for students caught with so much as a single vial. And beware our new auto forfeiture laws: Use a car to buy drugs -- and it'll be the last shopping trip you ever take. And higher education is a privilege, not a right. For those who use drugs in college -- America's not going to finance the party anymore. No more student loans for drug users. We're changing the rules.

As for treatment -- for far too long, those afflicted by the waking nightmare of drug addiction have been turned away -- and often put back on the streets to commit more crimes. That's got to stop -- and it's going to stop now. [[ \$321 million, etc...]] We want an America where those who want treatment, get treatment. No more business as usual. We're changing the rules.

And for those unable to learn and unwilling to seek help -- we're changing the rules for you, too. Drug traffickers are going to learn that:

If you traffick in drugs -- you will be caught.

And if caught -- you will be prosecuted.

And if convicted -- you will do time.

[[ \$1.4 billion, etc...]] Tougher law to punish them. More police to arrest them. More prosecutors to convict them. More prisons to hold them. For serious drug crimes -- all deals are off. No more business as usual. We're changing the rules.

[[ Housing projects, etc...]] "...by kicking the dealers out for good." We're going to take back the streets -- and we're going to take back our housing. We're changing the rules.

The rules are changing overseas, too. In Colombia in recent days, 11,000 drug suspects have been rounded up. Several are suspected drug lords whose taunting faces have decorated America's post offices for many years. The wait is now over. Today a U.S. Air Force plane is standing by in Bogota -- ready to bring these outlaws before the fairest instrument of justice ever invented -- a jury of ordinary Americans.

Justice is all we ask -- and justice is what they fear most. Because these kingpins know that, under our tough new drug laws, their probation officers haven't yet been born. Enough is

enough. We're not going to take it any more. **We're changing the rules.**

And from now on, smugglers approaching the U.S. coast better watch their backs. I'm calling today for the adoption of tougher rules of engagement in the skies and on the high seas. **We're changing the rules...**

# # #

[[An alternate refrain is: "The rules are changing." E.g., "In a nationwide address last night the President declared that 'the rules are changing' in the war on drugs, announcing proposals to..."]] ]

cc: David Demarest  
Mark Davis

**DEPARTMENT OF STATE**  
**Bureau of International Narcotics Matters**  
**Washington, DC 20520**

FAX Number: (202) 647-4912

FAX MESSAGE

Date Transmitted: 9 / 1 / 89      Number Dialed: ( ) 456 - <sup>6218</sup>6218

TO: MARK DAVIS  
OFFICE OF SPEECHWRITING  
WHITE HOUSE

FROM: PETER BORROMEO  
INM

Tel. (202) 647- 3735

SUBJECT: SPEECH - RE DRUGS  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

NUMBER OF PAGES INCLUDING THIS PAGE: 4

Please notify sender immediately if not received properly. Thank you.

## MEMO

TO: Mark Davis  
FROM: Peter Borromeo  
RE: Sept. 5, 1989 Speech  
DATE: Sept. 1, 1989

Mark: A suggested approach, if you wish, on the international section. (Covers current events, financial commitment, other principal international areas; NO, I'm not suggesting that you use my language, but am hoping that you hit all the issues named.)

*Peter Borromeo*

As recent events in Colombia have dramatically shown, the drug problem is truly international and requires a strategy which takes into account the inter-relationship and interdependency of nations fighting this war against drugs. The international strategy has many parts: eradication, interdiction, public diplomacy, training, and economic and military assistance.

We intend to do our part in assisting others to fight this scourge, which in Colombia alone has seen the cold-blooded murder and blatant intimidation of thousands of judges and government officials.

Two weeks ago we announced \$65 million in emergency assistance to Columbia, now fighting an all-out war for survival. The example of that brave nation, under the inspired leadership of President Barco, is an inspiration for the world.

That \$65 million did not represent the end of our assistance, but rather symbolizes our continuing commitment to aid the Andean nations to rid themselves of the drug lords whose very presence, if unchecked, will undermine democracy throughout Latin America.

I will be asking Congress for an additional \$ \_\_\_\_\_ million for law enforcement and military assistance, including training and logistical and materiel supplies. This will be for the Andean nations now in the forefront of the fight: Columbia, Peru and Bolivia. In addition, I am proposing to Congress that we institute a multi-year program providing \$ \_\_\_\_\_ in economic, military, and law enforcement assistance to aid these nations in their fight against the evil influence of the narco-traffickers.

We also recognize that this is not a problem which the United States can tackle alone. We intend to increase our commitment to bring together all nations of the world so that this battle may be won. I intend to participate in an Andean Drug Summit in the coming weeks and to give priority consideration to the subsequent convening of a broad-based drug summit, with the participation of source, transit, and consuming nations.

I am calling upon Congress to ratify quickly the United Nations Convention Against Illicit Traffic In Narcotic Drugs and Psychotropic Substances, a convention which will markedly strengthen international cooperation in this fight. I also am pledging this administration's commitment actively to seek the cooperation and commitment of all other nations and international organizations. As part of this effort, I am increasing our commitment to international programs, such as the United Nations anti-drug programs, which can often reach into countries where the United States may not have the type of ongoing relationship which could provide influence.

In addition, we intend to work with our allies and other nations to pool our resources and to strengthen international agreements on the sharing of intelligence, the identification and penalizing of money laundering operations and the white collar criminals who conduct such operations, and the control of precursor chemicals, some of which come from our own country. Many chemicals, such as those used to convert coca leaves to cocaine, are innocent by themselves but deadly in their use. We are going to implement stringent rules on the sale and transportation of such chemicals and, through public diplomacy, work with other nations to do the same.

In our attempt to bring about an end to the problems of cocaine and its derivatives, such as crack, we are not going to ignore the menace posed by heroin, and intend to actively work to disrupt the cultivation, transportation, and trafficking in this insidious drug.

# Revenge of the Little People

*Hotel queen Leona Helmsley could trade penthouse for pen*

**D**espite all the hotels, the Empire State Building, the \$5 billion fortune, Leona Mindy Rosenthal Helmsley never fully realized she was rich and didn't have to worry anymore. She may have married the billionaire boss in 1972, but underneath the designer clothes she remained the young Chesterfield girl, hustling cigarettes to make a living. In her two-month trial, the daughter of a Brooklyn milliner emerged as a penny-pinching tyrant who tried to stiff just about everybody.

Last week Leona, 69, was acquitted of extortion but convicted on 33 counts of tax evasion (husband Harry, 80, was found incompetent to stand trial). She had bilked the Federal Government of \$1.2 million in taxes between 1983 and 1985 by billing her business for millions in such personal luxuries as a \$1 million swimming-pool enclosure, a \$130,000 sound system modeled after one at Disney World, a \$13,000 barbecue pit, \$468 in underwear, even a \$58 leg waxing.

Lots of rich people are chintzy with the help and lavish with themselves, but



Is the greed decade over? Leona Helmsley gets her comeuppance

*She even charged the company for a \$58 leg waxing.*

few are as proud of it as Leona Helmsley. Until 1971, Harry Helmsley lived modestly in a suburban ranch house with his Quaker wife of 33 years. Leona, a divorcee working in one of his offices, arranged to meet him in 1970. They married in 1972 and launched a high-profile social career that included several charity balls a week, an extravagant annual "I'm Just Wild About Harry" birthday party and endless public displays of affection. Soon a grinning Leona was featured in national ads as the imperious queen standing guard at Helmsley hotels, while at home she played harsh lady of the manor, refurbish-

ing an \$11 million mansion largely at company expense.

No amount was too small to fight over. After the sudden death of her only son at age 40 in 1982, she sued and won the lion's share of his \$149,000 estate, leaving his four children with \$432 each and his widow \$2,171.

As testimony revealed, she was as ferocious with her employees as a bulldog, albeit one with a face-lift, summoning workmen with "Hey, you with the dirty fingernails!" and icily firing a vice president at Christmastime while being fitted by her dressmaker. Her lawyer tried to turn this around with what might be called "the bitch defense," arguing that she was so despised that her underlings

would stop at nothing to create a federal case against her.

She still does not have much in common with "the little people," the ones who, she said, "pay taxes," not to mention scrub her bathrooms and proffer peeled shrimp when she yells, "Fishy!" As she descended the steps of the courthouse, she carelessly tossed her jacket to a servant and stepped into her waiting limousine. That may change after sentencing on Nov. 14. Though appeals are sure to delay the reckoning, the queen could theoretically be sent to a federal dungeon for more than 100 years.

—By Margaret Carlson

## Grapevine

**RISKY READING.** When the vacationing George Bush was not busy not catching fish (his staff refers to his futile outings as "boating trips"), he was sailing through Tom Clancy's techno-thriller, *Clear and Present Danger*. The President recommended the novel—about a covert U.S. operation against the Colombian drug lords—to White House staffers. Since the villain turns out to be the National Security Adviser, colleagues joked to Brent Scowcroft that "maybe the President is trying to tell us something."

**BEIRUT BUNKER.** State Department veterans are appalled by Secretary James Baker's refusal to withdraw two dozen diplomats from Beirut, where they spend much time in underground shelters avoiding shells. Some officials want the Americans relocated to Cyprus, but Baker sees this as a retreat. Complains one diplomat: "We seem to be waiting for a sacrificial lamb. If one of our people dies, the rest will be taken out immediately."

**TAPS FOR MIA'S.** Officially, 2,338 U.S. servicemen are still



Embattled mayor Sonny Bono

missing in Southeast Asia, but retired General John Vessey, who has completed an investigation, is not optimistic. Hanoi has returned the remains of 227 Americans since 1987, and, despite numerous purported "live sightings," Vessey believes there is no credible evidence that any MIA is still alive.

**MAYOR BONEHEAD.** Compared with ten years of marriage to Cher, governing Palm Springs shouldn't be much of a strain. But singer Sonny Bono is facing a recall campaign just 16 months after being elected mayor of this desert community. Four citizen groups charged that Bono is inaccessible and has failed to boost the city's downtown. He summarily deposed three members of the Visitors and Promotion Board—

one of whom referred to him as "Mayor Bonehead." Critics were trying to get the signatures of 25% of voters needed to send Sonny packing, when the elusive mayor sat down with one opposition leader. But whether he can placate all his foes remains to be seen. Sonny attributes the mess to a very '60s "breakdown in communications." *And the beat goes on.*

1ST STORY of Level 1 printed in FULL format.

The Associated Press

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September 2, 1989, Saturday, AM cycle

SECTION: Domestic News

LENGTH: 620 words

HEADLINE: Aides Pore Over What President Will Say and What Color Shirt He'll Wear

BYLINE: By RITA BEAMISH, Associated Press Writer

DATELINE: KENNEBUNKPORT, Maine.

KEYWORD: Bush Speech

BODY:

White House staffers are making an all-out effort to get the words, setting and atmosphere of President Bush's drug strategy speech just right in hopes he will go over well in his first televised address to the nation.

The Tuesday night address will mark the first time in his more than seven months as president that Bush will take to the airwaves for a formal speech to America - a practice used often and successfully by his predecessor, one-time actor Ronald Reagan.

Cognizant that speaking to people in their living rooms requires specialized communication skills, the White House is working overtime to make sure it goes right.

Bush aides have agonized over every phrase of the speech, working with expert consultants, top-level advisers and the president himself, who went over the latest draft and made suggestions when he was in Washington Friday to meet with the new Japanese prime minister.

"He is very interested in making sure that the substance of the strategy comes through and it's not overweighted rhetorically," said White House Communications Director David Demarest, who is in charge of the overall planning for the speech.

It is being written by Mark Davis, who wrote the acclaimed speech Bush delivered in Mainz, Germany last spring in which he challenged the Soviet Union to tear down the Iron Curtain.

Demarest and Davis have consulted with Cabinet members, drug policy coordinator William Bennett and other advisers in working toward a final version for a dress rehearsal Monday afternoon when the president returns to the White House from his vacation.

*Doyle 895 4924/ 689-1125 MTRW 1030-12 1:30-3 3-4190 Tinsley Campus*

The Associated Press, September 2, 1989

One detail getting a lot of consideration - and still unresolved - was where the president will sit to make the speech.

The obvious choice is the Oval Office, but aides said there was some sentiment for using a less formal setting - a study or office in the residence part of the White House.

Other items occupying the planners' attention: What should be in the background? What should be on his desk top if he sits at a desk? What color suit and shirt will he wear?

Bush's campaign media coach, Roger Ailes, was asked for tips on a draft of the speech and officials hoped he would be on hand to give Bush some coaching on presentation.

Ailes coached Bush through his campaign debates with Democrat Michael Dukakis and developed his campaign TV message.

Aides want to make sure Bush gets comfortable with the TV TelePrompter, which has a different feel from those used in a ballroom, for instance, and that he practices the more intimate speech cadences that will serve him better than a stump speaking style.

The speech itself will contain no dramatic proposals that have not already been mostly aired in news accounts, said one official.

The president will announce a \$7.8 billion program that will focus on stepped up enforcement and treatment on the domestic level and will contain a newly increased emphasis on helping the Andean countries fight the drug lords who produce and market narcotics.

Bush wants the speech to lay out enough specifics of the plan so viewers get a sense the government is intent on more than just rhetoric, officials said.

"This has got to be a speech that reaches out to people on a personal level, but at the same time you'll find that it does lay out the specifics of the plan," said one source who has seen the drafts.

The speech emphasizes the comprehensive, broad-based nature of the drug problem, said the official, who spoke on condition of anonymity.

Demarest said the White House is trying to strike a balance between substance and arresting language.

"People want to know there is a strategy, to know that it is comprehensive and that it is credible and to the point," he said.



**PUBLIC  
INTEREST  
ENTERPRISES**

6187 Executive Boulevard • Rockville, Maryland 20852 • 301-984-8586

**TO:** President's Speech Office ~~★~~  
**FROM:** Bush Fans at PIE  
**RE:** Some Positive, Innovative, Kinder, Gentler Possibilities  
for President's September 5 "Drug" Speech  
**DATE:** August 30, 1989

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**AIMS:**

The following possibilities for your consideration are aimed at:

- Encouraging individual Americans to take positive action not just rely on government. It's more effective. It's cheaper. It's voluntarism.
- Enrolling the help of the "involved" and those close to them, not alienating or polarizing them.
- Promoting "religiosity," education as better than drugs within framework already laid by Mr. Bush in past as higher ideals. Calling for positive support for quality, productivity, competitiveness: Call to action. America needs you. Hope. National vision.
- Using presidency to promote and dignify voluntary treatment, self-help, family/neighbor interventions for love among general public.
- Getting around the denial, rationalization, shame associated with alcohol/drug use/dependence with motivational, success-oriented messages aimed at individual action.
- Etc. See text.

**BACKGROUND:**

We have together an unusual group of senior (mostly retired) professional communicators and alcohol/drug experts who have been working on new approaches to communicating on this issue -- public-influencing programs. Some of us first worked together on "third party intervention programs" where this is key as long as five years ago. We had planned to bring proposals forward soon.

We saw the Christian Science Monitor's comments on President Bush's speech yesterday, and thought we'd forward some ideas now, just for your consideration. You may improve on them, if you like them.

If you have questions, or want more information, call 984-8586 or call Carol Markowitz at 983-9304.

THE WHITE HOUSE

WASHINGTON

Revision by Jim Burke regarding the paragraph related to his drug efforts.

. . . There is a teenage girl who should be in school . . .  
. giving birth to a child addicted to cocaine. So Jim did something. He took over the chairmanship of an organization started two years ago . . . The Partnership For a Drug Free America.

Financed by private funds, and working with the advertising and media businesses, they have created educational messages that have already had a measurable effect on reducing the demand of drugs. The partnership is committed to deliver advertising worth \$1 million a day for the next three years . . . over a billion dollars worth in total . . . all to help reduce the demand for drug (and promote the anti-drug message).

\*\* Mr. Burke thinks the Democrats main complaint will be what is the Administration's lack of funds on the demand-side. This paragraph gives them dollar values and can be backed up by recent studies that prove these messages are having a positive effect of society in terms of changing the way people view the drug situation.

**CLOSE HOLD**

**WHITE HOUSE STAFFING MEMORANDUM**

**DATE:** 8/31/89 **ACTION/CONCURRENCE/COMMENT DUE BY:** 9/1/89 11:00 AM

**SUBJECT:** DRUG CONTROL STRATEGY EXECUTIVE SUMMARY AND FACT SHEET

	ACTION FYI			ACTION FYI	
VICE PRESIDENT	<input type="checkbox"/>	<input checked="" type="checkbox"/>	MCCLURE	<input type="checkbox"/>	<input type="checkbox"/>
SUNUNU	<input type="checkbox"/>	<input checked="" type="checkbox"/>	NEWMAN	<input type="checkbox"/>	<input type="checkbox"/>
SCOWCROFT	<input checked="" type="checkbox"/>	<input type="checkbox"/>	PORTER	<input checked="" type="checkbox"/>	<input type="checkbox"/>
DARMAN	<input checked="" type="checkbox"/>	<input type="checkbox"/>	STUDDERT	<input type="checkbox"/>	<input type="checkbox"/>
BATES	<input type="checkbox"/>	<input checked="" type="checkbox"/>	UNTERMAYER	<input type="checkbox"/>	<input type="checkbox"/>
BREEDEN	<input type="checkbox"/>	<input type="checkbox"/>	_____	<input type="checkbox"/>	<input type="checkbox"/>
CARD	<input type="checkbox"/>	<input checked="" type="checkbox"/>	_____	<input type="checkbox"/>	<input type="checkbox"/>
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DEMAREST	<input checked="" type="checkbox"/>	<input type="checkbox"/>	_____	<input type="checkbox"/>	<input type="checkbox"/>
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HAGIN	<input type="checkbox"/>	<input type="checkbox"/>	_____	<input type="checkbox"/>	<input type="checkbox"/>

**REMARKS:**

Please forward any comments directly to Michael Jackson, Rm. 235, x2800, no later than 11:00 AM Friday, September 1, with a copy to my office. Thank you.

**RESPONSE:**

**CLOSE HOLD**

James W. Cicconi  
Assistant to the President  
and Deputy to the Chief of Staff  
Ext. 2702

Drug Summary

# National Drug Control Strategy

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**DRAFT**

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R2:58

## Executive Summary

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up for printing on  
both sides of paper.

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# National Drug Control Strategy

## Executive Summary

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Most Americans believe that illegal drugs represent the gravest present threat to our national well-being. The evidence reinforces this concern:

**Crime:** Fear of drugs and attendant crime are at an all-time high. Rates of drug-related homicide continue to rise — sometimes alarmingly — in cities across the country.

**Health:** The number of drug-related emergency hospital admissions increased by 121 percent between 1985 and 1988, as many as 100,000 babies are born each year to mothers who use drugs, and intravenous drug use is now the single largest source of new AIDS virus infections.

**The Economy:** A U.S. Chamber of Commerce estimate puts annual gross drug sales at \$110 billion — more than our total gross agricultural income, and more than double the profits enjoyed by the Fortune 500 companies combined.

**Overseas:** In many foreign nations the drug trade and drug inspired violence and corruption are causing serious social, economic, and political disruption. Trafficking threatens stability and democratic institutions.

However, there is also some positive news. Recently, the National Institute of Drug Abuse (NIDA) released the results of its National Household Survey on Drug Abuse — the first such national study of drug use since 1985. The survey found the number of Americans using any illegal drug on a "current" basis (i.e., at least once in the 30-day period preceding the survey) has dropped 37 percent: from 23 million in 1985 to 14.5 million last year.

# DRAFT

## Executive Summary

The survey tells us that, despite the persistent widespread availability of illegal drugs, millions of Americans who once used them regularly appear to have given them up altogether. This and other surveys indicate that many others — young people for the most part — have been successfully induced not to try drugs in the first place.

But the NIDA survey also found that "frequent" use of cocaine in any form (i.e., the number of respondents who report ingesting the drug one or more times each week) is up a shocking 33 percent since 1985. One word probably explains much of the intensifying drug-related chaos that we see every day: crack.

There are really two drug wars to be fought. The first ~~and easiest~~ is against "casual" use of drugs, and that is being won. The other, much more difficult war is against addiction to cocaine, by far the most common dangerous drug of abuse. On this second front, increasingly located in our cities, the war is being lost — badly.

To win the drug war it is important first to come to terms with the drug problem in its essence: drug use itself must be reduced. Next, it is necessary to be scrupulously honest about the difficulties that are faced and set reasonable goals and objectives. Finally, there must be created something that has never existed before: a comprehensive, fully integrated national drug control strategy — a strategy with particular emphasis on attacking the use of crack cocaine.

The Strategy lays out a coordinated plan of attack involving all basic anti-drug initiatives and agencies. Following the Introduction, seven chapters examine the "fronts" on which the drug war must be waged: Criminal Justice; Treatment; Education, Community Action, and the Workplace; International Policies; Interdiction; Research; and Intelligence. Each chapter is preceded by a summary of the recommendations contained therein.

Several Appendices are included within the Strategy. Quantified goals and measures of success, as required by Section 1005(b) of the Act, are set forth in Appendix A. Also included are implementation plans (Appendix B), recommended State anti-drug legislation (Appendix C), Federal designations of high-intensity drug trafficking areas (Appendix D), a plan for improved automatic data processing and management among Federal drug agencies (Appendix E), and a list of individuals consulted in writing the Strategy (Appendix F).

**DRAFT****Executive Summary**

Several fundamental themes underlie the Strategy, including:

- society has been too permissive of drug use;
- better coordination and management of government efforts is needed;
- State and local governments should adopt Federal principles of accountability as a model in developing their anti-drug strategies; and
- efforts should focus heavily on certain aspects of the problem, such as cocaine.

What follows is a summary of the key priorities of the National Drug Control Strategy.

## I. CRIMINAL JUSTICE

### Overview

The absence of a significant risk of punishment for illegal drug activity is perhaps the single greatest hindrance to drug reduction efforts. More predictable, severe sanctions provided by the criminal justice system will be one of the most powerful forms of drug prevention. They will make it increasingly difficult to engage in any drug activity with impunity.

In order to be an effective deterrent, the criminal justice system must expand to accommodate more people at every point, from arrest through prosecution, release, and final supervision. This means more law enforcement officers, prosecutors, judges, courtrooms, and jails.

### Priorities

- Increased Federal funding to States and localities for street-level drug law enforcement.
- Federal funding to States for planning, developing, and implementing alternative sentencing programs for nonviolent drug offenders, including house arrest and boot camps.

**DRAFT**

Executive Summary

- **Increased Federal funding for Federal law enforcement activities (including courts, prisons, prosecutors, and law enforcement officers); and additional resources targeted on Federal money laundering investigations.**
- **Vigorous prosecution of and increased fines for all misdemeanor State drug offenses.**
- **Expanded programs to eradicate the domestic marijuana crop.**
- **Adoption by the States of drug-testing programs throughout their criminal justice systems; for arrestees, prisoners, parolees, and those out on bail. Adoption of such programs will be a condition for receipt of Federal criminal justice funds.**
- **Funding through the Department of Housing and Urban Development to establish security systems for public housing projects, including tenant identification cards, guards, and security fences.**
- **Establishment of a Supply Reduction Working Group, chaired by the Office of National Drug Control Policy, to carry out the statutory requirement to "coordinate and oversee the implementation by National Drug Control Program agencies of the policies, objectives, and priorities" defined in the National Drug Control Strategy. This group will consider supply-related drug policy issues that are interdepartmental in nature. It will not deal with operational decisions or have line authority or responsibility.**
- **Revision of Federal drug agency personnel evaluation systems, where appropriate, to add a criterion for career advancement and reward that emphasizes cooperation among employees within and across various agencies.**
- **Strong encouragement for States to adopt policies revoking the drivers licenses of those convicted of a drug offense and recommend model drivers license revocation legislation to the States.**

**DRAFT****Executive Summary****II. DRUG TREATMENT****Overview**

Effective treatment is an important part of the overall strategy to reduce drug use. Millions of Americans need help to stop using drugs. Responsible and compassionate public policy requires that our nation's drug treatment capacity be increased.

**Priorities**

- Increased Federal funds for treatment in order to expand the number of treatment slots and the range of treatment methods available.
- Greater State, local, and individual treatment program accountability for effectiveness. Submission of State plans for treatment resource allocation and systemic improvements will be a condition for receipt of Federal treatment funds.
- Improved coordination among local treatment facilities so that treatment resources and availability match community needs, and so that drug users are referred to the most appropriate treatment provider.
- Improved coordination between treatment facilities and social, health, and employment agencies in order better to assist those drug-dependent persons who need services in addition to treatment. Under some circumstances, treatment facilities will be assisted in the development of their own programs in these areas.
- Increased funding of outreach programs and early treatment for expectant mothers who use drugs.
- State and private insurance company coverage of outpatient and other less intensive forms of treatment for drug use. A thorough review of Federal policy will be conducted to determine whether changes in Federal coverage are necessary.
- Exploration of ways to increase the use of civil commitment as a means to bring more drug dependent persons into the treatment system.
- Expanded and improved Federal information collection and research. Priority will be given to describing our current treatment

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Executive Summary

capacities and needs; evaluating treatment effectiveness for specific populations; and developing methods of treatment for cocaine and crack dependency, cocaine in combination with other substances, and individuals with both psychiatric and drug problems.

### III. EDUCATION, COMMUNITY ACTION, AND THE WORKPLACE

#### Overview

The principal goal of prevention is to see that Americans, especially children, never start taking drugs. Prevention begins at the local level: at homes, in schools, and in the community.

The Federal government should galvanize public opinion to make it clear that illegal use of drugs is wrong and harmful. This includes support for community drug prevention efforts. Activities should be targeted at youth; in addition, individuals, parents, and employers must be come involved in drug prevention and education.

#### Priorities

- Implementation of firm drug prevention programs and policies in schools, colleges, and universities. Such programs and policies will be a condition of eligibility for receipt of Federal funds.
- Development of model alternative schools for youths with drug problems. Federal assistance to local education agencies will promote such development.
- Federal support for community-wide drug prevention efforts.
- Federal support for development of anti-drug media outreach activities that deal with the dangers of using illegal drugs — particularly crack — and with drug-impaired pregnancies.
- Creation of a national program to mobilize volunteer efforts to prevent the illegal use of drugs.
- Implementation of Executive Order 12564 to ensure a drug-free Federal workforce.

**DRAFT****Executive Summary**

- Drug-free workplace policies in the private sector and State and local government, including clear penalties for drug use, and drug-testing where appropriate.
- Establishment of a Demand-Reduction Working Group, chaired by the Office of National Drug Control Policy, to carry out the statutory requirement to "coordinate and oversee the implementation by National Drug Control Program agencies of the policies, objectives, and priorities" defined in the National Drug Control Strategy. This group will consider demand-related drug policy issues that are interdepartmental in nature. It will not deal with operational decisions or have line authority or responsibility.

**IV. INTERNATIONAL****Overview**

The international drug trade poses a serious threat to the welfare, economy, and national security of the United States. The principal foreign drug threats are cocaine, heroin, and marijuana. Programs are needed to deter and incapacitate international production and the trafficking organizations responsible for bringing these drugs into the U.S. Other nations must be motivated to engage their resources and efforts to defeat international narcotics trafficking.

**Priorities**

- Disruption and dismantlement of drug-trafficking organizations.
- Reduced cocaine supply. Law enforcement, military, and economic assistance will be provided to the three Andean cocaine-producing countries to isolate major coca-growing areas; to block delivery of chemicals used for cocaine processing; to destroy cocaine hydrochloride processing labs; and to dismantle the trafficking organizations. Efforts in transit areas will be improved and Joint Intelligence Collection Centers will be created in the Caribbean Basin.
- Reduced heroin supply through efforts to convince other countries to exert influence on opium growers and reduce heroin processing and distribution.
- Reduced marijuana supply through strengthened foreign law enforcement and eradication, and through efforts to discourage minor producing nations from becoming major producers.

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- U.S. assistance and encouragement for European community and multi-lateral efforts aimed at source country and transit country production and distribution, and at European consumption. European community support against international and regional drug organizations will be enlisted.
- Other international objectives:
  - Elevation of drugs as a bilateral foreign policy issue.
  - U.S. ratification of the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, along with other pending Mutual Legal Assistance Treaties. Other nations will be urged to ratify the Convention.
  - Support for the U.S. foreign aid certification process in order to achieve more effective supply- and transit-country compliance with American drug control objectives.
  - Bilateral and multi-lateral efforts against international money-laundering activities.

## V. INTERDICTION

### Overview

Effective interdiction is critical in the effort to reduce the flow of drugs. Interdicting illegal drug shipments and intercepting other resources is an important method of attacking the drug trade at home and abroad. Interdiction should focus not only on drug seizures, but also on creating serious personal and financial risk for trafficking organizations and their top level personnel.

### Priorities

- Development of a comprehensive information-based approach to Federal air, maritime, land, and Port-of-Entry interdiction.
- Upgraded intelligence support to interdiction, through intensified interdiction-specific investigations and undercover operations.

**DRAFT****Executive Summary**

- Enhanced computer support to interdiction through acceleration of machine readable documentation programs; installation of document machine readers at appropriate Ports of Entry; and development of the International Border Interdiction System (IBIS) and other computerized border information systems.
- Creation of interagency/interdisciplinary teams to analyze and target smuggling modes, methods, and routes.
- Concentration on high-value individuals and shipments.
  - Review of existing methods for deterring air smugglers.
  - Improved operations aimed at money couriers and shipments.
  - Improved container inspection techniques and intelligence.
- Enhanced border systems, operations, and activities.
  - Dramatically reduced document fraud, especially fraudulent use of U.S. birth certificates and other "breeder documents."
  - Expanded use of drug detection dogs, anti-vehicle barriers, and container inspections.
  - Provision of automatic exclusion authority and general arrest authority to Immigration and Naturalization Service officers.
  - Improved detection and monitoring systems and secure operations procedures.
  - Expanded secure communications systems.

**VI. RESEARCH****Overview**

The quality of information, research, and technological capabilities available to implement drug control policies and programs must be improved. A more up-to-date and flexible data base is needed to refine and target drug control efforts. Technology must be developed and adapted to aid in law enforcement. More medical research is also needed into the causes of and treatment for drug addiction.

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Executive Summary

**Priorities**

- Establishment of a Drug Control Research and Development Committee involving directors of research and evaluation, and chief technology advisers to all appropriate drug supply and demand reduction agencies. This committee will:
  - Recommend to the Office of National Drug Control Policy policies and priorities for drug-related research and development;
  - Review, monitor, and coordinate Federal research, data collection, and evaluation activities;
  - Eliminate duplication and gaps in current data collection, and generate accurate and useful information on which to base national drug control policies; and
  - Assist agencies in effectively acquiring and using new technologies to prevent and treat drug use and to detect and suppress the flow of illegal drugs and related commodities.
- Better and more frequent data collection and analysis, including flexible, quick-response data collection instruments.
- Increased basic and clinical research on drug use and addiction.
- Development of new technologies or innovative adaptation of existing technologies for use against illegal drugs.
- Development of a comprehensive information base about "what works" in controlling drug use through support for public and private evaluation of drug enforcement, drug prevention, and drug treatment programs.
- Archived and disseminated information, research, and evaluation results through an appropriate mechanism that combines prevention, treatment, and criminal justice data.

**Executive Summary****DRAFT****VII. INTELLIGENCE****Overview**

The war against drugs cannot be fought without comprehensive collection, analysis, and dissemination of critical information on drug production and trafficking. To target the traffickers' most vulnerable points, more information about the enemy must be obtained.

**Priorities**

- Increased intelligence efforts to concentrate on the infrastructure of trafficking organizations and their allied enterprises, particularly money laundering.
- Improved drug automation and information systems to allow swifter, better, and more cost-effective drug law enforcement, prosecutions, and interdictions.
- Sharing of intelligence developed in the course of investigations and intelligence operations, and dissemination of finished, analyzed intelligence to appropriate Federal law enforcement and intelligence agencies.
- Establishment of an interagency working group chaired by the Office of National Drug Control Policy to develop plans for an intelligence center to unite U.S. drug-related analytical capabilities, and to improve intelligence capabilities. Results will be presented to the appropriate Cabinet Council.

**GOALS AND OBJECTIVES  
(APPENDIX A)****Overview**

The Strategy includes comprehensive, research-based, long-range goals for reducing drug use as well as short-term measurable objectives. There are ten goals for reducing drug use in two stages of measurement: during the next two years and over the next ten years. Specific percentage reductions are proposed in the ten categories, including overall drug use, use of specific drugs, use by certain age groups, and overall supply reductions.

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Executive Summary

**Recommendations**

One of the fundamental recommendations calls for a reduction in the number of persons reporting any use of illegal drugs in the past month. The ten-year goal is a reduction of 50 percent and the two-year goal is a reduction of 10 percent.

**BUDGET RECOMMENDATIONS  
(APPENDIX B)****Overview**

Key funding priorities for fiscal year 1990:

- Increase assistance to State and local law enforcement;
- Build more Federal prisons, expand Federal and State courts and correctional systems, and add more prosecutors;
- Expand resources for treatment and prevention programs;
- Initiate a major anti-drug campaign in the source countries;
- Establish order in the nation's public housing projects;
- Step up efforts against money laundering operations;
- Provide sufficient resources to operate and maintain our border interdiction system at its present level.

The following priorities will be added in 1991 and 1992:

- Expand inter-agency drug task force operations;
- Augment drug intelligence capabilities;
- Strengthen the Border Patrol along the Southwest border;
- Reduce the amount of marijuana cultivated on American soil.

**Executive Summary****DRAFT****Specific Amounts**

A \$2 billion increase in drug funding, from \$5.7 billion in 1989 to \$7.9 billion in 1990. Major changes over FY 1989 are:

**Drug Resources, Fiscal Year 1990****Budget Authority (Millions of Dollars)**

	FY1989 Enacted	Feb 9 Budget FY1990*	Feb 9 Budget Plus Drug Portion of Crime Bill**	Drug Strategy Sep FY1990**	FY89- FY90 % Increase	FY89- FY90 \$ Increase
Corrections	734	894	1,601	1,601	118%	867
International	250	308	308	449	80%	199
State and Local Grants	150	150	158	350	133%	200
Judiciary	209	242	250	250	20%	41
Other Law Enforcement	2,779	3,018	3,058	3,113	12%	334
Prevention/Education	943	1,041	1,041	1,178	25%	233
Treatment	604	735	735	925	53%	321
<b>Total</b>	<b>5,669</b>	<b>6,388</b>	<b>7,147</b>	<b>7,864</b>	<b>39%</b>	<b>2,195</b>

\* These columns include resources for the U.S. Court and make other minor adjustments to the figures presented in the "Building a Better America" document issued in February, 1989.

\*\* These columns include the "drug portion" (\$0.9 billion) of the President's \$1.2 billion crime initiative announced in May, 1989. The Administration supports enactment of the crime initiative (The Comprehensive Crime Control Act of 1989) in its entirety.

The drug portion of prison construction is based on the projected share of drug offenders in Federal prison at the time the construction is completed. This new methodology reflects more accurately the likely impact of drug offenses. For consistency with prior years, the historical prison construction numbers have been adjusted to reflect this new methodology.

**HIGH INTENSITY DRUG TRAFFICKING AREAS**

The 1988 Anti-Drug Abuse Act authorizes the Director of the Office of National Drug Control Policy to designate specified areas of the United States as "high intensity drug trafficking areas," for purposes of targeted Federal assistance. Such designations will be made in a subsequent Strategy, after consulting with the Attorney General and appropriate governors.

**DRAFT****FACT SHEET****NATIONAL DRUG CONTROL STRATEGY**

*Completed*

The National Drug Control Strategy describes a coordinated and ~~balanced plan~~ of attack involving all basic anti-drug initiatives and agencies. The Strategy recommends the largest dollar increases in the history of the drug war -- nearly \$2.2 billion, 39 percent above the fiscal 1989 level. Throughout, the Strategy emphasizes the principle of user accountability -- in law enforcement efforts focused on individual users; in decisions regarding sentencing and parole; in school, college, and university policies regarding the use of drugs by students and employees; in the workplace; and in treatment.

The Strategy also calls for increased efforts focused on source countries and a more active international effort by the United States to engage other nations in this effort. Interdiction efforts would be maintained at about their current level.

Major priority would also be placed on increasing the capacity of the drug treatment system and making it more accountable for results. Significant priority would also be given to providing increased support for prevention/education efforts aimed at helping young people and others resist and reject drugs.

The Strategy embodies the following principles:

Expand the criminal justice system:

- o Expand criminal justice system including larger police forces, sufficient numbers of jails, prosecutors, and judges.
- o Develop alternatives for incarceration to free up jail/prison space, such as boot camps.
- o Require drug testing of prisoners, parolees and arrestees.

Hold users, whether casual or heavy user, accountable for their actions.

Undertake a vigorous program of eradication of domestically-grown marijuana.

Mobilize communities in the war on drugs.

- o Major emphasis on community-level prevention of drug use before it starts.
- o Require schools and colleges to implement firm drug-free policies to receive Federal education funds.
- o Clean up and secure public housing.

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Expand drug-free workplace policies:

- o Promote drug-free workplace policies in the private sector.
- o Recommend testing for job applicants, and employers in safety/sensitive positions.
- o Federal government to aggressively implement Executive Order No. 12564 workplace plans.

Expand treatment and target services to improve the number of individuals served and the effectiveness of treatment:

- o Hold Federally-funded treatment programs accountable for their effectiveness, through performance criteria.
- o Require drug testing in treatment programs receiving Federal funds.
- o Explore expanded use of "civil commitment" whereby addicts are sent by the courts to residential treatment facilities.
- o Target treatment services on pregnant women.

Heavier emphasis on targeted international efforts closer to production and trafficking source:

- o Make reduced drug production a priority for our foreign policy.
- o Dismantle drug trafficking organizations.
- o Reduce trafficking profits by focusing on money laundering.

Take a fresh approach to interdiction:

- o Create interagency/interdisciplinary teams to analyze and target smuggling modes, methods, and routes.
- o Target high-value individuals and shipments.
- o Enhance border systems, operations, and activities.

Improve the quality of research, information and technological capabilities available for drug control efforts:

- o Establish a permanent Drug Control Research and Development Committee.
- o Develop a more current and flexible information base.

Improve law enforcement through coordination and intelligence support:

- o Establish an interagency committee chaired by ONDCP to coordinate supply reduction efforts.

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Recommend a \$2.2 billion increase in drug funding to \$7.9 billion in 1990. The major changes over 1989 are:

- o State & local law enforcement assistance + \$200 million
- o Treatment and prevention programs + \$554 million
- o International Initiatives + \$199 million
- o Prisons, prosecutors and courts + \$974 million
- o Other law enforcement increases + \$268 million