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On the Internet: www.nj

# A Death Tarnishes Fashion's 'Heroin Look'

By AMY M. SPINDLER

After years of denial by the fashion indu-  
that heroin use among its players had  
relation to the so-called heroin-chic style  
fashion photography that has become so pre-  
lent, the fatal overdose of Davide Sorrenti,  
promising photographer at the heart of  
scene, was like a small bomb going off.

Even if it was a bomb detonated in the ho-  
of the person making it, it didn't dispel  
impact. The period of denial is over. Maga-  
editors are now admitting that glamorizing  
strung-out heroin addict's look reflected  
among the industry's young and also has  
seductive power that caused damage. /  
three months after Mr. Sorrenti's death,  
magazines that published his work and he  
served as catalysts for the look are declar-  
that they are going to move on, with a m-  
upbeat mood that will be visible in July iss-

It was a coincidence that Mr. Sorrenti's fi-  
fashion photos appeared — with a tribute he-  
ily inserted after his death on Feb. 4 — in  
March issue of Detour magazine, along with  
another editorial layout of models apparently  
posed in drugged stupor. But considering the  
amount of drug use in fashion now, and the  
number of magazines publishing such images,  
such an unhappy coincidence was bound to  
occur.

The eerie silence in the fashion industry  
immediately following Mr. Sorrenti's death  
may have reflected a sense of complicity. By  
publishing such photos, magazine editors could  
be seen as implicitly condoning the life style  
represented.

Unlike the music industry, which has rallied  
with interventions and programs to get musi-  
cians off drugs, or the film industry, where  
known users have been subjected to drug tests  
for insurance on movies, the fashion industry  
has done little to combat the problem among  
the young in its ranks. The only event mounted  
to commemorate Mr. Sorrenti's death was a

Continued on Page A25



Christian Witkin



Davide Sorrenti, left, in  
a photograph by his  
mother, Francesca Sor-  
renti, a week before his  
death from an overdose.  
Above, Detour maga-  
zine, in its March issue,  
published this picture in  
a layout of models  
posed in the so-called  
heroin-chic style. The  
issue included a tribute  
to Mr. Sorrenti.

TIMES  
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# A Death Tarnishes Fashion's 'H'

Continued From Page A1

photo exhibition in his memory, called the "Art of Fashion Photography," at a Flatiron district studio during March fashion week in New York. The drugged-looking photos from Detour were on view at that show.

But Michael Williams, a photographer who organized the event and is a friend of the Sorrenti family, said all that is changing. "Photographers now know if you take heroin-type pictures, it's out of fashion," Mr. Williams said. At a recent meeting at I-D, the English magazine that first published the work of photographers specializing in the look, like Juergen Teller, Craig McDean, David Sims and Terry Richardson, Mr. Williams asked what direction the editors were taking.

"They literally said, 'We are not looking for any heroin pictures,'" Mr. Williams recalled. "That's what they started off saying. We want everything positive and healthy. And I-D isn't only the cutting edge — it's the grass-roots leader."

For three years, the defense for such photography has been that it represents rebellion against phony airbrushed images. The rationale that it reflects a new idea of beauty has had a long, successful run, considering how apparent it has been to almost any observer that the models are posed to look sickly, if not drug-addled. They have nonetheless been commissioned because they help sell clothes to young people longing to be cool. The glibness of the industry in its rationalizations harks back to the Studio 54 era, when a frenetic cocaine esthetic was explained away in much the same manner.

The heroin-chic photos were inspired by the real-life subjects of the photojournalism of Larry Clark in the 1960's and Nan Goldin in the 70's, images that could be considered deterrents, since they eloquently showed the seedy desperation of addicts. In the 1990's derivation, the staged fashion photos are far from deterrents.

"When people are using, they are

## 'Positive' and 'healthy' are the new watchwords.

almost invariably recruiters," said Dr. Mitchell S. Rosenthal, the psychiatrist who is president of Phoenix House, a national network of drug-treatment centers. "Because they are in the culture of the communications business, they are communicating a message of acceptability. They are also communicating that this is not dangerous: an informed or smart user who's got it together will know what to do. They are lowering the threshold for use. In a sense, they go forward as proselytizers."

In the last three years, some version of the look has been seen in almost every fashion magazine.

"It's been used as an accessory in every shoot," said Dewey Nicks, a photographer whose cheerful snapshot-like photos do not fall into the heroin-chic category. "It's the Manolo Blahniks of this particular period," he added, referring to the high-



An ad for the Japanese company Hysteric Glamour, above, with the model James King, photographed by Davide Sorrenti in his room with posters of Sid Vicious, Kurt Cobain and the Grateful Dead.

end designer shoes.

When more commercial photographers began copying the style for high-profile advertising campaigns like those for Calvin Klein over the last four years, the look went mainstream. As did the message.

"The kind of campaign, for example, Calvin Klein has done is not making any connection with how dangerous this is," Dr. Rosenthal said. "They're out there using those images to promote their business and thinking this is just another fashion statement rather than a statement of encouragement or invitation or acceptability to use drugs. It's particularly shocking in the case of Klein himself, who has publicly acknowledged his own drug problem." Mr. Klein checked in to the Hazelden Foundation, the drug and rehabilitation center outside Minneapolis, in May 1988.

He declined to comment.

Mr. Sorrenti was part of a family that his mother, Francesca Sorrenti, 47, said was being referred to as "the Corleones" of fashion photography. His older brother, Mario, 25, is best known for the Calvin Klein Obsession campaign he photographed, featuring his girlfriend at the time, Kate Moss. His mother's photography has been seen in Interview, the Face and Italian Glamour and Vogue. His sister, Vanina, 24, is a fashion stylist.

Among Davide Sorrenti's clients were Detour, Interview, Surface, Ray Gun and I-D magazines and the Japanese fashion companies Hysteric Glamour and Matsuda. He had been dating James King, who just turned 18, a rising model who was the subject of a cover story in The New York Times Magazine exactly a year before Mr. Sorrenti's death. In the article, she admitted to getting involved in drugs at 15, when she



Photographs by Mr. Sorrenti that appeared in Detour magazine, left, and I-D magazine, right.

started modeling, and insisted she was no longer using them.

Mr. Sorrenti became a fixture at fashion events with his mother when he was 18 and first picked up a camera. He was afflicted with thalassemia, a genetic blood disorder, and needed transfusions twice a month. The disease made him look half his age.

"He'd become New York's darling because he looked so young," Francesca Sorrenti said. She said he was both a homeboy and a homebody, friends with skateboarders and graffiti artists (his own tag name was "Argue," which can be seen throughout the city), but he also painted, played golf and liked opera. His death, in Manhattan, has motivated his mother to become an outspoken opponent of not only the heroin-chic imagery, but also the use of underage models on strenuous fashion shoots, where drugs are increasingly part of the picture. On the ABC news program 20/20 and in magazines like French Vogue, she has called for more responsibility on the part of editors.

"Davide was allowed by a lot of editors to do whatever he pleased," Ms. Sorrenti said. "I'm saying, figure out why you're getting tons of hate mail on an editorial level."

The mail that Detour received for

## 'Junkie layouts' have received hate mail.

their druggy photos included a letter from the actress Juliette Lewis, published in the May issue. "This was the most deliberate junkie layout I have ever seen," she wrote, "and I don't know why this is being allowed, as it is promoting such a degraded state."

Magazines like Detour and I-D gauge the level of tolerance of other publications, sometimes accepting work rejected elsewhere. They have been the showcase for new photographers and ideas that were later often seized upon by the mainstream. The July issue of I-D will be called the "freshen up" issue.

"The point of Davide's death is that it's highlighted a problem," said the editor of I-D, Terry Jones.

Detour's style director, Long Nguyen, said, "With Davide's death and the mess of this look, we realized how powerful fashion pictures are."

Acknowledgments that the heroin

## Patterns | Constance C. R. White

■ Nautica revamps women's line ■ Fashion's gay esthetic ■ Clothes for women with osteoporosis.

New Directions at Nautica

that he is gay and that this orienta-

can take plenty of credit.

Younger designers like Isaac Mizrahi, Todd Oldham, John Bartlett and Alexander McQueen have been more forthcoming about homosexuality and its impact on their creativity. But none have the creative or fi-

Judy Wieder, the editor in chief, said Mr. Ford may have come out now because he is the host of this year's AIDS Project Los Angeles benefit, on June 5. "Even though it is true that there are many gay people

# 'Heroin Look'



Davide Sorrenti, above right, with James King, whom he was dating. Left, with his brother, Mario (front), who is also a fashion photographer, and his sister, Vanina, a stylist.



Davide Sorrenti, above, last year with his mother, Francesca Sorrenti, whose photographs have appeared in many publications.



d I-D magazine, right.

look was problematic now come suspiciously easily, since this look, in fashion circles, has run its course. It is, however, difficult to find a young photographer today not experimenting with the style.

"They want to show what their world is about," Ms. Sorrenti said. "Then it becomes a competitive thing. My world is hipper than yours. In the photography world everyone started wanting to outdo everyone else — how much can we shock? And the advertisers allowed it to happen."

But Ms. Sorrenti says that ending the drug problem in fashion won't come from changing the esthetic of the photos. "The bottom line is these pictures can be smiling all they want and the girl behind the smile might be on drugs," she said. "Heroin chic isn't what we're projecting. It's what we are. Our business has become heroin chic. Someone taking pictures of that magnitude has to have experienced hard drugs."

The Sorrenti family isn't the only one mourning for Davide Sorrenti. Terry Jones, the editor of I-D, has a son, Matt Jones, 21, who photographs for the magazine and was his friend. "Yes, I guess he did slightly see the glamorous side," Matt Jones said of Davide Sorrenti. "He also saw the real side of it. And he glamorized it

himself, which is the sad thing. It was a whole circle. He glamorized it, and got caught up in it a bit."

Hindsight has led to a lot of finger pointing. Photographers blame the modeling agencies for not monitoring their charges, and the agencies point to photographers, art directors, stylists, and magazine editors for creating the look, no matter how the models arrive for the shoot.

"I think no one really knows for sure which came first," Mr. Williams said. "Heroin use was up at the time the photography started, and a lot of models are taking heroin now."

Michael Flutie, the owner of Company Management, a modeling agency, said many models with Company, including James King, were deeply affected by Mr. Sorrenti's death. "She has taken it in a positive way and got her own life together as a result," Mr. Flutie said.

What Mr. Sorrenti's death has revealed is that fashion photography is indeed a mirror of the tightknit world that produces the photographs. And as long as drugs are unchecked in the industry, that image will be difficult to change.

"The issue is to know the difference between mindless, unconscious commercialism that's being done in the name of edginess and truth, versus real truth, which always has such human qualities that it reveals something about the human condition — that, we need," said Ingrid Sischy, the editor of Interview, which has published photos by Mr. Sorrenti and other young photographers, but not those that could be called heroin chic. "To me, one can always tell the difference between a photograph that has substance and one that's just abusing the mirror to life that photography can be. Those are the pictures that cheapen human life."



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**U.S. Department of Justice**  
*Office of Intergovernmental Affairs*

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Office of the Director

Washington, D.C. 20530

## **FACSIMILE COVER SHEET**

**TO:** Rahm Emanuel, 456-2530  
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**FROM:** Nicholas M. Gess, Director  
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EMAIL: gessni@justice.usdoj.gov

**DATE:** May 5, 1997

**SUBJECT:** Meth Report

**PAGES:** (including this cover sheet)

**REMARKS:** Attached is our meth report, now including some edits proposed by ONDCP. Only substantive things left are addition of DUF numbers (which show decrease in meth use everywhere except San Antonio) and a couple of more anecdotes from DEA.

DRAFT; May 5, 1997

NATIONAL METHAMPHETAMINE STRATEGY UPDATE

EXECUTIVE SUMMARY

In April 1996, the Administration released the National Methamphetamine Strategy, which assessed the threat and outlined an action plan for efforts to reduce the spread of methamphetamine. Since that time, the Administration has significantly enhanced its efforts to combat methamphetamine abuse and trafficking. While some progress has been made, we need to maintain our vigilance in the effort.

I. The Methamphetamine Problem: Methamphetamine is a dangerous synthetic stimulant drug that can create extreme aggressiveness among chronic users; it is cheaper than cocaine and produces a longer high. Use of the drug has historically been concentrated in the West and Southwest, however, there are indications that its popularity has spread to the Midwest and eastward. The clandestine laboratories that manufacture methamphetamine pose an environmental risk, as toxic wastes are frequently dumped on the ground or into waterways. Clandestine laboratories also pose an immediate public safety hazard due to the enormously high risk of a fire or explosion during the processing of methamphetamine. Clean-up costs per laboratory can run into thousands of dollars.

II. Legislation: Based upon the Administration's initiative and persistence, Congress enacted the Comprehensive Methamphetamine Control Act of 1996 last October. The Act strengthens criminal penalties for methamphetamine trafficking and establishes new controls over precursor chemicals.

III. National Drug Control Strategy: The President's 1997 National Drug Control Strategy specifically addresses the emerging methamphetamine threat.

IV. Law Enforcement: The Administration has significantly stepped up its efforts in methamphetamine law enforcement, particularly with respect to the Organized Crime Drug Enforcement Task Force ["OCDETF"] efforts and the designation of a Midwest High Intensity Drug Trafficking Area ["HIDTA"], which will address the methamphetamine problem in Nebraska, Iowa, Kansas, Missouri, and South Dakota. As of September 1996, all U.S. Attorneys have provided district plans assessing the current threat and ways to address it, and establishing coordination groups among community agencies and groups. Numerous methamphetamine cases have been successfully investigated and prosecuted by federal agencies, in close coordination with the state and local law enforcement agencies.

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V. Prevention and Education: The Department of Education is projected by September 1997 to send guidance to state and local school officials on methamphetamine use. A \$10 million fund has been authorized from the Asset Forfeiture Fund for methamphetamine reduction activities, and requests are currently being reviewed.

VI. Treatment: As of today, there is no specific treatment protocol for methamphetamine; however, the Administration is funding the study of users' behavior patterns to formulate appropriate protocols.

VII. Data Collection: The National Institute of Justice's Drug Use Forecasting Report is due to be released in May 1997, which will include substantial data on methamphetamine abuse. The National Institutes of Health is also conducting an in-depth study of the methamphetamine user and will present its preliminary findings at a national conference.

VIII. Conferences: The Administration has hosted two methamphetamine conferences in which more than 450 people from all over the country and from many diverse disciplines have participated (or will participate). These conferences aim to share information, increase understanding, and solicit input to improve the nation's response to the methamphetamine problem.

IX. Publications: The Office of National Drug Control Policy published two documents in January 1997 on methamphetamine -- Pulse Check: Methamphetamine Trends in Five Western States and Hawaii and Recent DAWN Data on Methamphetamine and Speed.

X. Strategy Review: The Administration is continually reviewing and evaluating its National Methamphetamine Strategy and anticipates that it will be revised in near future.

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

I. Introduction.

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

A. Historical Background.

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

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

Well-organized poly-drug organizations with roots in the Mexican communities on both sides of the border have seized control of methamphetamine trafficking, using sophisticated chemical procurement, manufacturing and transportation techniques. The emergence of the Mexican drug trafficking organizations and their extensive involvement in methamphetamine production and distribution has re-defined the nature of the problem in the United States. According to the El Paso Intelligence Center, the amount of methamphetamine seized along

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the southwest border increased dramatically in recent years -- nearly 100-fold between 1992 and 1994.

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

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

B. The Administration's Response.

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

In response to the methamphetamine threat, the President released the National Methamphetamine Strategy [the "Strategy"] in April 1996. The Strategy assesses the methamphetamine threat, identifies the issues, and draws an action plan to avert the spread of methamphetamine, which, if unchecked, would become a national scourge.

The Strategy incorporates many of the recommendations from a broad spectrum of the law enforcement community. It also recognizes that in order to tackle the methamphetamine and precursor chemicals problem, the Government must adopt a multi-disciplinary approach, including legislation, law enforcement, training, chemical regulation, international cooperation,

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environmental protection, education, and treatment. Therefore, the Strategy called upon the collective wealth of experience and expertise of the Departments of Defense, Education, Health and Human Services, Justice, State, Treasury, the Environmental Protection Agency, the Office of National Drug Control Policy ["ONDCP"], and other noted experts and scholars.

II. The Comprehensive Methamphetamine Control Act of 1996.

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

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

In late April 1997, the Commission adopted amendments (1) to increase penalties for methamphetamine trafficking; (2) to provide an enhancement for the importation of methamphetamine or the manufacture of methamphetamine from unlawfully imported chemicals; and (3) to enhance penalties for the unlawful discharge, emission, or release of a hazardous or toxic substance or the unlawful transportation, treatment, storage, or disposal of a hazardous waste. These amendments to the Sentencing Guidelines will take effect on November 1, 1997, unless an act of Congress provides otherwise.

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

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DRAFTIII. Methamphetamine: A Top Law Enforcement Priority.

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

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

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

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

One sad example of the dangers of methamphetamine production occurred in Perris, California on April 19, 1997, when a fire exploded in a trailer home seriously burning two young children, ages 4 and 6. The investigators determined that the fire was caused by the mother of the two children attempting to extract pseudoephedrine from certain pharmaceutical tablets. The mother was subsequently arrested on suspicion of manufacturing methamphetamine and four counts of child endangerment, and more than 1,400 bottles of pseudoephedrine were recovered from the scene. Such dangers must be addressed -- not only by law enforcement authorities -- but also in cooperation with public health and safety officials.

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DRAFTA. Drug Enforcement Administration Initiatives.

The DEA, in particular, has demonstrated its commitment to combat the spread of methamphetamine trafficking and abuse by undertaking significant law enforcement and educational efforts. DEA Clandestine Laboratory Enforcement Teams seized 879 clandestine methamphetamine laboratories -- 2.7 times the number of laboratories seized (326) in 1995. Current projections indicate that an even higher number of seizures will be achieved in 1997.

[DEA map on lab seizures.<sup>1</sup>]

DEA, in response to a request to a county sheriff, also placed the Mobile Enforcement Team in a rural Nebraska community to focus exclusively on methamphetamine investigations.

In addition, DEA's Special Operations Division, since April 1996, has funded or assisted in approximately 80 major methamphetamine investigations of Mexican targets. Many of these investigations involve the use of extensive court-authorized electronic surveillance and other sophisticated investigative techniques.

DEA has also provided substantial support to state and local law enforcement agencies in combatting the distribution of methamphetamine on our streets. The DEA Domestic Operations Section established a Special Enforcement Program entitled Operation VELOCITY which targets major methamphetamine organizations, as well as independent traffickers in the United States.

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<sup>1</sup> The above map represents the laboratory seizures in which the DEA assisted or participated; it does not, however, account for the numerous law enforcement actions by the state and local authorities.

There are two primary factors which contribute to the large increase in DEA seizures of methamphetamine laboratories -- (1) the spread eastward of clandestine laboratory activity; and (2) the enhanced attention by law enforcement around the country. The spread eastward of methamphetamine manufacturers can be attributed, in large part, to the growth of small entrepreneurs using the "Nazi" method" to produce small batches of methamphetamine (four ounces or less). Their source of precursor chemicals frequently is pseudoephedrine tablets purchased at local retail outlets; approximately 680 tablets of pseudoephedrine yield one ounce of finished methamphetamine.

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Moreover, the DEA Office of Diversion Control established a priority targeting system named Operation BACKTRACK which targets rogue chemical companies that supply clandestine methamphetamine laboratories. Also, DEA, in conjunction with the California Bureau of Narcotics Enforcement ["BNE"], the Western State Intelligence Network, and the El Paso Intelligence Center, continues to work to establish a National Clandestine Laboratory Data Base, which will assist all law enforcement agencies in methamphetamine investigations and provide a national perspective on clandestine laboratories, based upon input from all law enforcement agencies. DEA has formulated plans to purchase new safety equipment, such as air monitors, air purified respirators, laboratory trucks, fire-resistant clothing, and other tactical clothing for DEA agents and state and local officers who raid clandestine laboratories.

B. Successful Prosecutions.

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

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

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

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

- Life Sentence Imposed On Convicted Methamphetamine Trafficker. On April 24, 1997, in the Eastern District of Washington, a federal court imposed a life sentence upon a defendant convicted of charges relating to his

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methamphetamine manufacturing and distribution operations in Burns, Oregon and Alberta, Canada. Co-defendants received sentences of 30-year prison terms. The convictions culminated a seven-month joint investigation involving the DEA, Royal Canadian Mounted Police, Harney County [Oregon] Sheriffs Office, Oregon State Police, and Lassen County [California] Narcotics Task Force.

- Life Sentence For Convicted Methamphetamine Trafficker. On December 17, 1996, in the Eastern District of Missouri, a defendant was sentenced to life imprisonment without the possibility of parole, a co-defendant received a 420-months sentence, and two other co-defendants each were sentenced to almost 20 years in prison for conspiring to distribute methamphetamine. This OCDETF investigation was the joint efforts of the DEA, U.S. Marshals Service, Northeast Missouri Drug Task Force, Quincy [Illinois] Police Department, Illinois State Police, Missouri Highway Patrol, West Central Illinois Task Force, Adair County [Missouri] Sheriff's Department, Putnam County Sheriff's Department, Adams County [Illinois] Sheriff's Department, Iowa Highway Patrol, Missouri State Fire Marshal's Evidence Bureau, and Schuyler County [Missouri] Sheriff's Department.
- Drug Transporters Indicted Following Largest Methamphetamine Seizure in the U.S. On November 12, 1996, 11 defendants were indicted in the District of New Mexico, following the February 1995 seizure of almost 700 pounds of methamphetamine and 200 pounds of marijuana. Two of the defendants are charged as principal administrators of a continuing criminal enterprise, the drug kingpin statute that is reserved for the highest echelon of participants within a drug trafficking organization. The methamphetamine and marijuana, which originated in Juarez, Mexico, had been packed into molded fiberglass containers and loaded into the trailer at a warehouse in El Paso, and was being transported to Chicago. This OCDETF investigation was conducted by agents of the DEA and U.S. Customs Service, as part of the Southwest Border Initiative.
- Chemical Sales Company Owner Sentenced for Illicit Sale of Methamphetamine Precursor Chemicals. On September 17, 1996, in the Western District of Texas, a

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defendant was sentenced to a significant term of imprisonment for possessing with intent to distribute 25 kilograms of phenylacetic acid, a precursor chemical used in the production of methamphetamine. The defendant, an owner of a small chemical sales company in El Paso, was arrested as he attempted to sell the phenylacetic acid to a DEA informant.

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

C. Joint Task Force and Working Group Efforts.

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

In addition, the Precursor Committee, chaired by the U.S. Attorney for the Southern District of California, and with the participation of the other U.S. Attorney's Offices throughout California, have generated a target list of the largest precursor

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violators. Currently, there are a number of multi-district investigations against these violators who are located both within and outside of California. The Committee meets regularly to coordinate investigations and share intelligence information with state and local entities. In coordination with DEA Headquarters, the Precursor Committee has also begun a campaign to have legitimate chain drug and warehouse stores voluntarily restrict the availability of products that can be diverted to manufacture methamphetamine.

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

The U.S. Attorney's Offices throughout the OCDETF Southwest Region have each designated an experienced AUSA to participate in a methamphetamine working group. These methamphetamine contacts conduct monthly teleconferences to share information regarding methamphetamine trends in the districts and to coordinate ongoing investigations of rogue chemical companies. The Southwest Border methamphetamine contacts group also generated a regional reference guide to be distributed to investigators and prosecutors throughout the Southwest, and is now coordinating training sessions throughout the Southwest. The San Diego County Methamphetamine Strike Force, composed of community leaders from 70 federal, state, and local agencies from law enforcement, health services, state courts, and drug treatment centers, has developed an action plan in the areas of interdiction, prevention, intervention, and treatment.

D. Training.

The Administration believes that the unique sensitivities surrounding the methamphetamine problem warrant special training and awareness. In addition, DOJ's Advocacy Institute and Office of Legal Education have developed and offered a course on methamphetamine prosecutions. This course covered the operations of methamphetamine laboratory, distribution patterns of methamphetamine, search and seizure issues, precursor chemicals regulations, pro-active investigations, and prosecutive strategies. Training sessions continue to be coordinated by the

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U.S. Attorneys from the Southern District of California and the District of Nebraska to share techniques and lessons learned with prosecutors in the Midwest districts.

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

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

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

#### IV. International Efforts.

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

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Indeed, we are seeing some modest successes in Mexico. In 1996, the Mexican authorities made seizures of more than a ton of precursor chemicals. The Mexican Government has also promulgated regulations restricting the number of ports that precursor chemicals may be imported into their country. The DEA's Office of Diversion Control has established an automated process for notifying the relevant authority of Mexico of an impending U.S. export of selected chemicals to Mexico.

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

V. Demand Reduction Efforts.

A. Education and Prevention.

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

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

These Conferences bring together policy makers, researchers, public interest groups, law enforcement, treatment, and prevention specialists to share information, increase understanding, and make recommendations on improving the nation's strategic response to this growing problem. The Attorney General, DEA Administrator, Director of the National Institute of Justice ["NIJ"], and the Director of the National Institute of Drug Abuse ["NIDA"] will address the National Conference in

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Omaha. These Conferences build upon the Administration's effort to educate the American public about the methamphetamine threat.

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

B. Collection Of Data.

The NIJ is also expanding its DUF program from 23 to over 40 sites in 1997, and the program will be renamed the Arrestee Drug Abuse Monitoring ["ADAM"]. This program is important in tracking the spread of an emerging drug like methamphetamine and will provide timely data about drug trends from a select population. The next DUF Report on methamphetamine use is due to be released in May 1997.

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

C. Treatment Protocol for Methamphetamine Abuse.

As of today, there is no specific treatment protocol for methamphetamine. Because chronic methamphetamine users frequently suffer major changes in neural chemical activity and brain functions, treatment periods for methamphetamine users can be much longer and more extensive than treatments for other abused drugs.

Administration personnel are continuing to work with medical researchers and treatment practitioners to understand the behaviors that threaten law enforcement and the measures that will be taken to restrain and not further injure the user. Government authorities have participated in public health conferences to determine the direction that medical and scientific research should take with respect to physical and chemical effects of methamphetamine, medical complications associated with its abuse, and treatment and prevention methods.

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In addition, NIJ has begun to formulate a demonstration plan that would test drug treatment protocols for methamphetamine-involved persons in the criminal justice systems. Drawing upon the expertise of drug treatment professionals, NIJ hopes to support the development of effective methamphetamine treatment technologies as the criminal justice system confronts the continuing challenges of drugs and crime.

NIDA held a research conference in June 1996 to study treatment. NIDA research has dramatically increased our knowledge about the neural basis for psycho-stimulant drugs like methamphetamine and the neuro-toxic potential of these stimulants. Methamphetamine has been shown to be a powerfully addictive stimulant causing physical and behavioral changes. NIDA currently supports \$20 million in research to understand the epidemiology of methamphetamine use, its mechanism of action and effects on brain functions, behavioral consequences of methamphetamine, and treatment and prevention implications and approaches.

NIDA is also supporting research entitled "Integrating Treatments for Methamphetamine Abuse: A Psychosocial Perspective." Their findings suggest that there is a measurable degree of response by methamphetamine abusers to psychosocial intervention and that the general treatment experience, as reflected by the attendance of therapeutic sessions, breaks in treatment participation, and total treatment received does not differ significantly between methamphetamine and cocaine users.

The National Institutes of Health ["NIH"] similarly are conducting an in-depth study of the methamphetamine user and will present its preliminary findings at a national conference. NIH also plans to expand its drug testing program to improve data collection.

Furthermore, the Substance Abuse and Mental Health Services Administration ["SAMHSA"] has two major proposals to investigate the implications of methamphetamine abuse. The first proposal will evaluate the effects of methamphetamine on pregnancy and post-natal development. The proposed project will examine retrospectively the association of methamphetamine use during pregnancy with the medical and developmental consequences found among two cohorts of pre-natally methamphetamine-exposed children born in 1989 and 1990. SAMHSA's second project will study the effects on suppressing methamphetamine demand at the community level with intensified drug-testing in the criminal justice system and at the workplace, combined with media campaigns and enhanced treatment for methamphetamine dependence.

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

VI. Successful Initial Reports of Administration's Efforts.

The Administration believes that its vigorous efforts have led to a moderation in the trend of methamphetamine trafficking and abuse, based upon the same statistical criteria previously used. Initial reports from available statistical data indicate that methamphetamine use have shown a slight decline. [DUF figures will presumably show that methamphetamine use has decreased in all cities, except San Antonio. These figures are due out in May.]

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

VII. Increased Resources Requested.

To demonstrate the Administration's continued efforts to combat the methamphetamine problem, it has requested significant additional resources be devoted to the threat. A significant portion of the methamphetamine trafficking is occurring along the Southwest border.

As part of the Administration's Southwest Border Initiative ["SWBI"], many DOJ components received significant resource enhancements in FY 1997. The SWBI targets trafficking groups that manufacture and distribute methamphetamine as well as other drugs. In FY 1998 request, the U.S. Attorneys, DEA, and FBI are requesting a total of 359 positions [146 agents and 41 attorneys] and \$46.8 million as part of the SWBI. A significant portion of these resources have helped and will continue to assist in combatting the trafficking of methamphetamine.

The rise in methamphetamine trafficking has also caused an increased caseload for the U.S. Attorneys, and in response, the Administration's FY 1998 request for U.S. Attorneys includes an

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enhancement of 56 positions (37 attorneys) and \$5,161,000 for its Narcotic and Dangerous Drug program. In addition, the Administration is seeking three additional DOJ Criminal Division attorney positions in FY 1998 to increase its ability to coordinate and support the SWBI from headquarters. These positions will support the Attorney General's goal to achieve enhanced centralized management of the investigations and prosecutions related to the large-scale, multi-district methamphetamine cases.

With respect to DEA, the FY 1998 budget request includes an increase of 74 positions (60 agents) and \$11.1 million in resources to fund a comprehensive approach to combat methamphetamine trafficking. The FBI is focusing on identifying the most significant Mexican manufacturers and distributors of methamphetamine and targeting the key command and control elements of these organizations, including key distribution networks in small- and medium-sized U.S. communities. In addition, the FBI focuses its resources on methamphetamine distribution elements located in problem areas, such as Omaha, St. Louis, and Jackson.

VIII. Conclusion.

The Administration is dedicated to continuing its efforts to stop the spread of methamphetamine trafficking and abuse in this country. The Administration will continue its cooperative efforts with the U.S. Conference of Mayors ["USCM"] in contributing to their "National Action Plan To Control Drugs." One of their top priorities has been to increase public awareness of the methamphetamine threat, and the USCM fully supports the Administration's initiative to combat the spread of methamphetamine. Federal authorities will continue to investigate and prosecute cases aggressively, as well as promulgate strong regulations, provide training to state and local agencies, promote public awareness of the problem, and educate and treat methamphetamine users.

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## **POINT PAPER: LATEST METHAMPHETAMINE DATA**

- ▶ Data from NIJ's Drug Use Forecasting Program (DUF) is key to early identification of emerging drug trends. In 1995, the last year for which data are publicly released, the DUF data showed a significant rise in meth positives, primarily in eight western cities (see attached map). This was key in the development of the meth strategy.
- ▶ The preliminary DUF data for 1996 indicate meth use is down in all of these cities, in some instances by a substantial amount. Only in San Antonio did the rate of meth positives rise, from 1.5 percent to 2.1 percent. Specifically, for the eight cities the reduction in positive rate were as follows:

**Omaha, NE**  
**8.1% to 4.3%**  
**(down 47%)**

**Denver, CO**  
**3.8% to 2.2%**  
**(down 42%)**

**Portland, OR**  
**18.7% to 12.4%**  
**(down 34%)**

**Dallas, TX**  
**2.7% to 1.3%**  
**(down 52%)**

**San Jose, CA**  
**18.5% to 14.8%**  
**(down 20%)**

**Phoenix, AZ**  
**21.9% to 12.2 %**  
**(down 44%)**

**Los Angeles, CA**  
**7.5% to 7%**  
**(down 7%)**

**San Diego, CA**  
**37.1% to 29.9%**  
**(down 19%)**

- ▶ One key point -- in line with trends of recent years, adult females showed greater meth use than males. Since the violent crime issue is so often linked to meth use, this is an interesting finding.
- ▶ DAWN data, another valuable indicator, are not yet available for 1996. We are working with HHS on getting at least preliminary data and will get it to you as soon as possible.
- ▶ A copy of the relevant sections of the draft DUF Report (with key points highlighted) is also attached.

Attachments (as stated)

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THE PRINT  
EDITION

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Chicago - Stories from the latest print edition

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Nation/World  
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## DALEY TO OFFER IDEAS FOR DRUG CRACKDOWN

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### MONEY LAUNDERERS WOULD BE TARGETED

**By Jacquelyn Heard, Tribune Staff Writer***Web-posted Tuesday, May 13, 1997; 6:40 a.m. CDT*

Stepped-up penalties against bankers, lawyers and others who help in the laundering of drug money and more focused national programs against drug abuse are among the suggestions Mayor Richard Daley plans to take to Washington for a drug summit next week.

After meeting on the topic Monday with a group of Midwestern mayors, Daley criticized the unwieldy nature of government-sponsored, drug-prevention programs and likened law-enforcement efforts to a comedy of errors. He said the Internal Revenue Service should play a bigger role in pursuing drug lords and others who profit from the trade but never participate hands-on in sales.

"I've always said that if you got Al Capone because of one reason, (it was) he didn't pay his taxes," Daley said.

"I've always asked the question, 'How does someone drive the best of cars, (own) the best of jewelry, (have) the best fur coat, eat in the best of places, have a beautiful home and not pay taxes?' I guess only in America," he added, flanked by Gary Mayor Paul King and Brent Coles, mayor of Boise, Idaho.

"There needs to be bigger penalties against the people caught selling large amounts of drugs," Daley said.

King and Coles, co-chairmen of the U.S. Conference of Mayors task force on illegal drugs, will join Daley in Washington. Daley, as president of the conference, and the others will lobby President Clinton and his Cabinet for a more stringent and focused national approach to drug abuse.

Daley would not put a dollar figure on implementing the ideas, mindful of the rap on mayors and other urban leaders that they're always shaking the increasingly less leafy federal money tree.

"We're not going to go there and ask for more money, more money," Daley said. "We're just saying there are some things that work and some that don't work. If programs don't work, we need to admit (it) and get rid of them."

He advocated creating one office in Washington to handle the national drug problem.



## THE UNITED STATES CONFERENCE OF MAYORS

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# DRAFT

## EXAMPLES OF POSSIBLE NEW INITIATIVES

**Overall** --Re-dedicate and re-focus national attention on drug control as a top priority of the Administration by designating a governmental official, at the highest level (e.g. V.P.), in addition to the Director of ONDCP. The point person could command the bully pulpit to a) raise public consciousness of the drug issue; and b) assure that all Federal departments engaged in counter-drug efforts do work cooperatively and minimize turf battles.

### Enforcement

- New initiative to increase information sharing between FinCen, other Federal law enforcement entities (such as the Criminal Investigations Division of IRS) and local law enforcement officials as a means of making existing financial information on suspected drug dealers a resource that can be used more readily by law enforcement at the Federal, state and local level. Information, such as access to Currency Transfer Reports (CTRs), would be an invaluable tool, in conjunction with other information obtained by law enforcement officials, to establish a case against individuals who are suspected of illegal drug activities.
- Enhancement of IRS "strike forces" on tax evasion and money laundering to target white collar professionals in the drug trade. Strike forces would focus solely on suspected drug dealers and examine assets, money laundering activities and wire transfers of funds. Similar to IRS organized crime activities that targeted the likes of Al Capone.
- Replication of the highly successful Federal, state and local "El Dorado" task force set up in New York City in 1992 to shut down the approximately \$1.3 billion per year money laundering operation from New York City to Colombia that operated primarily through 12 companies. The increased reporting and record keeping requirements quickly shut down the companies responsible for laundering the illegal cash, demonstrated by the fact that physical seizures of hard cash significantly increased following the "El Dorado" operation.
- Highlight and expand Customs initiatives including new efforts to intercept hard currency being shipped out of the U. S.; enhanced efforts to track and account for international wire transfers of currency; and innovative initiatives to prevent the importation by air, land or sea of drugs into the U. S. With increased IRS scrutiny domestically and efforts to decrease the exportation of drug profits internationally, the incentives for the drug trade will be significantly reduced.

### Treatment

- Establish High Intensity Drug Treatment Area demonstration projects in localities with a clear lack of treatment resources. One initial focus might be in relatively small communities through discretionary funds funneled into an area, or by providing, on a demonstration basis, flexibility to do drug treatment through the medicaid program in limited areas.

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- Establish prisons solely for addicts, with a prime focus on drug treatment and rehabilitation. Incarcerated individuals are a "captive audience" for drug treatment and rehabilitation and motivated prisoners who successfully complete treatment can paint a positive image for the demo. The State of California is implementing such a program and a Federal demo could be modeled on the California experience.
- Announce a targeted scientific research initiative into the physiological and genetic nature of addiction. Focus could be on effective treatment and possibly genetic screening of those individuals pre-disposed to addiction. Some work is already being done at NIH and packaging the various projects into a new initiative could focus attention on the new direction in scientific research.

**BREAKFAST (MAYORS FORUM ON DRUG CONTROL) WEDNESDAY, MAY 21, 1997**  
**9:00 AM - STATE DINING ROOM**

Revised 05/20 - 6:00pm

**Table 11**

**THE PRESIDENT**

Mayor Richard M. Daley (Chicago)  
Mr. John Kaye (Prosecutor/President, NDAA, Monmouth County, New Jersey)  
Mr. Michael P. Barnes (Prosecuting Attorney, St. Joseph County, Indiana)  
Mayor Dennis W. Archer (Detroit)  
General Barry R. McCaffrey  
Hon. Matthew Rodriguez (Superintendent of Police, Chicago)  
Chief Darrell L. Sanders (President, IACP, Frankfurt, Illinois)  
Mayor Nancy Graham (West Palm Beach)  
Commissioner Richard Guilford Kerlikowske (Buffalo)

**Table 12**

**THE VICE PRESIDENT**

Mayor Ellen Corbett (San Leandro)  
Mayor Donald L. Plusquellic (Akron)  
Mr. Richard A. Devine (State's Attorney, Cook County)  
Mayor Deedee Corradini (Salt Lake City)  
Secretary Albright  
Mayor Cardell Cooper (East Orange, New Jersey)  
Mayor Michael R. White (Cleveland)  
Mayor Elizabeth D. Rhea (Rock Hill, South Carolina)  
Mayor Victor H. Ashe (Knoxville)

**Table 1**

**Hon. Thomas A. Constantine**

Sheriff Mike Ratcliff (Victoria County, Texas)  
Mr. Richard Goodstein (Browning-Ferris Industries)  
Mr. J. Thomas Cochran (Executive Director, US Conference of Mayors)  
Ms. Janet Crist (Chief of Staff, ONDCP)  
Mayor Joseph A. Griffo (Rome, New York)  
Mr. Milton Creagh (Creagh & Associates)  
Mr. Nicholas Gess (Director, Intergovernmental Affairs, DOJ)  
Captain James A. Cervera (Virginia Beach Police Dept.)  
Mayor Sila Calderon (San Juan)

**Table 2**

**Secretary Riley**

Chief James O'Dell (Kettering, Ohio)  
Dr. Alan I. Leshner (National Institute on Drug Abuse)  
Mr. Henry Gomez (New York)  
Ms. Babette T. Penton (US Conference of Mayors)  
Mr. Neil Linehan (Chief, Narcotics Prosecution Bureau, Chicago)  
Ms. Geraldine Powell (Director of Urban Affairs, Oak Brook, Illinois)  
Mr. David Gatton (US Conference of Mayors)  
Mayor Patrick J. McManus (Lynn, Massachusetts)

**Breakfast (Mayors) May 21, 1997****2.****Table 3****Secretary Herman**

Mayor Jerry E. Abramson (Louisville)  
Mayor Michael R. Turner (Dayton)  
Chief Samuel M. Cochran (Mobile, Alabama)  
Mr. Patrick V. Murphy (Director, Police Policy Board, US Conference of Mayors)  
Mayor Floyd Adams (Savannah)  
Hon. Jeremy Travis (Director, National Institute of Justice)  
Chief Richard Pennington (New Orleans)  
Mr. David Yudin (Director, City of Chicago, Washington Office)  
Mayor David W. Moore (Beaumont)

**Table 4****Secretary Pena**

Mayor Meyera E. Oberndorf (Virginia Beach)  
Mr. David Mactas (Director, Center for Substance Abuse Treatment)  
Mayor Richard P. Hartmann (Kettering, Ohio)  
Mayor J. Christian Bollwage (Elizabeth, New Jersey)  
Ms. Laura Waxman (US Conference of Mayors)  
Mr. Michael W. Brown (US Conference of Mayors)  
Mr. Mark Mullins (IBM)  
Deputy Chief Kevin Coppinger (Lynn, Massachusetts)

**Table 5****Mr. Brian Sheridan**

Mr. Gerry Komisar (Director, DCI Crime & Narcotics Center)  
Mr. Edward Somers (US Conference of Mayors)  
Sheriff Armando Fontoura (Essex County, New Jersey)  
Sgt. Ralph Godbee (Detroit)  
Mayor John R. McCarthy (Everett, Massachusetts)  
Mr. Glen Anderson (Merritt Behavioral)  
Ms. E. Francine Stokes (Office of State's Attorney, Baltimore)

**Table 6****Hon. Franklin D. Raines**

Deputy Chief G. Patrick Miller (Rome, New York)  
Mr. Roy C. Kime (International Association of Chiefs of Police)  
Mayor Dannel P. Malloy (Stamford, Connecticut)  
Mayor Charles E. Box (Rockford, Illinois)  
Dr. Nelba R. Chavez (Administrator, Substance Abuse & Mental Health Services)  
Mayor James P. Perron (Elkhart)  
Mr. Anthony Rizzato (Central States Institute of Addiction)  
Chief Larry Nowery (Rock Hill, South Carolina)

**Table 7****Hon. Janet Reno**

Mayor H. Brent Coles (Boise)  
Rev. John P. Smyth (Des Plaines, Illinois)  
Mr. August William Ritter (District Attorney, Denver)  
Chief Rocco Pullutro (Cleveland)  
Mayor Kurt L. Schmoke (Baltimore)  
Mr. Newman Flanagan (National District Attorneys Assn)  
Brigadier General James Lovelace, Jr. (Commander, Joint Task Force Six)  
Mr. Charles J. Hynes (District Attorney, Kings County, New York)  
Chief Isaiah McKinnon (Detroit)

**Breakfast (Mayors) May 21, 1997**

3.

**Table 8****Hon. Marcia Hale**

Commissioner Paul F. Evans (Boston)

Mayor Scott L. King (Gary)

Chief David Michaud (Denver)

Admiral Norman Saunders, USCG (Chief of Operations)

Mayor Rita L. Mullins (Palatine, Illinois)

Mayor Patrick Henry Hayes (North Little Rock)

Chief Ruben Ortega (Salt Lake City)

Mayor Paul Helmke (Fort Wayne)

**Table 9****Hon. John Garamendi**

Mayor Arlene J. Mulder (Arlington Heights, Illinois)

Mr. Thomas Needham (Assistant to Mayor on Crime, Chicago)

Chief Robert Maginnis (San Leandro)

Ms. Elizabeth Bresee

Chief Edward Irvine (Akron)

Rear Admiral J.J. McClelland (Director, Joint Interagency Task Force South)

Mayor Rosemary Corbin (Richmond)

**Table 10****Secretary Cuomo**

Ms. Linda Davis (Assistant Chief of Police, Winston-Salem)

Mr. Steven Smith (Commander, Drug Squad, Savannah)

Mr. William Modzeleski (Director, Safe &amp; Drug-Free Schools)

Mr. Zachary Carter (US Attorney, Eastern District of New York)

Mayor Martha S. Wood (Winston-Salem)

Hon. William L. Murphy (District Attorney, Staten Island)

Mayor Douglas H. Palmer (Trenton)

Brigadier General George Close (Commander, Joint Interagency Task Force South)

Mayor Wellington Webb (Denver)

**Table 14****Secretary Shalala**

Mr. Robert Polito (Bowery Mission Transit Center)

Mr. Bernard Carter (Prosecutor, Crown Point, Indiana)

Dr. Hoover Adger (Deputy Director, ONDCP)

Hon. Charles Ruff

Mr. James Spataro (Assistant Chief of Police, West Palm Beach)

Mr. James Milford (Deputy Administrator, Drug Enforcement Agency)

Ms. Janice Ford Griffin (Deputy Director, Join Together)

Chief Ronald Lowe (Dayton)

Mayor Thomas M. Menino (Boston)

# WHITE HOUSE MAYORS CONFERENCE ON DRUG CONTROL PRESIDENTIAL ANNOUNCEMENTS MAY 21, 1997

## Announcements

Today, at the White House Mayors Conference on Drug Control, President Clinton and members of his Cabinet met with mayors from across the country to discuss efforts to control illegal drugs and their destructive consequences. The President made two anti-drug announcements:

1) **Attacking the Threat of Methamphetamine.** President Clinton released a new report by the Department of Justice with Drug Use Forecasting (DUF) data indicating that methamphetamine use is down in 8 key cities by as much as 52% over the past year. Clandestine lab seizures by the Drug Enforcement Agency (DEA) increased by 170% in 1996.

2) **Cracking Down on Money Laundering.** The Treasury Department will publish proposed rules today, designed to prevent and detect money laundering through money services businesses (MSBs) -- helping to staunch the flow of narcotics and illegal drug proceeds.

## Methamphetamine Report

- Methamphetamine is a synthetic stimulant drug that is cheaper than cocaine in many markets, produces a longer high, and can cause irrational violence among chronic users.
- *President Clinton's Methamphetamine Strategy.* The President's April 1996 Strategy assessed the methamphetamine threat, and established an action plan. In October 1996, President Clinton signed the Comprehensive Methamphetamine Control Act of 1996 into law. The new law incorporates many elements of the President's Strategy, including increased penalties and regulatory provisions for precursor chemicals. The new penalties are scheduled to take effect on November 1, 1997.
- Methamphetamine Report Findings:
  - ✓ **Increased Seizures.** In 1996, DEA Clandestine Laboratory Enforcement Teams seized 879 clandestine methamphetamine laboratories-- a 170% increase over 1995.
  - ✓ **Methamphetamine Use Down in Key Cities.** Preliminary data from the National Institute for Justice (NIJ) 1996 Drug Use Forecasting figures show that in eight western cities, methamphetamine use declined between 7 and 52% from 1995 levels.
  - ✓ **Successful Federal Prosecutions.** U.S. Attorneys around the nation are successfully prosecuting methamphetamine cases in coordination with state and local law enforcement agencies, including cases with lifetime sentences for methamphetamine traffickers.

## Anti-Money Laundering Initiative

- Today, the Treasury Department will publish three rules to make it more difficult for drug cartels to wire money out of the country by: (1) requiring money services businesses to register with the Treasury Department; (2) requiring certain MSBs to report suspicious business activity; and (3) lowering the amount of money that transmitters are required to report for international transactions from \$10,000 to \$750. Currently in place in New York City, Treasury credits these requirements with reducing the amount of money wired to Colombia by 30%, and helping increase seizures of illegal currency by almost 400%.

# CLINTON ADMINISTRATION

## NATIONAL METHAMPHETAMINE STRATEGY UPDATE

### MAY 21, 1997

#### **Announcement:**

Today, in a meeting with Mayors to discuss drug policy, President Clinton announced that in a new report by the Department of Justice, Drug Use Forecasting (DUF) data indicates that methamphetamine use is down in 8 key cities by as much as 52% over the past year. In addition, clandestine lab seizures by the Drug Enforcement Agency (DEA) increased by 170% in 1996.

#### **Background**

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

- *Methamphetamine is dangerous and spreading.* While use of the drug has historically been concentrated in the West and Southwestern regions of the U.S., it is now spreading to the Midwest and the East. Methamphetamine is produced in clandestine laboratories, which carry an enormously high risk of fire and explosion.
- *President Clinton's Methamphetamine Strategy.* The President's April 1996 Strategy assessed the methamphetamine threat and established an action plan to avert its further spread. In October 1996, President Clinton signed into law the Comprehensive Methamphetamine Control Act of 1996 which incorporates many elements of the President's Strategy, including increased penalties and regulatory provisions for precursor chemicals. New penalties are scheduled to take effect on November 1, 1997.

#### **Clinton Administration: Taking Action Against the Spread of Methamphetamine**

- *Increased Seizures.* DEA Clandestine Laboratory Enforcement Teams seized 879 clandestine methamphetamine laboratories in 1996 -- a 170% increase over the number of labs seized in 1995. Current projections indicate an even higher number of seizures will be achieved in 1997.
- *Preliminary 1996 Data Shows Meth Use Down.* Data from the National Institute for Justice 1996 Drug Use Forecasting (DUF) show that in 8 western cities (Dallas, Denver, Los Angeles, Omaha, Phoenix, Portland, San Diego, and San Jose) methamphetamine use declined between 7 and 52% from 1995 levels. San Antonio showed a modest increase: from 1.5% in 1995 to 2.1% in 1996. 1996 DUF data also indicate that adult female arrestees use methamphetamine more than male arrestees, and white arrestees were more likely to use the drug than African-American and Hispanic arrestees.
- *Targeting the Midwest.* In 1996, the Office of National Drug Control Policy (ONDCP) designated a five-state region in the Midwest (Nebraska, Iowa, Kansas, Missouri and South Dakota) as a High-Intensity Drug Trafficking Area (HIDTA) to address methamphetamine use, production, and trafficking. In one of many successful prosecutions, a joint effort between the DEA, U.S. Marshals, and state and local law enforcement resulted in the conviction and life sentence of a methamphetamine trafficker in Missouri.

# **President Clinton: Building Stronger Communities by Combatting Drug Use**

**May 21, 1997**

**President Clinton is adding weapons to our nation's fight against drugs.** President Clinton meets with our nation's mayors today and will announce new actions to crack down on drug money launderers. New Treasury Department rules will require money remitters to report international wire transfers in excess of \$750. The proposed rules were previously in place only in New York, where they reduced the flow of money to Colombia by 30%. The President will also release a report showing methamphetamine use is down and seizures of meth labs are up. These efforts build on the progress of the Clinton Administration:

## **Historic and High Profile Anti-Drug Strategy**

**The largest anti-drug budgets ever.** Year-in and year-out, President Clinton has proposed the largest anti-drug budgets ever, including this year's proposed \$16 billion.

**Elevated the Drug Czar to a Cabinet Position.** President Clinton is the **first** President to make the Director of National Drug Control Policy a Cabinet position. He appointed four-star general Barry McCaffrey to lead our nation's fight against drugs.

**Developed a comprehensive National Drug Control Strategy** that will reduce illegal drug use through the law enforcement, prevention, treatment, interdiction and international efforts.

## **Protecting Our Children from Drugs and Violence**

**Targeting young people with anti-drug messages.** The President's proposed FY 98 budget funds a \$175 million national advertising campaign that would rely on high-impact, anti-drug television ads to educate young people on the dangers of illegal drug use.

**Strengthened and expanded the Safe and Drug-Free Schools and Communities Act.** The President's proposed FY 98 budget contains a \$60 million increase for Safe and Drug-Free Schools Program, which reaches 97% of the nation's school districts. Schools use these funds to keep violence, drugs and alcohol away from students and out of schools.

**Proposed funding for 1,000 after-school initiatives in communities across the country.** The President's Anti-Gang and Youth Violence Strategy will help keep schools open late, on weekends and in the summer so young people will stay off the streets and out of trouble.

## **Getting Tough on Drug-Related Crime**

**Putting 100,000 new community police on our streets.** The President's plan represents the federal government's biggest commitment ever to local law enforcement.

**Mandatory drug testing of state prisoners and parolees as a condition of parole.** President Clinton fought for and signed legislation requiring states to drug test parolees so that they can send them back to prison if they get back on drugs.

**Targeting gangs** with new prosecutors and tougher penalties as part of the President's Anti-Gang and Youth Violence Strategy. The President's strategy increases penalties for selling drugs to kids and using kids to sell drugs.

**Expanding drug courts.** The Clinton Administration has established drug courts across the country because they have proven effective in breaking the cycles of drugs and crime. The President FY 98 budget increases funding for this program by 150% over last year's funding.

**Developed a comprehensive strategy to combat the trafficking and abuse of methamphetamine, one of the country's most dangerous drugs.** The President fought for and signed legislation that increases penalties for trafficking in meth and those chemicals used to produce meth. And the strategy worked. In the eight cities where meth use had been skyrocketing, it declined substantially in 1996.

### **Stopping Drugs at the Border**

**Drug seizures are up.** The Clinton Administration has increased seizures of marijuana by 50% - from 787,523 pounds in 1992 to 1,163,989 pounds in 1996. And seizures of heroin are up 32% - from 1,157 kilograms in 1992 to 1,524 kilograms in 1996.

**More border patrol agents than ever.** There are now over 6,000 Border Patrol Agents stemming the flow of crime and drugs over the border. This represents an increase of over 70% since 1993.

**Stopping drug smugglers.** In 1996 the Clinton Administration implemented "Zorro II," an effort to shut down a cocaine trafficking partnership between the Cali mafia and a major Mexican mafia trafficking organization. The results: 156 suspects arrested; 5,500 kilograms of cocaine and 1,000 pounds of marijuana seized; and several million dollars of drug proceeds seized.

### **Part of a Strategy that's Working**

**Crime rates have dropped for five straight years.** For five years before President Clinton took office, violent crime was *increasing* in America. The President's anti-crime strategy has helped reverse this trend -- and violent crime has now *dropped* five years in a row.

## **MAYORS' SUMMIT ON DRUGS**

### **Questions and Answers**

**May 21, 1997**

#### **Methamphetamine Report**

**Q. What does today's report say?**

- A. Today's report provides an update of the Administration's National Methamphetamine Strategy and make two key findings: (1) that methamphetamine use is down in 8 key cities; and (2) that clandestine lab seizures by the Drug Enforcement Agency (DEA) are up 170% in 1996. The Justice Department report cites 1996 data which shows that in eight western cities --Dallas, Denver, Los Angeles, Omaha, Phoenix, Portland, San Diego, and San Jose-- methamphetamine use declined between 7 and 52% from 1995 levels.

Moreover, the report shows that our strategy is being aggressively implemented and showing results. We've worked with Congress to strengthen penalties for meth trafficking and established new controls over precursor chemicals used to manufacture meth. U.S. Attorneys -- working with coalitions of federal, state and local law enforcement agencies -- are successfully prosecuting methamphetamine, including lifetime sentences for certain convicted methamphetamine traffickers. Federal agencies are working to increase information about the dangers of meth. They're producing meth-specific education and prevention materials, hosting local conferences and training local law enforcement.

**Q. What is methamphetamine? Why is it so dangerous?**

- A. Methamphetamine is a synthetic stimulant drug that creates extreme aggressiveness among chronic users. The violence-prone, irrational, and aggressive behavior associated with chronic methamphetamine users make it an especially volatile drug. Meth can be snorted, smoked, injected, or ingested orally. The effects of methamphetamine can last anywhere from 4 to 24 hours, while the effect of cocaine is measured in minutes. The crash that occurs with the tapering off of methamphetamine's effects is often potentially psychologically disastrous.

Additionally, clandestine laboratories that manufacture methamphetamine pose an environmental and safety hazard, as toxic wastes are frequently dumped on the ground or into waterways, as well as the enormously high risk of a fire or explosion. Anyone near a meth manufacturing lab is in potential danger, and cleanup costs, per lab, run into thousands of dollars.

**Q. How much does methamphetamine cost?**

A. A gram of methamphetamine can begin at \$50. For comparison purposes, a gram of cocaine costs about \$100. For this reason, meth is often referred to as the “poor man’s cocaine.”

**Q. How serious is the methamphetamine problem?**

A. The methamphetamine problem is serious and spreading. In recent years, use of the drug has spread from the West to the Midwest. As a result, meth-related emergency room episodes doubled between 1991 and 1994, and the number of meth-related deaths tripled. Seizures of clandestine laboratories and along the Southwest border also increased during this time period.

More importantly, methamphetamine is a triple killer and extremely dangerous: First, it is a cheap, highly addictive, long-lasting stimulant that often induces violent behavior; Second, labs used to manufacture meth present a high risk of fire or explosion, endangering nearby residents; and third, the toxic wastes produced by meth labs are often dumped on the ground and in waterways, posing an environmental threat to entire communities.

**Q. Why are you only providing meth data for 9 cities? Is there data on other cities?**

A. The Drug Use Forecasting System collects meth data for 23 cities across the country. The methamphetamine use amongst the arrestees tested in the other 14 cities was so low, it was determined to be insignificant. By insignificant, we mean less than one percent.

**Q. Doesn’t the drop in the numbers for methamphetamine mean that we’re just generating hysteria about methamphetamine when the problem is really disappearing?**

A. Not at all. I am very encouraged by the new, lower numbers. But we are just turning the corner. Now is not the time to let up. The numbers show that when we work hard, we can have some effect. Now, we’ve got to redouble that effort and help to prevent the spread of this dangerous drug to the eastern part of the U.S.

**Q. If illegal drugs are such a big problem, then why didn’t your new anti-gang bill contain new drug provisions?**

A. Our juvenile crime bill does contain increased penalties for people who sell drugs to kids and use kids to sell drugs. But we should keep in mind that existing federal drug laws are already pretty tough. Trafficking can carry up to a life sentence.

But we also need to do is to make sure that local prosecutors have more resources to go after the gangs that pedal drugs to our kids. Our juvenile crime bill does that, too.

Additionally, our anti-gang strategy calls for expanding after school programs. This will not only help us cut crimes when kids would be otherwise unsupervised, it will help schools get the message out that gangs, guns and drugs are dangerous.

**Q. Mr. President, despite the 1994 Crime Act and tough drug laws, federal statistics show enormous increases in drug use among teenagers. Don't these figures show that you have failed and that you are taking the wrong approach?**

A. I am deeply disturbed by the current trends in teenage drug use. General McCaffrey, the Attorney General and I have spent a great deal of time on this issue. That's why I've proposed a national media campaign, leveraged with private sector resources, to reach the 68 million kids at risk in this country.

That's also why we need more programs to stop crimes and drug use from happening in the first place. We need a place for young people to go in those hours after school when they are unsupervised. If we don't, they may just wind up on a street corner using drugs or getting involved in delinquent or criminal activity. I've asked Congress to provide funds for after-school programs and for programs for at-risk youths-- so we could keep kids off the streets and out of trouble. I was disappointed that the House didn't include these provisions in its juvenile crime bill, but I'm hopeful that we'll be successful in the Senate.

## **Money Laundering**

**Q: Could you briefly describe the proposed regulations on money laundering?**

A: When I learned of the successes of the New York Geographic Targeting Order (GTO) in dramatically reducing the flow of narcotics proceeds to Columbia, I asked the Treasury Department to examine ways to extend the GTO nationally.

Today's regulations are a response to my request. There are three proposed rules which will be published today. The most fundamental of these proposals is to register "money services businesses" generally, which includes money transmitters or remitter, money order issuers and sellers, travelers check issuers and sellers, retail currency exchanges, and check cashers.

The second proposed regulation would extend the suspicious activity reporting requirements — already in place with respect to banks — to money transmitters and issuers, sellers and redeemers of traveler's checks or money orders.

The final proposed regulation essentially makes the New York City GTO apply nationwide and on a permanent basis. Under the proposed rule, money transmitters would be required to report currency transactions of \$750 or more that involve the transmission of funds to any person outside of the United States. The rule also requires the remitters to verify the identity of the person sending the funds.

**Q: When will these proposed regulations become effective?**

A: There will be a 90-day comment period that begins today. The Treasury Department will then review the comments and make any appropriate changes to the rules. The Treasury hopes to publish a final rule by January 1, 1998.

The rules regarding suspicious activity reporting and the new \$750 reporting threshold will take effect 30 days after the final rules are published. Money services businesses will have 180 days from publication of the final rules to register with FinCEN.

**Q: What are the current reporting requirements for sending money transmissions outside the U.S.?**

A: Currently, no record has to be kept for any transmission under \$3,000. For transmissions of \$3,000 or more, the money transmitter must keep a record of the transmission. For transmissions of \$10,000 or more, the money transmitter must fill out a Currency Transaction Report or CTR and file it with the IRS.

**Q: Why the \$750 threshold?**

A: Our experience with the El Dorado Task Force indicates that most legitimate money transmissions are between \$250 and \$500, and that most of the abuse by money launderers occurs above this level. Thus, we made the threshold \$750 so as to exclude the majority of legitimate businesses from reporting requirements.

**Q: Money transmitters are used primarily by people who do not have bank accounts —the poor and immigrants. Isn't it then discriminatory to have a \$750 threshold for transmitters and not banks?**

A: We do not believe the proposed regulations are discriminatory. The \$750 amount applies to money wire transfers that are sent anywhere outside the United States. We did not focus on any particular country or region.

Also, these regulations do not prevent anyone from wiring money anywhere. You can pay cash to send \$100,000 to Colombia tomorrow, so long as you fill out a form and provide a photo ID. The proposed rules are designed to stop the abuse of the money transmitter industry by criminals by collecting information, not to prevent legitimate transactions.

Banks are already subject to extensive regulation. Today's proposed rules are intended to deal with a relatively unregulated area of the financial services industry — the money services businesses.

## **GENERAL DRUG POLICY QUESTIONS**

**Q. Why do you think spending \$175 million on an ad campaign will reduce drug use among our youth?**

A. The central challenge we face is to reverse the surge in youth drug rates-- this is the focus of my 1997 National Drug Control Strategy and it is the primary concern of the mayors. My targeted anti-drug advertising campaign-- which would involve about 1 percent of the federal counterdrug budget-- holds the promise to change our youth's relaxed attitudes toward drugs. We have 68 million kids who are vulnerable to drugs. It is imperative that we get our kids accurate information about drugs.

**Q. What do you think of the Sentencing Commission's recommendations on penalties for crack and powder cocaine?**

A. Last month, I commended the Sentencing Commission for moving forward with recommendations to Congress to reduce the disparity between crack and powder cocaine penalties. My Administration will give them very serious consideration. I have asked Attorney General Reno and General McCaffrey to review the Sentencing Commission's recommendations and report back to me by the end of June.

However, I continue to believe that our sentencing laws must reflect that crack cocaine is a more harmful form of cocaine. The Sentencing Commission's new recommendations do so. Trafficking in crack, and the violence it fosters, has a devastating impact on communities across America, and any changes in penalties must ensure that more dangerous offenders receive tougher sentences.

**Q. Isn't the National Action Plan put forward by the Mayors essentially a criticism of your Administration's drug policy? Doesn't it call for more funds and different actions to be taken?**

A. I don't think so. On the contrary, I think the Mayors' Action Plan is complementary to our own National Drug Strategy. Both of our plans share the same number one priority: that drug use amongst our kids must be reduced. Both of our plans call for a comprehensive drug strategy that includes enforcement, treatment, prevention and education. And both of our plans recognize the importance of responding to the country's growing methamphetamine problem -- as well as cracking down on money laundering. While some of the details vary, our plans are largely similar.

# WHITE HOUSE MAYORS CONFERENCE ON DRUG CONTROL

## PRESIDENTIAL ANNOUNCEMENTS

### MAY 21, 1997

#### Announcements

Today, at the White House Mayors Conference on Drug Control, President Clinton and members of his Cabinet met with mayors from across the country to discuss efforts to control illegal drugs and their destructive consequences. The President made two anti-drug announcements:

1) **Attacking the Threat of Methamphetamine.** President Clinton released a new report by the Department of Justice with Drug Use Forecasting (DUF) data indicating that methamphetamine use is down in 8 key cities by as much as 52% over the past year. Clandestine lab seizures by the Drug Enforcement Agency (DEA) increased by 170% in 1996.

2) **Cracking Down on Money Laundering.** The Treasury Department will publish proposed rules today, designed to prevent and detect money laundering through money services businesses (MSBs) -- helping to staunch the flow of narcotics and illegal drug proceeds.

#### Methamphetamine Report

- Methamphetamine is a synthetic stimulant drug that is cheaper than cocaine in many markets, produces a longer high, and can cause irrational violence among chronic users.
- *President Clinton's Methamphetamine Strategy.* The President's April 1996 Strategy assessed the methamphetamine threat, and established an action plan. In October 1996, President Clinton signed the Comprehensive Methamphetamine Control Act of 1996 into law. The new law incorporates many elements of the President's Strategy, including increased penalties and regulatory provisions for precursor chemicals. The new penalties are scheduled to take effect on November 1, 1997.
- Methamphetamine Report Findings:
  - ✓ **Increased Seizures.** In 1996, DEA Clandestine Laboratory Enforcement Teams seized 879 clandestine methamphetamine laboratories-- a 170% increase over 1995.
  - ✓ **Methamphetamine Use Down in Key Cities.** Preliminary data from the National Institute for Justice (NIJ) 1996 Drug Use Forecasting figures show that in eight western cities, methamphetamine use declined between 7 and 52% from 1995 levels.
  - ✓ **Successful Federal Prosecutions.** U.S. Attorneys around the nation are successfully prosecuting methamphetamine cases in coordination with state and local law enforcement agencies, including cases with lifetime sentences for methamphetamine traffickers.

#### Anti-Money Laundering Initiative

- Today, the Treasury Department will publish three rules to make it more difficult for drug cartels to wire money out of the country by: (1) requiring money services businesses to register with the Treasury Department; (2) requiring certain MSBs to report suspicious business activity; and (3) lowering the amount of money that transmitters are required to report for international transactions from \$10,000 to \$750. Currently in place in New York City, Treasury credits these requirements with reducing the amount of money wired to Colombia by 30%, and helping increase seizures of illegal currency by almost 400%.

**CLINTON ADMINISTRATION**  
**NATIONAL METHAMPHETAMINE STRATEGY UPDATE**  
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in Missouri.



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To: Leanne A. Shimabukuro, Jose Cerda III

cc:

Subject: TRANSCRIPT OF CLINTON REMARKS TO U.S. CONFERENCE OF MAYORS

Date: 05/21/97 Time: 11:44

bTranscript of Clinton Remarks to U.S. Conference of Mayors

To: National Desk

Contact: White House Press Office, 202-456-2100

WASHINGTON, May 21 /U.S. Newswire/ -- The following was released  
by the White House:

REMARKS BY THE PRESIDENT

AT U.S. CONFERENCE OF MAYORS

State Floor

10:30 A.M. EDT

THE PRESIDENT: Thank you very much, Mr. Mayor -- Mayor Helmke and other officers of the Conference of Mayors. General McCaffrey, Mr. Vice President, to members of the Cabinet and the administration, all of you who are here, first, let me thank you for participating in what, as Mayor Daley said, is a fairly unprecedented long-term, consistent effort at cooperation with all these federal agencies to try to work through a united approach to this issue.

It occurred to me as I was coming here that one of the things I ought to say is that all the objectives that all of us have for our country depend in part on our being able to give our children a drug-free future. I came here saying that I wanted to be President because we needed to change America for the 21st century to make sure opportunity would be available for all people -- it's by definition not there for people who are too paralyzed to take advantage of it -- to make sure that all citizens would be responsible contributors to a community becoming more united. Drugs divide America in all kinds of ways that you're very familiar with, and by definition, represent irresponsibility.

And I wanted our country to be a leader in the world for peace and freedom and prosperity. And it's hard for America to lead when we're fighting all the time over the drug issues. And we certainly do. I just got back from a trip to Mexico, Central America and the Caribbean, and each stop along the way it was a big point of our discussions.

So it's important that you're here. A lot of you were just at the Presidents' Summit of Service in Philadelphia. We said we were going to try to create communities in which every child in this country by the year 2000 would have a safe place, a decent, healthy start in life, access to a good education and marketable skills, a mentor trying to help him or her, and have a chance to serve

themselves -- our children. We can't do any of that unless these kids have a drug-free future. So this is very, very important.

Before I get into the substance of my remarks, I'd also like to say a special word of thanks to someone who has worked with you on our behalf for over four years now. This is Marcia Hale's last day on the job, and I think we ought to say to her she has done a magnificent job representing the mayors. (Applause.) Thank you. She leaves for London tomorrow. She's going to work for a great American company, and as nearly as I can tell, she will soon be in a position to support me in my old age. (Laughter.) And so we wish her well.

Let me say that, also, I want to thank all of you for the work you've done with the Attorney General and with our other law enforcement officials in trying to drive down the crime rate. We can be very pleased with what has happened when we've had more police, more punishment, more prevention in our communities with a community-based strategy. One of the chiefs of police I met today said that the COPS program had been the best thing the federal government had done in his 37 years in law enforcement, and I appreciate that. (Applause.)

You all know that the crime rate has dropped for five years in a row, and we learned last week at the annual observance at the Law Enforcement Memorial that we had the fewest number of police officers killed last year in the line of duty in 35 years. And all those are good signs.

We've also had some success in the fight against illegal drugs. Monthly drug use today is about half of what it was 10 years ago. But what we have to face is -- and I was glad General McCaffrey said what he did -- is that we have had this anomalous situation in America for the last several years where crime is going down but crime among juveniles is going up. Drug use among young adults, which used to be -- that used to be the biggest problem category -- 18 to 35, going down, drug use among juveniles going up. And that is the thing, I think, that is plaguing all of us.

This report you have given, I think, is very, very instructive about what we can do, and I want to talk a little more about what we can do together. But I think it's also important to point out that this problem is the problem of every American citizen. It goes beyond the responsibilities of even the President and the Attorney General and the Drug Czar and the DEA and the mayors and the people who are involved in prevention and treatment. Our society cannot say on the one hand we want to have a tough and tolerant attitude toward drugs, and on the other hand send a very different message every time there might be a little money to be made out of it.

And I want to say specifically, there have not been consistent and unwavering messages. You know, a lot of you have experienced in your communities the increasing allure of heroin among young people. We've seen a lot of communities where cocaine use goes down, heroin use comes up. For most people in our generation -- a lot of you are younger than I am, but most of you are about my age -- we all grew up thinking heroin was the worst thing in the world and there were these horrible images associated with it -- strung-out junkies lying on street corners in decidedly unglamorous ways. But we now see in college campuses, in neighborhoods, heroin

becoming increasingly the drug of choice. And we know that part of this has to do with the images that are finding their way to our young people.

In the press in recent days, we've seen reports that many of our fashion leaders are now admitting -- and I honor them for doing this -- they're admitting flat out that images projected in fashion photos in the last few years have made heroin addiction seem glamorous and sexy and cool. And if some of the people in those images start to die now, it's become obvious that that is not true. You do not need to glamorize addiction to sell clothes. And American fashion has been an enormous source of creativity and beauty and art and, frankly, economic prosperity for the United States, and we should all value and respect that. But the glorification of heroin is not creative, it's destructive; it's not beautiful, it is ugly. And this is not about art, it's about life and death. And glorifying death is not good for any society. And I hope that we have all come to recognize that now, because none of us are going to succeed unless all of us work together on this problem.

Let me say that I also recognize that we have more to do here. The balanced budget agreement that we have reached with the Congress, and which received overwhelming support from members of both parties in the House of Representatives last night -- I am very, very proud of it -- will allow us to continue to increase our efforts to work with you to do our part of the job. And I agree with what Mayor Daley said; we have a lot of things to do here, including improving the coordination between what we do and what you do.

Among other things, General McCaffrey has succeeded in making the case for \$175 million advertising campaign which will be leveraged with private sector resources to give our children the hard facts about drugs. I think that is very important. We have a lot of evidence that drug use does go down or up depending upon the absence or presence of certain messages and certain cultural environment about it.

There are also two other things I'd like to mention because they were mentioned specifically, Mr. Mayor, in your plan. First, we have some good news to report in our progress about methamphetamine. Last year, we targeted this increasingly popular drug as a special focus for our efforts. Meth has a devastating effect on those who use it. It is produced in clandestine labs which carry an enormously high risk of fire and explosion. The Congress supported our efforts by enacting the Comprehensive Methamphetamine Control Act, establishing new controls over the chemicals used to make meth and strengthening penalties for trafficking in those chemicals.

Now a year later, we are releasing a one-year progress report. First, seizures of dangerous drug labs used to manufacture meth are up 170 percent in one year alone. Second, the use of methamphetamine is down in key western cities; and eight of the 10 cities where meth use had been skyrocketing it's dropped between seven and 52 percent. So this shows you that if we work together we can actually turn the tide in problem after problem after problem.

A second focus of our efforts -- and, again, one that you

mentioned in your report -- involved a vigorous crackdown on money launderers. We know that without a steady stream of laundered cash the drug trade will wither. Today, the Treasury Department will take three steps to further cut off the cash. We will require currency exchanges, check cashers and other money services to register with the Treasury Department. We will require more businesses to report suspicious activity under penalty of law, and will require the transfer of funds overseas above \$750 to be reported to federal law enforcement. We know this will cut back on money laundering. It will require some efforts at compliance, but it is worth doing. We know if we can get to the money, we can get to the problems very often.

Finally, let me ask your help in trying to get the Congress to pass the kind of juvenile justice bill we all know that we need. Organized gangs, armed to the teeth, prowl too many of our streets and threaten too many of our communities, and are part of the drug problem. I have proposed comprehensive legislation, modeled on what is working in Boston and many other cities present in this room and around the country that will protect our children better from violence and give local communities the capacity to have safe streets again.

The plan will add prosecutors and probation officers, keep schools open longer to keep children off the streets. And we know an awful lot of the problems young people have occur in the first few hours after they get out of school and before they can be home with their parents. It will also require child safety locks on guns --right now, we protect aspirin bottles better than we protect guns. And it would extend the provisions of the Brady Bill to juveniles who commit serious violent crimes; they wouldn't be able to buy a gun when they turn 21.

The legislation passed in the House of Representatives contains tougher penalties and more prosecutors, but only about a dozen states qualify. It does not do anything on prevention. It does not make all states available for extra prosecutors and probation officers. And it does not deal with the child safety locks or extending the coverage of the Brady Bill to juveniles who commit serious crimes.

Now, I believe we ought to get a good juvenile crime bill here that can be actually used in the way the Crime Bill of 1994 and the COPS program are being used by you on the streets. We want to give you something you can use. This bill, like the other ones, was largely written by local officials telling us what should be in the bill. So I do not want this to be a political issue, I do not want this to be a partisan issue. I tried to do this in a very straightforward way, based on what those of you who labor in this vineyard every day told me was the right thing to do.

So I hope that you will help us do that, continue to make progress on meth, continue to make progress on money laundering. I assure you we will review your plan and your recommendations very closely. And, again, let me say I also hope you will help us remind the people in your communities that if we want our kids to be drug free, we've all got to work hard to send the right signals.

Thank you very much. (Applause.)

END 10:45 A.M. EDT

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## **Clinton Presidential Records Digital Records Marker**

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# **A NATIONAL ACTION PLAN TO CONTROL DRUGS**

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**Recommendations of  
Mayors, Police Chiefs  
and Prosecutors to the  
President of the United States**

**May 21, 1997**

**The United States Conference of Mayors  
1620 Eye Street, NW, Washington, DC 20006  
Phone: (202) 293-7330 Fax: (202) 293-2352  
URL: [www.usmayors.org/uscm](http://www.usmayors.org/uscm)**

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THE WHITE HOUSE  
WASHINGTON

6-5704

**FROM THE OFFICE OF:**  
**RAHM EMANUEL**  
**SENIOR ADVISOR TO THE PRESIDENT**

DATE: 5-19

PAGES: \_\_\_\_\_

TO: Jose Cerda

FROM: Michelle Cruz

FAX NUMBER: 6-7431

COMMENTS: Rahm just got this - is this  
anything that we want to use?

If there are any problems with this transmission please call (202) 456-2531

MAY 19 '97 11:08

FROM US ATTORNEY WESTERN M

TO 82024566423

PAGE.001/003

**U. S. Department of Justice**

*Stephen L. Hill, Jr.*  
*United States Attorney*  
*Western District of Missouri*

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Office of the United States Attorney  
1201 Walnut, Suite 2300  
Kansas City, Missouri 64106-2149

(816) 426-4212  
FAX (816) 426-4176

Mr. Rahm Emanuel  
Senior Adviser For Policy and Strategy  
The White House  
1600 Pennsylvania  
Washington, D.C. 20530

**Re: Methamphetamine Update**

Dear Rahm:

I understand the President will receive this Wednesday a one-year status report on the fight against methamphetamine and I wanted to provide you with additional information.

What we have seen in the last year suggests that a common theme for the domestic production and use of this drug. Given the fact that the drug is being made and used in nearly every type of Missouri community ( rural, suburban and urban), the theme of any meth presentation might be "Any town America."

MAY 19 '97 11:00

FROM US ATTORNEY WESTERN M

TO 82024566423

PAGE.002/003

## **United States v. Michael Duncan**

A recent case demonstrates the usefulness of this phrase. Michael Duncan had previously been dubbed by the Kansas City Star as the Meth King". Based on his production and sales of the drug, this was a fairly accurate title. His last lab was set up in a nice suburban three-bedroom home. A curious child walking by the home would never have known the basement housed a large and active meth lab. Neighbors, particularly children, had no idea that Duncan and his fellow criminals poured the leftover chemicals into the home's plumbing (and therefore into the sewer system) and the ground behind the house. In effect, Duncan and all of those involved in manufacturing meth are drug **and environmental criminals**. Duncan was eventually stopped by a federal-local drug task force and following his conviction faces the likelihood of a life sentence.

The Duncan case sets out several points that the Administration may highlight:

1. Meth is a triple killer: the devastating effects of the drug; the dangerously combustible manufacturing process and the environmental pollution.

2. The manufacturing process is a dangerous one for neighbors so that every person has an interest in stopping the meth problem; "you don't have to use the drug to be endangered."

3. The United States, particularly California and the Midwest are the battleground areas. If the drug can take root in Independence, Missouri (Harry Truman's hometown), it can set up shop in any community in the country. Independence law enforcement anticipates seizing 100 plus meth labs this year compared with 78 last year.

## **Midwest HIDTA**

The President's U.S. Attorneys in the Midwest HIDTA (Iowa, Nebraska, South Dakota, Kansas and Missouri) will announce Thursday how the funds will be distributed during the \$8 million HIDTA's first year. Emphasis has

MAY 19 '97 11:09

FROM US ATTORNEY WESTERN M

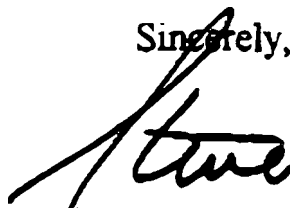
TO 82024566423

PAGE.003/003

been placed on the construction of a long-term local-federal partnership to combat the problem.

I hope this information is useful.

Sincerely,

A handwritten signature in black ink, appearing to read "Steve", written over the word "Sincerely,".

Stephen L. Hill, Jr.  
United States Attorney

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NATIONAL METHAMPHETAMINE STRATEGY UPDATE

EXECUTIVE SUMMARY

In April 1996, the Administration released the National Methamphetamine Strategy, which assessed the threat and outlined an action plan for efforts to reduce the spread of methamphetamine. Since that time, the Administration has significantly enhanced its efforts to combat methamphetamine abuse and trafficking. While some progress has been made, we need to maintain our vigilance in the effort, particularly w/ respect to IC? .....

The Methamphetamine Problem: Methamphetamine is a dangerous synthetic stimulant drug that can create extreme aggressiveness among chronic users; it is cheaper than cocaine and produces a longer high. Use of the drug has historically been concentrated in the West and Southwest, but there are indications that its popularity is spreading to the Midwest and eastward. The clandestine laboratories that manufacture methamphetamine pose an environmental risk and public safety hazard, as toxic wastes are frequently dumped on the ground or into waterways.

Legislation: Based upon the Administration's initiative and persistence, Congress enacted the Comprehensive Methamphetamine Control Act of 1996 last October. The Act strengthens criminal penalties for methamphetamine trafficking and establishes new controls over precursor chemicals.

Law Enforcement: The Administration has significantly stepped up its efforts in methamphetamine law enforcement, particularly with respect to the Organized Crime and Drug Enforcement Task Force ["OCDETF"] efforts and the establishment of a Midwest High Intensity Drug Trafficking Area ["HIDTA"]. As of September 1996, all U.S. Attorneys have provided district plans assessing the current threat and ways to address it, and establishing coordination groups among community agencies and groups. Numerous methamphetamine cases have been successfully investigated and prosecuted by federal agencies, in close coordination with the state and local law enforcement agencies. — Chicago? — Nature of USA plans? — success e.g.s

Prevention and Education: The Department of Education is conducting meetings to assess the need for a prevention and education strategy on methamphetamine and will send guidance to local schools to reduce methamphetamine use. A \$10 million fund has been authorized from the Forfeiture Fund for methamphetamine reduction activities, and requests are currently being reviewed. — ?

Treatment: As of today, there is no specific treatment protocol for methamphetamine; however, the Administration is funding the study of users' behavior patterns to formulate appropriate protocols. — }

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5/97  
20F #s!

Data Collection: The National Institute of Justice's Drug Use Forecasting Report is due to be released in May 1997, which will include substantial data on methamphetamine abuse. The National Institutes of Health is also conducting an in-depth study of the methamphetamine user and will present its preliminary findings at a national conference. — when?

Conferences: More than 400 people from all over the country and many diverse disciplines have participated (or will participate) in methamphetamine conferences to share information, increase understanding, and propose recommendations to improve the nation's response to the methamphetamine problem.

Publications: The Office of National Drug Control Policy published two documents in January 1997 on methamphetamine -- Pulse Check: Methamphetamine Trends in Five Western States and Hawaii and Recent DAWN Data on Methamphetamine and Speed. The next edition will be released later this month.

→ Findings?  
Changes?  
Improvements, etc.  
since '96 law passed

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

I. Introduction.

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

A. Historical Background.

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

The methamphetamine problem has been spreading into the Midwest and eastward into states such as Arkansas, Georgia, and Florida. For example, in 1996, the Drug Enforcement Administration ["DEA"] seized 236 clandestine methamphetamine laboratories in Missouri.

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

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MEXICO / VERTICAL  
INTEGRATION  
OF  
MARKET

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

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

B. The Administration's Response. HISTORY ↑

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

In response to the methamphetamine threat, the President released the National Methamphetamine Strategy [the "Strategy"] in April 1996. The Strategy assesses the methamphetamine threat, identifies the issues, and draws an action plan to avert the spread of methamphetamine, which, if unchecked, would become a national scourge.

7 The Strategy incorporates many of the recommendations from a broad spectrum of the law enforcement community. It also recognizes that in order to tackle the methamphetamine and precursor chemicals problem, the Government must adopt a multi-disciplinary approach, including legislation, law enforcement, training, chemical regulation, international cooperation, environmental protection, education, and treatment. Therefore, the Strategy called upon the collective wealth of experience and expertise of the Departments of Defense, Education, Health and

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Human Services, Justice, State, Treasury, the Environmental Protection Agency, the Office of National Drug Control Policy ["ONDCP"], and other noted experts and scholars.

II. The Comprehensive Methamphetamine Control Act of 1996.

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

Specifically, the Act directs the U.S. Sentencing Commission to increase penalties for trafficking in methamphetamine and its precursor chemicals to reflect the nature of such offenses, their relative harm to society, and the need for aggressive law enforcement action. It also requests that the Commission consider significant penalty enhancements for laboratory operators who mishandle ignitable, corrosive, reactive, and toxic chemicals so as to pose a risk to public safety and the environment. The Department of Justice ["DOJ"] is attempting to ensure that the Sentencing Commission's Guidelines, currently in the drafting phase, reflect the legislative intent to increase penalties substantially for methamphetamine offenses.

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

III. Methamphetamine: A Top Law Enforcement Priority.

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

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

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particularly, in the Midwest and California -- the U.S. Attorneys developed regional strategies.

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

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

*Good anecdote* [ One sad example of the dangers of methamphetamine production occurred in Perris, California on April 19, 1997, when a fire exploded in a trailer home seriously burning two young children, ages 4 and 6. The investigators determined that the fire was caused by the mother of the two children attempting to extract pseudoephedrine from certain pharmaceutical tablets. The mother was subsequently arrested on suspicion of manufacturing methamphetamine and four counts of child endangerment, and more than 1,400 bottles of pseudoephedrine were recovered from the scene. Such dangers must be addressed -- not only by law enforcement authorities -- but also in cooperation with public health and safety officials.

*Hard stuff* A. Drug Enforcement Administration Initiatives.

*Hard stuff* [ The DEA, in particular, has demonstrated its commitment to combat the spread of methamphetamine trafficking and abuse by undertaking significant law enforcement and educational efforts. DEA Clandestine Laboratory Enforcement Teams seized 879 clandestine methamphetamine laboratories -- 2.7 times the number seized (326) in 1995. Current projections indicate that an even higher number of seizures will be achieved in 1997.

[DEA map on lab seizures.<sup>1</sup>] ✓

<sup>1</sup> The above chart represents the laboratory seizures in which the DEA assisted or participated; it does not, however, account for the numerous law enforcement actions by the state and local authorities.

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[ In addition, DEA's Special Operations Division, since April 1996, has funded or assisted in approximately 80 major methamphetamine investigations of Mexican targets. Many of these investigations involve the use of extensive court-authorized electronic surveillance and other sophisticated investigative techniques.

DEA has also provided substantial support to state and local law enforcement agencies in combatting the distribution of methamphetamine on our streets. The DEA Domestic Operations Section established a Special Enforcement Program entitled Operation VELOCITY which targets major methamphetamine organizations, as well as independent traffickers in the United States.

Moreover, the DEA Office of Diversion Control established a priority targeting system named Operation BACKTRACK which targets rogue chemical companies that supply clandestine methamphetamine laboratories. Also, DEA, in conjunction with the California Bureau of Narcotics Enforcement ["BNE"], the Western State Intelligence Network, and the El Paso Intelligence Center, continues to work to establish a National Clandestine Laboratory Data Base, which will assist all law enforcement agencies in methamphetamine investigations and provide a national perspective on clandestine laboratories, based upon input from all law enforcement agencies. DEA has formulated plans to purchase new safety equipment, such as air monitors, air purified respirators, laboratory trucks, fire-resistant clothing, and other tactical clothing for DEA agents and state and local officers who raid clandestine laboratories.

B. Successful Prosecutions.

United States Attorneys around the nation continue to acknowledge methamphetamine as a growing threat. Numerous

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There are two primary factors which contribute to the large increase in DEA seizures of methamphetamine laboratories -- (1) the spread eastward of clandestine laboratory activity; and (2) the enhanced attention by law enforcement around the country. The spread eastward of methamphetamine manufacturers can be attributed, in large part, to the growth of small entrepreneurs using the "Nazi" method to produce small batches of methamphetamine (four ounces or less). Their source of precursor chemicals frequently is pseudoephedrine tablets purchased at local retail outlets; approximately 680 tablets of pseudoephedrine yield one ounce of finished methamphetamine.

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methamphetamine cases have been investigated and prosecuted by federal agencies in close coordination and cooperation with the state and local law enforcement agencies, and many others have been prosecuted by local District Attorney's Offices throughout the country. ?

Indeed, in 1996, a High Intensity Drug Trafficking Area was designated by the Administration for a five-state region in the Midwest. This HIDTA will address the problem of methamphetamine use, production, and trafficking in Nebraska, Iowa, Kansas, Missouri, and South Dakota.

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

- Life Sentence Imposed On Convicted Methamphetamine Trafficker. On April 24, 1997, in the Eastern District of Washington, a federal court, for the first, imposed a life sentence upon a defendant convicted of charges relating to his methamphetamine manufacturing and distribution operations in Burns, Oregon and Alberta, Canada. Co-defendants received sentences of 30-year prison terms. The convictions culminated a seven-month joint investigation involving the DEA, Royal Canadian Mounted Police, Harney County [Oregon] Sheriffs Office, Oregon State Police, and Lassen County [California] Narcotics Task Force.
- Methamphetamine Trafficker Convicted. On April 4, 1997, in the Southern District of Texas, a defendant was convicted on four counts charging various methamphetamine offenses, including possession with intent to distribute 136 grams of methamphetamine and his attempt to possess more than 800 grams of 98% pure methamphetamine.
- Drug Transporters Indicted Following Largest Methamphetamine Seizure in the U.S. On November 12, 1996, 11 defendants were indicted in the District of New Mexico, following the February 1995 seizure of almost 700 pounds of methamphetamine and 200 pounds of marijuana. Two of the defendants are charged as principal administrators of a continuing criminal enterprise, the drug kingpin statute that is reserved for the highest echelon of participants within a drug trafficking organization. The methamphetamine and marijuana, which originated in Juarez, Mexico, had been packed into molded fiberglass containers and loaded

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into the trailer at a warehouse in El Paso, and was being transported to Chicago. This OCDETF investigation was conducted by agents of the DEA and U.S. Customs Service, as part of the Southwest Border Initiative.

- Chemical Sales Company Owner Sentenced for Illicit Sale of Methamphetamine Precursor Chemicals. On September 17, 1996, in the Western District of Texas, a defendant was sentenced to a significant term of imprisonment for possessing with intent to distribute 25 kilograms of phenylacetic acid, a precursor chemical used in the production of methamphetamine. The defendant, an owner of a small chemical sales company in El Paso, was arrested as he attempted to sell the phenylacetic acid to a DEA informant.
- Largest Methamphetamine Trafficking Organization in Southeastern New Mexico Taken Down. On July 17, 1996, in the District of New Mexico, 26 individuals were charged in a 28-count indictment alleging a conspiracy to possess with intent to distribute methamphetamine and related firearms charges, as well as forfeiture allegations against three pieces of land valued at more than \$8,000,000. The principal administrator of this organization and several of his family members were engaged in operating a continuing criminal enterprise. The organization, centered in Roswell, New Mexico, was responsible for transporting 500 pounds of methamphetamine from California to New Mexico. This OCDETF investigation was conducted by law enforcement agents from DEA, the Federal Bureau of Investigation ["FBI"], U.S. Marshals Service, New Mexico State Police, Roswell Police Department, and Artesia Police Department.

C. Joint Task Force and Working Group Efforts.

In accordance with the Administration's goals of maintaining an open dialogue on methamphetamine concerns, several working groups and task forces have been established to share information and discuss pending issues. Following a methamphetamine strategy meeting sponsored by DEA and BNE in May 1996 in Sacramento, California, two working groups were established to address improvements in investigative approaches to methamphetamine cases and prepare a model for successful investigation and prosecution of rogue chemical company targets.

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✓ The U.S. Attorney for the Southern District of California has formed a precursor chemicals working group [the "Precursor Committee"], primarily involving the districts that form the new OCDETF Southwest Region, in close coordination with the DOJ Criminal Division and the DEA Diversion Division. Among its goals is to develop a priority list of targeted chemical corporations that are suspected of trafficking in precursor chemicals. The Precursor Committee has also prepared an Investigative Techniques and Prosecution Tactics Outline Regarding Rogue Chemical Companies and facilitated intelligence sharing among agencies and prosecutors.

The second group, the California Prosecutors Working Group, consists of Assistant U.S. Attorneys ["AUSAs"] from the four judicial districts in California and Deputy District Attorneys from selected California District Attorney's Offices. The Working Group is addressing the following: (1) discovery and ethical issues associated with methamphetamine laboratory cases in which hidden transponder devices are utilized; (2) responses to common defenses utilized in methamphetamine and precursor chemical cases; and (3) successful use of sentencing enhancements in state and federal prosecutions.

The Southwest Border Methamphetamine Contacts Group, consisting of AUSAs from each of the relevant districts, will facilitate coordination of inter-district investigations of rogue chemical companies. The San Diego County Methamphetamine Strike Force, composed of community leaders from 70 federal, state, and local agencies from law enforcement, health services, state courts, and drug treatment centers, has developed an action plan in the areas of interdiction, prevention, intervention, and treatment.

D. Education and Training.

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

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

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

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

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

These Conferences bring together policy makers, researchers, public interest groups, law enforcement, treatment, and prevention specialists to share information, increase understanding, and make recommendations on improving the nation's strategic response to this growing problem. The Attorney General, Director of the National Institute of Justice ["NIJ"], and the Director of the National Institute of Drug Abuse ["NIDA"] will address this National Conference.

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IV. International Efforts.

Waw [ Mexico-based organizations are now predominant in methamphetamine and precursor chemicals trafficking. The Administration has been advising and training our foreign counterparts -- particularly in Mexico -- and on ways to curb methamphetamine trafficking. They have been encouraged to implement meaningful controls to prevent smuggling and diversion of precursor chemicals. Further, the Administration has been augmenting the role of the existing U.S.-Mexico working group on precursor chemicals, which oversees the training of Mexican officials and the mechanics of the exchange of chemical information with Mexico.

? [ Indeed, we are seeing some modest successes in Mexico. In 1996, the Mexican authorities made seizures of more than a ton of precursor chemicals. The Mexican Government has also promulgated regulations restricting the number of ports that precursor chemicals may be imported into their country. The DEA's Office of Diversion Control has established an automated process for notifying the relevant authority of Mexico of an impending U.S. export of selected chemicals to Mexico.

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

V. Demand Reduction Efforts.

A. Education and Prevention.

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

DOJ has worked to launch the Methamphetamine Interagency Task Force, to examine the best ways to reduce demand of methamphetamine, as required by the Act. This Task Force which will bring together experts from all over the country to design,

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implement, and evaluate the education, prevention, and treatment practices and strategies of the Federal government with respect to methamphetamine and other synthetic stimulants.

B. Collection Of Data.

The NIJ is also expanding its DUF program from 23 to over 40 sites in 1997, and the program will be renamed the Arrestee Drug Abuse Monitoring ["ADAM"]. This program is important in tracking the spread of an emerging drug like methamphetamine and will provide timely data about drug trends from a select population. The next DUF Report on methamphetamine use is due to be released in May 1997.

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

C. Treatment Protocol for Methamphetamine Abuse.

As of today, there is no specific treatment protocol for methamphetamine. Because chronic methamphetamine users frequently suffer major changes in neural chemical activity and brain functions, treatment periods for methamphetamine users can be much longer and more extensive than treatments for other abused drugs.

Administration personnel are continuing to work with medical researchers and treatment practitioners to understand the behaviors that threaten law enforcement and the measures that will be taken to restrain and not further injure the user. Government authorities have participated in public health conferences to determine the direction that medical and scientific research should take with respect to physical and chemical effects of methamphetamine, medical complications associated with its abuse, and treatment and prevention methods.

In addition, NIJ has begun to formulate a demonstration plan that would test drug treatment protocols for methamphetamine-involved persons in the criminal justice systems. Drawing upon the expertise of drug treatment professionals, NIJ hopes to support the development of effective methamphetamine treatment technologies as the criminal justice system confronts the continuing challenges of drugs and crime.

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NIDA held a research conference in June 1996 to study treatment. NIDA research has dramatically increased our knowledge about the neural basis for psycho-stimulant drugs like methamphetamine and the neuro-toxic potential of these stimulants. Methamphetamine has been shown to be a powerfully addictive stimulant causing physical and behavioral changes. NIDA currently supports \$20 million in research to understand the epidemiology of methamphetamine use, its mechanism of action and effects on brain functions, behavioral consequences of methamphetamine, and treatment and prevention implications and approaches.

*Meaning?*  
NIDA is also supporting research entitled "Integrating Treatments for Methamphetamine Abuse: A Psychosocial Perspective." Their findings suggest that there is a measurable degree of response by methamphetamine abusers to psychosocial intervention and that the general treatment experience, as reflected by the attendance of therapeutic sessions, breaks in treatment participation, and total treatment received does not differ significantly between methamphetamine and cocaine users.

The National Institutes of Health ["NIH"] similarly are conducting an in-depth study of the methamphetamine user and will present its preliminary findings at a national conference. NIH also plans to expand its drug testing program to improve data collection. *→ When?*

*Entirely?*  
Furthermore, the Substance Abuse and Mental Health Services Administration ["SAMHSA"] has two major proposals to investigate the implications of methamphetamine abuse. The first proposal will evaluate the effects of methamphetamine on pregnancy and post-natal development; this type of information is currently obtained anecdotally. The proposed project will examine retrospectively the association of methamphetamine use during pregnancy with the medical and developmental consequences found among two cohorts of pre-natally methamphetamine-exposed children born in 1989 and 1990. SAMHSA's second project will study the effects on suppressing methamphetamine demand at the community level with intensified drug-testing in the criminal justice system and at the workplace, combined with media campaigns and enhanced treatment for methamphetamine dependence.

These efforts are important because they will facilitate our understanding of how the behavior of methamphetamine users may endanger herself/himself, others in the home or the immediate community, and law enforcement personnel. Greater knowledge about the characteristics of methamphetamine users and the ability to identify them is important because investigative and

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prosecutive decisions may be affected if a defendant, a witness, or an informant has a drug abuse problem.

VI. Successes of Administration's Efforts. — *More?*

*- more  
less  
broader  
more  
resources  
more  
info  
more  
prosecution*

The Administration believes that its vigorous efforts have led to a moderation in the trend of methamphetamine trafficking and abuse, based upon the same statistical criteria previously used. Initial reports from available statistical data indicate that methamphetamine use have shown a slight decline. [ONDCP will provide recent DUF and DAWN figures which presumably show that methamphetamine use has decreased in all cities, except San Antonio. These figures are due out in May.].

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

VII. Increased Resources Requested. — *\$?*

*- Mexico  
charges  
point for  
prosecution*

To demonstrate the Administration's continued efforts to combat the methamphetamine problem, it has requested significant additional resources be devoted to the threat. A significant portion of the methamphetamine trafficking is occurring along the Southwest border.

*of?*

As part of the Administration's Southwest Border Initiative ["SWBI"], many DOJ components received significant resource enhancements in FY 1997. The SWBI targets trafficking groups that manufacture and distribute methamphetamine as well as other drugs. In FY 1998 request, the U.S. Attorneys, DEA, and FBI are requesting a total of 359 positions [146 agents and 41 attorneys] and \$46.8 million as part of the SWBI. A significant portion of these resources have helped and will continue to assist in combatting the trafficking of methamphetamine.

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

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enhanced centralized management of the investigations and prosecutions related to the large-scale, multi-district methamphetamine cases.

With respect to DEA, the FY 1998 budget request includes an increase of 74 positions (60 agents) and \$11.1 million in resources to fund a comprehensive approach to combat methamphetamine trafficking. The FBI is focusing on identifying the most significant Mexican manufacturers and distributors of methamphetamine and targeting the key command and control elements of these organizations, including key distribution networks in small- and medium-sized U.S. communities. In addition, the FBI focuses its resources on methamphetamine distribution elements located in problem areas, such as Omaha, St. Louis, and Jackson.

VIII. Conclusion.

The Administration is dedicated to continuing its efforts to stop the spread of methamphetamine trafficking and abuse in this country. The Administration will continue its cooperative efforts with the U.S. Conference of Mayors ["USCM"] in contributing to their "National Action Plan To Control Drugs." One of their top priorities has been to increase public awareness of the methamphetamine threat, and the USCM fully supports the Administration's initiative to combat the spread of methamphetamine. Federal authorities will continue to investigate and prosecute cases aggressively, as well as promulgate strong regulations, provide training to state and local agencies, promote public awareness of the problem, and educate and treat methamphetamine users.

Move, more!  
Implications for Mayors?  
Generally?  
Specific examples.

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