



U. S. Department of Justice

Office of Legislative Affairs

Office of the Assistant Attorney General

Washington, D.C. 20530

FAX COVER SHEET

TO: Dennis Burke

FAX NO. 456-7028

FROM: Andrew FOIS

PHONE NO. 514-2141

FAX NO. 514-4482

DATE: 4-29-96

NO. OF PAGES: 1 (EXCLUDING COVER)

COMMENTS: _____

Rahm/Bruce/Dennis
Andy
April 29

In reviewing S. 3 (Dole-Hatch crime bill from last year), and thinking about what Dole and Senate Repubs will do on crime and drugs in next few months, I have the following thoughts and suggestions:

1. I think the Senate R's led by Dole will try to do some kind of crime bill or drug bill - without necessarily the goal of getting to enactment. But Dole keeps talking about it on his list and I cant see them not trying.

2. Much of S.3 is either enacted now or dealt with in other contexts: habeas, terrorism, victim restitution, block grants, prison grants. There is nothing left, really, except a series of small things. I do not think S.3 can be a viable crime bill vehicle for them.

3. There are some juvie drugs penalty enhancements in there, however.

4. Where I think they will go is to either juvenile crime and drugs or drug bill generally.

5. We should beat them to it and can do so by recombination of some existing and in progress things that we should repackage and announce as major juvenile drug and crime leg package. It can be announced at some kind of appropriate juvie crime event highlighting problems and action on juvenile crime. Maybe a school DARE program. Could be at the gangs thing but would be better as separate additional event and announcement. It could be billed as first followup to the Youth Summit in February. Message - too important for partisan politics, pass this package right away. Everyone said on Meet the Press they would work together and support drug czar so let's go.

Leg Ingredients:

- a. Juvie reform bill
 - b. Lopez fix - gun free schools
 - c. JJ Reauth - we would have to draft something quickly. Right now we are not planning to submit a reauth bil ourselves but Hill is moving on it.
 - d. Meth leg stuff - kids use meth
 - e. other juvie and drug provisions like increased penalties for using or selling to minors
 - f. others???
 - g. Education, prevention, treatment stuff
- And maybe there are some things President can do by exec order right away.

Would this be candidate for POTUS level event?
Thoughts?

Court Reverses Drug Convictions

Active Use of Firearm Needed for Additional Sentence, Justices Rule

By Joan Biskupic
Washington Post Staff Writer

The Supreme Court ruled unanimously yesterday that a federal law giving drug traffickers an extra five years in prison for using a firearm can be invoked only when a defendant actively employs the weapon.

The court reversed convictions in two District cases in which the firearms were locked away during the drug dealing. In one case, police found a pistol inside a bag in a car trunk. In the other, an unloaded derringer was discovered in a footlocker in a bedroom closet.

The decision was a defeat for the Justice Department and its campaign against illegal drugs. It is rare for this conservative court to side—unanimously—with criminal defendants against the government. But the decision in *Bailey v. United States*, written by Justice Sandra Day O'Connor, made plain that the court thought federal prosecutors went beyond the bounds of the law.

The Justice Department had argued that both District cases were covered by a 1988 law that requires a minimum of five extra years in prison for anyone charged under a statute making it a crime to "use or carry" a firearm during a trafficking crime.

But O'Connor, writing for the court, rejected arguments that the mere possession of a firearm is enough to merit the extra charge and longer sentence. She said the law requires evidence that the defendant actively used the weapon in the commission of a drug crime.

The case, which had been closely watched by criminal defense lawyers and prosecutors, could spur appeals of hundreds of firearm convictions, according to a Justice Department spokesman.

Separately yesterday, the justices heard oral arguments in a First Amendment dispute over a statute barring local telephone companies from offering cable television programming to their customers. Many justices were skeptical about the need today for the 1984 law intended to protect the once-fledgling cable industry.

The case was argued as members of Congress continue to negotiate a wide-ranging telecommunications bill. Although that legislation would let telephone companies engage in video programming, a ruling by the high court could have greater impact on the free speech rights of telephone companies and competition in the video market.

One of the firearms cases that led to yesterday's decision on the drug trafficking law began in 1989 when police officers noticed that Roland Bailey's car had no front license plate or inspection sticker and stopped him. Police found 27 plastic bags of cocaine and a round of ammunition inside the car and a loaded 9mm pistol in a bag in the trunk.

In the second case, Candisha Robinson was caught in a 1991 sting when she sold crack cocaine to an undercover officer in her apartment. Police found an unloaded .22-caliber derringer in a locked trunk in a bedroom closet.

The government filed drug and firearms charges against both Bailey and Robinson, who protested that they could not have used the weapons in the drug crimes because they were so far from the guns at the time.

Hearing their consolidated cases, the D.C. Circuit Court of Appeals ruled that as long as a firearm is near the drugs or drug proceeds and accessible, the stiffer punishment can be invoked. The other circuit courts were divided on how much "use" was required under the law.

After reviewing the language and history of the statute, the Supreme Court said prosecutors must show active employment of the firearm.

The government's reading of "use," O'Connor said, "is of such breadth that no role remains for 'carry,'" which is also in the statute. She said "use" means brandishing, displaying, bartering, striking with, and firing or attempts to fire a weapon. It does not include the mere placement of a gun nearby for protection, she said.

Alan E. Untereiner, who represented Bailey, called the decision "a significant change in the law." Untereiner and a Justice Department spokesman said federal prosecutors often use the statute to charge actions that fall far short of the standard used by the court yesterday.

In other action, the court made the following decision:

U.S. v. C&P Telephone Cable Regulation

The question in lively oral arguments was whether local telephone companies may sell video programs to customers in their service area and begin competing with cable television companies. The 4th U.S. Circuit Court of Appeals ruled last year that the federal government's ban on such sales violated the telephone compa-

nies' right to free speech. The numerous other courts that have heard the challenge have agreed.

The justices appeared favorably inclined toward the telephone companies, but their tentativeness also was evident. Justice Anthony M. Kennedy suggested it was difficult to determine "where the First Amendment ends and economic regulation begins."

Deputy U.S. Solicitor General Lawrence G. Wallace told the justices the ban was enacted to prevent local telephone companies, with their vast network of poles and wires into homes, from squeezing competing video programmers out of the market. He said the ban should remain so that local phone companies do not use revenue from telephone monopolies to finance cable franchises, thereby undercutting competition by local cable operators.

Justice Clarence Thomas, asking the first question of the session, noted that an "evolution" has occurred and cable companies themselves now could monopolize a market.

Several justices were troubled by the government's targeting video programming, suggesting it was impermissibly trying to control the "content of speech." But Wallace said the ban on programming reflected a "narrow tailoring" of the law. He observed that telephone companies may operate cable systems outside their market and develop programs to sell to other cable systems.

Wallace, who also spoke on behalf of the National Cable Television Association, noted that the Federal Communications Commission can waive the ban for good cause. That prompted Justice Antonin Scalia to scoff that "good cause" might be "that the statute is no longer needed."

Harvard law professor Laurence H. Tribe, representing the interests of Chesapeake & Potomac Telephone Co. and Bell Atlantic, said the prohibition on sales of video programming undermines the core of the free speech guarantee.

CORRECTION

An article in yesterday's Business section incorrectly reported the composition of the Los Angeles Times Washington edition. The edition does accept advertisements.

the food chain to
elf smiling.
ched eight feet,
elf underwater,
his coveralls.
how, his T-shirt
l in and out of
he estimated,
vn. . . I had a
saw my folks
p I'd be right

ited his par-
aho.

rboard, and
stion, a 45-
The fisher-
nd his arms
ere he col-

took 2½
that time,
clined the
in his an-
cked the

Gwadar,
ad gone
Western

ived a

asked

n my

REPUBLICAN RECORD ON DRUGS

The evidence is overwhelming that the issue of drugs is not a priority of the Republican Leadership in Congress.

While not doing one thing on drugs during the first year of this Congress, Bob Dole and Newt Gingrich have now formed -- in mid-December -- the partisan Task Force on National Drug Policy, which consists solely of Republican Members of Congress. So, after a year in power, the Republican Leadership has decided that they need a task force on drugs so that they can now "study" the issue of drugs in a partisan fashion.

Drugs is an issue that the Republicans have not bothered to devote one ounce of time or any resources to:

- The "Contract on America" says nothing about "drugs."
- Bob Dole has made no effort this Congress to advance any bill dealing with crime or drugs.
- Last year's Crime Bill included two national commissions to examine the issue of crime and drugs -- The National Commission to Support Law Enforcement and the National Commission on Crime Prevention and Control. Both commissions require bipartisan participation of law enforcement, academia, and experts in drugs and violence. Between the 2 commissions, Bob Dole has the authority to appoint 12 members. To date, over one year after the signing of the Crime Bill, Bob Dole has yet to appoint one person to either commission.

The National Commission on Crime Prevention and Control is required to have task forces to study particular issues -- one of the issues is drugs.

- Senator Grassley already chairs the Senate International Narcotics Control Caucus and Senator D'Amato is a member; number of hearings held this Congress by the Caucus -- Zero.
- While at the same time Republican Members of Congress are spending funds to create Congressional partisan task forces to "study" the issue of drugs, they are sending a bill to the President -- which he will veto -- that cuts Federal law enforcement task forces (OCEDTF) of FBI, DEA, and Treasury agents who are busting drug traffickers. This bill also cuts DEA, FBI, U.S. Marshals, drug prosecutors, Bureau of Prisons and other drug fighting resources.

What task force would the American public rather have to fight drugs -- one made up of Al D'Amato and Bill Zeff or one made up of DEA and FBI agents?

Note: This information may not be released outside of the Executive Branch Until March 18, 1996.

**Drug Enforcement Administration
FY 1997 Passback**

The Drug Enforcement Administration's FY 1997 Budget Request for Salaries and Expenses and Violent Crime Reduction Program has been approved by the Attorney General and the Office of Management and Budget at \$956 million and 5,991 positions, of which 3,033 are agents.

Initiatives Funded in OMB Passback:

Southwest Border Project. The Southwest Border Project request is for \$24.9 million and 121 positions, of which 54 are agents. These funds will provide communications intercept equipment, contract linguists, and case load expenses in support of this interagency project to stop the flow of illegal drugs crossing the U.S. Mexican border.

Mobile Enforcement Teams (MET) Enhancement. The MET program enhancement is requested at \$5.9 million and 93 positions, of which 60 are agents. With the resources committed to the MET program in FY 1996, this enhancement brings to 213 the number of DEA MET personnel supporting State and local law enforcement efforts to rid our street of violent drug related crime.

Infrastructure Restoral. A total of \$28.5 million is requested to address an eroding infrastructure supporting agent operations. This funding would restore funds needed to replace aging vehicles, aircraft, and ADP equipment. Also included, are funds to move DEA agents when needed to ensure their safety and effectiveness.

Investigative Equipment. A total of \$3.9 million is requested to purchase video surveillance and electronic tracking equipment in support of efforts to counter increasingly sophisticated and technically oriented trafficking organizations.

Communications Equipment. A total of \$12 million is requested for advanced technology communications intercept equipment. This includes \$9 million for wireless radio replacement and \$3 million for advanced digital telephony equipment. Trafficking organizations are using an increasing array of modern communications equipment that cannot be monitored with conventional intercept equipment.

ADP Systems. A total of \$19.4 million is requested for state-of-the-art ADP equipment. These funds continue DEA's FIREBIRD/MERLIN project which is installing advanced office automation equipment in DEA field divisions and offices. This equipment and software will significantly enhance the productivity of DEA agents and intelligence analysts through the automation of investigative report preparation and the ability to access law enforcement data bases.

Facility Management. A total of \$7 million is being requested to reconstruct five of DEA's aging forensics laboratories under a multi-year GSA construction/lease arrangement. Many of DEA's laboratories need to be upgraded to meet environmental and safety standards as well as expanded to meet workload requirements.

South Africa Country Office. A total of \$632,000 is being requested to establish a DEA Country Office in Pretoria, South Africa. This will include 3 positions, of which 2 are Special Agents. The growing presence of major trafficking organizations using South Africa as both a market and a transit point has made this office a top priority.

Not Provided In OMB Passback:

Heroin Strategy. A total of \$10.8 million and 103 personnel, of which 36 are agents, was not provided to expand heroin enforcement groups in 5 additional cities.

Marijuana Eradication. A total of \$7 million would have funded efforts to identify and destroy domestically grown marijuana.

Training Program. A total of \$2.6 would have provided for additional employee management training and a flight simulator for DEA pilots.

Chemical Control. A total of \$1.6 million and 20 positions were not provided to assist DEA in implementing the Domestic Chemical Diversion Control Act of 1993.

Joint DEA/FBI Training Center. Funds totaling \$29.5 million have not yet been identified for the Joint DEA/FBI Training Center Enhancement planned for Quantico, Virginia. This facility is needed to provide adequate training for a growing DEA/FBI agent training program. It will reduce overcrowding at the current FBI Academy facilities and eliminate the need for DEA to use contract facilities for agent and non-agent training.

Date: 02/14/96 Time: 08:47

HJudiciary Committee Head Criticizes Administration Drug Efforts

WASHINGTON (AP) The war against drugs is in decline and President Clinton is partly to blame, the chairman of the Senate Judiciary Committee says.

The Clinton administration has not put enough energy into fighting illegal drug use, possibly because so many of its members grew up in the 1960s and experimented with drugs themselves, Hatch said Tuesday.

Clinton also has put too much emphasis on treating hard-core users and not enough on law enforcement, he told a Drug Enforcement Administration conference called to discuss the growing popularity of methamphetamines.

"We are alarmed because, at the moment, we're not seeing much support for a focused anti-drug effort from the president," Hatch, R-Utah, said. "Over the past three years, the Clinton administration has, in my view, lethargically implemented an imbalanced drug policy."

In remarks that were not in his prepared text, Hatch said he thinks the administration's drug-fighting priorities result from the relative youth of White House aides who grew up in the 1960s. An aide later confirmed he made the observation.

At the White House, spokesman Mike McCurry vigorously defended Clinton's record.

"This is a canard that's been raised a couple times in the past," McCurry said. "There's no basis in the charge. It's kind of surprising that someone of the serious stature of Senator Hatch would be saying something so silly."

Justice Department spokesman Bert Brandenburg dismissed Hatch's remarks as "election-year slander" and said Republicans in Congress are trying to push through deep budget cuts that would hurt law enforcement's anti-drug efforts.

"Their current appropriations for the Justice Department would mean more criminal addicts on the street, fewer federal agents to investigate them, fewer police to arrest them and fewer prosecutors to put them in jail," he said.

House Speaker Newt Gingrich, R-Ga., touched off an uproar during a December 1994 television interview when he charged that as many as one-fourth of the White House staff had used drugs in the past four or five years.

Gingrich, who has admitted smoking marijuana as a youth, said the source of his information was a senior law enforcement official whom he would not name. Leon Panetta, Clinton's chief of staff, countered that no one in the White House uses drugs.

White House spokeswoman Ginny Terzano said Tuesday that Republicans should look to their own record in the war on drugs. She said the White House has a mandatory drug testing program, while Congress does not.

"Drugs has not been an issue that the Republicans have devoted much time or resources to," she said.

In December, Senate Majority Leader Bob Dole, R-Kan., and Gingrich announced formation of an 18-member congressional task force that would spend three months studying how to combat teen-age drug use and report to Congress in March. They charged that the Clinton administration's anti-drug policy was in "utter disarray" and promised that Republicans in Congress would step in to provide leadership.

At the same conference at which Hatch spoke Tuesday, Attorney General Janet Reno said that during the past three years there has been a nearly threefold increase in methamphetamine-related deaths.

Last year alone, methamphetamine-related emergency room visits tripled, she added.

``Some law enforcement officers have called it the most lethal drug to hit the streets in 30 years,'' Reno said. ``It's not only more addictive than cocaine and crack, according to others, it is, as everybody recognizes, a major source of violence.''

APNP-02-14-96 0849EST



Department of Justice
Drug Enforcement Administration
Office of Congressional & Public Affairs

FAX Transmittal Sheet

Date: 2/14
Pages:

Transmitted to:	
Name:	Dennis BURKE
Organization:	WHITE HOUSE
Telephone:	
FAX:	202-456-7028

Transmitted from:	
Name:	Catherine Shaw
Organization:	DEA
Telephone:	
FAX:	202-307-7363-4778

Comments:

Still at the Meth. Conf.
will be back in the office
today around 2:00 PM.
Need to talk to you about
attached paperwork.

THE CONTROLLED SUBSTANCES MONITORING ACT

The Controlled Substances Monitoring Act will amend the Controlled Substances Act (CSA) and the Controlled Substances Import and Export Act. A major goal of this proposal is to allow DEA to take advantage of existing computer and electronic data transfer technology to increase the ability to monitor and target diversion of controlled substances. Other changes focus on enhancements of the order form, prescription, record keeping, reporting, and security requirements of the CSA. The following is a summary of the major features of the bill.

The proposed legislation expands the reporting requirement for manufacturers and distributors for sales of controlled substances to include sales of all controlled substances. Currently the requirement is limited to substances in Schedules I and II of the CSA and narcotic substances in Schedule III. The bill mandates the development of additional state assistance programs to include data sharing in order to use to the fullest advantage the new information collected as a result of the expanded industry reporting.

This proposal establishes a Federal duplicate prescription program in order to significantly strengthen diversion controls over controlled substances at the dispensing level, and as an adjunct to the manufacturer/distributor reporting of sales of all controlled substances. Dispensing pursuant to prescriptions for Schedule II and III drugs (as well as dispensing of same by physicians) would be reported via electronic means to either a state agency or to DEA. States which already have a multiple copy prescription program in place or who wish to establish one could do so as long as it is compatible with the Federal system. The states and DEA would share the data collected through this program.

This proposal establishes a system whereby manufacturers and distributors report transactions to DEA electronically on a specified basis, for example weekly. Now such reports are submitted monthly on magnetic tape or on special forms completed by hand. Additionally, the proposal allows manufacturers and distributors to sell Schedule I and II controlled substances pursuant to an electronic order system such as is currently used for all other pharmaceutical products. At present such orders must be made on a special order form supplied to the purchaser by DEA.

Criminal penalties for diverting Schedule III, IV and V controlled substances are increased under this proposal. Diversion of the lower Schedule drugs occurs with great frequency today, in part due to the success of stronger control measures imposed on Schedule II drugs. The proposal also strengthens controls on Schedule III substances. These increased controls include limiting prescription refills to two and eliminating authorization for oral prescriptions in this Schedule, except in emergency situations.

This proposal strengthens controls over narcotic treatment programs (NTP) in order to minimize diversion from these programs. These controls include adding a specific public interest standard to be considered when an NTP has applied for DEA registration. A key factor

to be considered in determining whether an NTP's registration is in the public interest would be the manner in which it administers its program of take-home doses of medication. A requirement for a central registry of narcotic treatment program clients would be established to eliminate simultaneous enrollment of a patient in more than one program.

At present the CSA does not specifically address security requirements regarding controlled substances outside of establishing the standards for registration. This legislation will remedy that weakness by establishing a new section in the CSA dealing with security requirements and by authorizing civil penalties for violations of these requirements. It also establishes a system which registrants may use to verify the registration status of firms and individuals with which they conduct business. Although manufacturers and distributors are required by regulation to determine if a purchaser is a DEA registrant, there is no system to assist such effort.

There are a number of disparate areas where the current law fails to address specific problems or situations that have arisen. One of these is when controlled substances violations involve Medicare/Medicaid fraud. This proposal increases the penalty for fraud in such situations. The legislation also expands the scope of the Anabolic Steroid Control Act of 1990 to include other anabolic agents which are abused in a manner similar to anabolic steroids. Another area involves registration. A new registration category would be established for firms, such as waste disposal companies which handle controlled substances, which do not conform to the established registration categories.

The Congress has directed that DEA's diversion control program become self funded. To comply with that mandate, a self-funding mechanism is established so that all costs of the programs included in this legislation will be paid for through registration fee increases and user fees.

CONTROLLED SUBSTANCES MONITORING ACT

SEC. 1. TITLE

SEC. 2. ELECTRONIC ORDERS AND RECORDS

- REPLACES CURRENT PAPER ORDER FORM WITH AN ELECTRONIC ORDERING AND RECORD KEEPING SYSTEM

1. SYSTEM MUST BE COMPATIBLE WITH DEA'S SYSTEM

2. MUST MAINTAIN INFORMATION FOR AT LEAST TWO YEARS

3. MUST HAVE ADEQUATE SECURITY SAFEGUARDS

- SYSTEM TO BE PHASED IN DURING A 3 - 5 YEAR PERIOD

SEC. 3. PRESCRIPTIONS

- ESTABLISHES FEDERAL PRESCRIPTION PROGRAM WITH ELECTRONIC REPORTING OF DISPENSING INFORMATION

1. THIS SYSTEM WILL NOT PREEMPT COMPATIBLE STATE SYSTEMS

2. INFORMATION COLLECTED WILL BE SHARED WITH THE STATES

- STRENGTHENS CONTROLS OVER SCHEDULE III

1. LIMIT OF TWO REFILLS

2. NO ORAL PRESCRIPTIONS

SEC. 4. RECORDS AND REPORTS OF REGISTRANTS

- MANUFACTURE AND DISTRIBUTION REPORTING REQUIRED FOR ALL CONTROLLED SUBSTANCES
- PRESCRIPTIONS AND INVENTORIES TO BE MAINTAINED SEPARATELY FROM ALL OTHER RECORDS
- DISPENSING INFORMATION FOR SCHEDULE II AND III SUBSTANCES WILL BE REPORTED ELECTRONICALLY TO DEA OR TO AN AUTHORIZED STATE AGENCY
- SPECIAL REQUIREMENTS FOR TREATMENT PROGRAMS
 1. REQUIREMENT ESTABLISHED FOR TREATMENT PROGRAMS TO INSURE THAT CLIENTS ARE NOT ENROLLED IN MORE THAN ONE PROGRAM
 2. ATTORNEY GENERAL AUTHORIZED TO REVIEW TREATMENT PROGRAM RECORDS

SEC. 5. ATTORNEY GENERAL AUTHORITY; COOPERATIVE AGREEMENTS

- ONLY ATTORNEY GENERAL AUTHORIZED TO ESTABLISH INVESTIGATIVE STANDARDS FOR CONTROLLED SUBSTANCE VIOLATIONS
- DEA TO SHARE DATA DEVELOPED FROM ENHANCED MONITORING SYSTEMS FOR SCHEDULE III, IV AND V SUBSTANCES WITH THE STATES

SEC. 6. MAINTENANCE OF EFFECTIVE CONTROLS AGAINST DIVERSION

- ESTABLISHES MORE SPECIFIC SECURITY REQUIREMENTS FOR REGISTRANTS
- SECURITY MEASURES COVER, AT A MINIMUM:
 1. MAINTAINING INTEGRITY OF ELECTRONIC ORDERING AND RECORD KEEPING SYSTEMS
 2. DETERMINING REGISTRATION STATUS OF PURCHASERS
 3. EMPLOYEE BACKGROUND CHECKS
 4. PHYSICAL, ALARM AND PROCEDURAL CONTROLS AND SYSTEMS FOR HANDLING CONTROLLED SUBSTANCES
- DISTRIBUTION OF SAMPLES OF CONTROLLED SUBSTANCES BY DETAILMEN OR OTHER SALES REPRESENTATIVES IS PROHIBITED. THEY MAY SOLICIT ORDERS FOR FUTURE DELIVERY OF SAMPLES.

SEC. 7. NARCOTIC TREATMENT PROGRAMS

- ESTABLISHES PUBLIC INTEREST STANDARD FOR REGISTRATION OF NARCOTIC TREATMENT PROGRAMS
- AUTHORIZES LAW ENFORCEMENT OFFICERS TO CONDUCT INVESTIGATIONS OF NARCOTIC TREATMENT PROGRAMS WITHOUT SPECIAL AUTHORIZATION
- DOES NOT CHANGE EXISTING LAWS PROTECTING INDIVIDUALS RECEIVING TREATMENT IN THESE PROGRAMS

SEC. 8. NEW REGISTRATION CATEGORY

- ESTABLISHES CRITERIA FOR REGISTRATION OF FIRMS AND INDIVIDUALS CONDUCTING ACTIVITIES WITH CONTROLLED SUBSTANCES WHICH ARE NOT CONSISTENT WITH EXISTING REGISTRATION CATEGORIES

SEC. 9. COUNTERFEIT SUBSTANCES/IMITATION CONTROLLED SUBSTANCES

- EXPANDS DEFINITION OF COUNTERFEIT SUBSTANCE AND PROHIBITS SALE OF IMITATION CONTROLLED SUBSTANCES UNDER CIRCUMSTANCES LEADING BUYER TO BELIEVE THAT THE DRUG IS A CONTROLLED SUBSTANCE

SEC. 10. INCREASED PENALTIES AMENDMENTS

- INCREASES PENALTIES OF VIOLATIONS INVOLVING SUBSTANCES IN SCHEDULES III, IV AND V
- SCHEDULE III IS INCREASED FROM 5 TO 10 YEARS
- SCHEDULE IV IS INCREASED FROM 3 TO 5 YEARS
- SCHEDULE V FROM 1 TO 3 YEARS
- INCREASED PENALTIES FOR FENTANYL TRAFFICKING

SEC. 11. AMENDMENTS TO SECTION 402 OF THE CSA

- ESTABLISHES SANCTIONS FOR SECURITY VIOLATIONS
- PROHIBITS MISUSE OF DEA REGISTRATION NUMBER

SEC. 12. RESCHEDULING OF CERTAIN CONTROLLED SUBSTANCES

- TRANSFERS CERTAIN SUBSTANCES FROM SCHEDULE IV TO SCHEDULE III

SEC. 13. NON-DOSAGE FORMULATIONS CONTAINING SCHEDULE III DRUGS

- AUTHORIZES DEA TO PLACE NON DOSAGE FORMS OF COMBINATION PRODUCTS CONTAINING SCHEDULE II SUBSTANCES INTO A LOWER SCHEDULE IF THE DOSAGE FORM IS IN THE LOWER SCHEDULE AND CERTAIN OTHER CRITERIA ARE SATISFIED.

SEC. 14. STATE AND LOCAL FORENSIC LABORATORY DATA COLLECTION SYSTEM

- ESTABLISHES NATIONAL SYSTEM TO COLLECT AND ANALYZE DRUG DATA FROM STATE AND LOCAL FORENSIC LABORATORIES

SEC. 15. ENHANCED PENALTY FOR MEDICAID/MEDICARE FRAUD INVOLVING CONTROLLED SUBSTANCES

- DOUBLES THE MAXIMUM PENALTY FOR MEDICAID/MEDICARE FRAUD VIOLATIONS WHICH INVOLVE CONTROLLED SUBSTANCES

SEC. 16. EXPANDS ATTORNEY GENERAL ACCESS TO THE NATIONAL PRACTITIONER DATA BANKS

- NEW LEVEL OF ACCESS WILL BE THE SAME AS CURRENTLY GRANTED TO STATE MEDICAL BOARDS AND HOSPITALS

SEC. 17. NOTIFICATION, SUSPENSION OF SHIPMENT, AND PENALTIES WITH RESPECT TO IMPORTATION AND EXPORTATION OF LISTED CHEMICALS AND CERTAIN MACHINES

- ESTABLISHES NOTIFICATION REQUIREMENT OF IMPORT/EXPORT OF TABLETING AND ENCAPSULATING MACHINES

- INCLUDES LISTED CHEMICALS, COUNTERFEIT SUBSTANCES AND IMITATION SUBSTANCES IN ANTI SMUGGLING PROVISIONS OF SEC. 1005

SEC. 18. FORFEITURE OF LISTED CHEMICALS/IMITATION CONTROLLED SUBSTANCES

- PROVIDES THE SAME FORFEITURE LIABILITY TO LISTED CHEMICALS AND IMITATION CONTROLLED SUBSTANCES AS APPLIES TO CONTROLLED SUBSTANCES

SEC. 19. ANABOLIC AGENTS

- AUTHORIZES THE ATTORNEY GENERAL TO SUBJECT ANABOLIC AGENTS WHICH ARE ABUSED TO SAME CONTROL AS APPLIES TO ANABOLIC STEROIDS

SEC. 20. DIVERSION CONTROL PROGRAMS

- REQUIRES THE ATTORNEY GENERAL TO ESTABLISH AND MAINTAIN PROGRAMS TO:

1. PROVIDE FOR A SYSTEM OF ELECTRONIC ORDERING AND RECORD KEEPING FOR CONTROLLED SUBSTANCES

2. REQUIRE THE USE OF SPECIAL PRESCRIPTIONS FORMS FOR SCHEDULE II, III, AND IV SUBSTANCES

3. COLLECT AND ANALYZE DATA COLLECTED ON THE DISPENSING AND DISTRIBUTION OF CONTROLLED SUBSTANCES AND TO SHARE THIS DATA WITH THE STATES

4. PROVIDE A MEANS FOR REGISTRATION VERIFICATION

5. PROVIDE A MEANS FOR REGISTRANTS TO CONDUCT CRIMINAL BACKGROUND CHECKS ON EMPLOYEES

- REQUIRES THESE PROGRAMS TO BE FUNDED THROUGH FEES

SEC. 21. IMPORTS AND EXPORTS OF CONTROLLED SUBSTANCES

- CLARIFIES CIRCUMSTANCES UNDER WHICH CERTAIN IMPORTATIONS AND EXPORTATIONS WILL BE AUTHORIZED

- ESTABLISHES STANDARDS FOR REGISTRATION OF SCHEDULE V EXPORTERS

SEC. 22. TECHNICAL AMENDMENTS

- CORRECTS CERTAIN MISSPELLINGS AND INCORRECT REFERENCES IN THE CONTROLLED SUBSTANCES ACT

SEC. 23. EFFECTIVE DATE

- SECTION 2 WILL BECOME EFFECTIVE ON THE EFFECTIVE DATE OF THE REGULATIONS IMPLEMENTING THAT SECTION
- ALL OTHER SECTIONS WILL BECOME EFFECTIVE 120 DAYS AFTER ENACTMENT

SEC. 24. AUTHORIZATION FOR FUNDING

- REQUIRES THAT ALL FUNDING FOR THE IMPLEMENTATION OF THIS LEGISLATION BE PROVIDED THROUGH REGISTRATION APPLICATION AND USER FEES WHICH WILL DEPOSITED IN A SPECIAL ACCOUNT IN TREASURY WHICH HAS ALREADY BEEN ESTABLISHED.

SEC. 25. SEVERABILITY

- PROVIDES THAT IF ANY PROVISION OF THE ACT IS RULED UNCONSTITUTIONAL, THE RULING WILL NOT AFFECT THE REMAINDER OF THE ACT IN ANY WAY.

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

14-Feb-1996 12:45pm

TO: Christa T. Robinson

FROM: Dennis Burke
 Domestic Policy Council

SUBJECT: several things I need to cover w/ Rahm

Drugs:

There is no Meth Strategy at Justice. The goofy Criminal Division has held numerous meetings and are blocking anything from happening. I talked to Nick and he is in the process of drafting up a strategy for us. He can get us an outline tonight.

The DEA bill that I have a copy of (Foia and Gess and those guys don't even know about it) is too DEA/diversion specific to stand alone. However, if we combine it w/ the Meth strategy that Nick is drafting, throw in some related stuff like the fix for U.S. v. Bailey, then we can have a comprehensive drug bill to talk about.

I checked w/ DoJ Budget staff. We have a good story to tell on DEA Budget. Despite efforts by the Republican Congress to cut back on drug resources, the Clinton Administration is seeking close to a 20% increase in DEA's budget from FY 96 to FY 97. The increase will include 54 new agents on the Southwest Border to help stop the flow of illegal drugs crossing the U.S. Mexican Border. The Budget request also includes 60 new agents for METS (mobile enforcement teams) that support State and local law enforcement efforts to rid our streets of violent drug related crime.

Schmidt:

Rahm needs to call Schmidt and ask him what they are going to spend the next CR round of COPS money on. I understand that they are going to do no hiring w/ the money and that they are going to spend it all on training and violence against women projects. I just think that is incredibly stupid not to spend at least some money on hiring. It is off message and the Republicans will have a field day w/ us -- Clinton Administration spends millions on COPS program and not 1 new cop will be hired w/ this funding. Training is defensible but why do we have a VAWA program if we are spending COPS money on violence against women programs? It makes no sense. I think Brann is branching out into too many different areas w/ this money.

Also, AT&T called to tell me that they are going to pull out of the 1-800-COP idea because Justice is dragging their feet on it. I think we are blowing a good opportunity to be involved in a program that is going to occur w/o us and at a real low price.

Crime events we can do coming up:

Feb 20th	Announce new drug bill and increase DEA resources at DEA graduation at Quantico.
Feb. 28th	Brady Anniversary -- Rubin/ Reno event.
March 4th	Trooper of the Year winners photo-op w/ President.
March 7th	White House Drug Conference -- announce COPS GANGS program.
April 9/10/11	NIJ Tech Conference in California w/ Border tech event.
April 11th	DARE America event w/ President in Rose Garden.

meeting w/ ~~DOA~~
Roebers - Gene Hayslip
- Catherine Shaw

MON
2/5

Treaty controlled

but last year, high interest internationally
to put it in III

Some countries wanted to put it II

This is very unusual; so something
unique about this

It is in Schedule IV in this country
so we could ~~to~~ meet our treaty
obligations

It should be I cuz no medical
use in this country

being synthesized in raw materials
in Brazil & being pressed into
drugs in Colombia

not just Colombian, but they are the
main source

Mexico is single biggest source

uncontrolled practices in their pharmacy
industry

really don't need a prescription
there

people get supplies there then
bring them back in

So you have phenemran in Tx, AZ ⁽²⁾
as in Florida

This drug is ~~not~~ legally synthesized

Hoffman-La Roche

very attuned to these controversies

involved in a PR campaign

In Reary, it belongs Schedule I
— enhanced penalty
— detention

4 items of concern:

— DEA manpower to go after this stuff
so tough to get sentencing

— DEA could make it a controlled J on its own
He would have to give HTS 4 mths
to give an opinion, but DEA
would have final say on a
controlled substance

La Roche could seek an Admin
Review of this decision

They tied up a prior action for 6 years

— Congress could legislate it into Schedule I
that way La Roche could not tie

up

La Roche is in NJ, though, so
the state could block it

③
- If company wants to avoid Schedule I,
we could restructure the penalties
for Schedule III

- 1 - Valium (diazepam)
- 2 - Zante X
- 3 - Rohypnol

So we would have a new Schedule III
just address the penalty

→ Just go after ~~trafficking~~
smuggling

If it continues to grow as a problem,
then will need to seek DEA
resources from w/in

{
→ - 4 years Schedule III
→ - 10 years new Schedule III
}

Meth → increase speed
penalties

Mexican traffickers got the chemicals
from Europe
so they were able to rebound
against the cutback

④

- FY97 →

- Feinstein Feb 8th precursor
chemical bill



→ 100 DEA graduation class

→ Training facility / Comprehensive ^{registrar}
- Roofing

→ '97 budget

→ 23rd Feb.

- increase
on Budget
→

→ message to Colombia
on ~~deceit~~ decertification

- 35 students Avg age 33

→ nice group of cross section

→ MARCH 1st

very significant year for Colombia

→ 13-15 Meth Conference ←

→ sentencing recommendation

RESPONSE TO "Clinton Retreats in the War on Drugs."

Claim: Drug use is up among young people.

Response: True, but overall drug use has declined for many drug categories.

Claim: Drug use ravages our cities.

Response: True, but violent crime--a useful barometer of the "ravaging" nature of crime in cities--has been declining for several years. Progress is being made. The President's goal to put 100,000 more police officers on the streets of our cities in three years is proof positive of his strong commitment to crime control--drugs and violence--and of his concern for the plight of all Americans.

Claim: The President slashed staffing at ONDCP by 80%.

Response: True, but all of these positions relate to policy overhead. They are not operational, and cuts in ONDCP have not hurt drug control operations. Many government programs of high priority have had to absorb cuts in administrative and policy areas.

Claim: Military interdiction was reduced by eliminating 1,000 anti-drug positions.

Response: True, but the President determined that there should be a gradual shift in drug control from unfocused interdiction efforts in transit areas to more focused, efficient, and streamlined interdiction efforts in source countries. Part of the reason for drug traffickers shifting their smuggling from the Caribbean zone to (and through) Mexico was due to both "smart" interdiction efforts in South America and successful investigations of the Cali mafia and other illegal drug cartels. Bona fide savings have been obtained in interdiction resources without affecting adversely our ability to make progress in illegal drug control.

Claim: Interdiction resources for Customs and DEA have been cut.

Response: True, for Customs, but not true for DEA. Part of the cuts relate to the policy decision regarding unfocused drug interdiction efforts. DEA resources in source countries have not suffered any serious cuts.

Claim: Eliminated 355 DEA agents and 102 personnel from the Justice Department's OCDETF.

Response: Not true. DEA had as many agent positions (3,702) in 1995 as in 1992, the highest level in its history. Administration requests for the OCDETF program over the last

three years show modest reductions of 7%, 5%, and 2% (For 1994, 1995, and 1996). This was done as a part of the government-wide streamlining efforts. The Congress appropriated even lower staffing levels than the administration requested.

Claim: Disbanded Operation SNOWCAP

Response: DEA's SNOWCAP program began in 1987. It deployed from 30 to 50 agents and support personnel to Peru, Bolivia, Colombia, Guatemala, and Ecuador on 90-day temporary duty assignments. This was expensive, but it was necessary to perform the institution-building task of helping each of those countries to professionalize their drug enforcement capabilities. After seven years, the Administrator of DEA determined that sufficient progress had been made that the TDY program could come to an end. However, seven additional agents have been permanently assigned to Peru to maintain the source country enforcement programs begun under Operation SNOWCAP.

WHITE HOUSE STAFFING MEMORANDUM

DATE: 2-20 ACTION/CONCURRENCE/COMMENT DUE BY: 2-21SUBJECT: Annual List of Drug Producing + Transit Countries

	ACTION	FYI		ACTION	FYI
VICE PRESIDENT	☒	☐	McCURRY	☐	☒
PANETTA	☒	☐	McGINTY	☐	☐
McLARTY	☐	☐	NASH	☐	☐
ICKES	☒	☐	QUINN	☐	☐
LIEBERMAN	☒	☐	RASCO	☐	☐
RIVLIN	☐	☐	REED 	☒	☐
BAER	☐	☐	SOSNIK	☐	☐
CURRY	☐	☐	STEPHANOPOULOS	☒	☐
EMANUEL	☒	☐	STIGLITZ	☐	☐
GIBBONS	☐	☐	STREETT	☐	☐
HALE	☐	☐	TYSON	☐	☐
HERMAN	☐	☐	WALLEY	☐	☐
HIGGINS	☐	☐	WILLIAMS	☐	☐
HILLEY	☐	☐	_____	☐	☐
KLAIN	☒	☐	_____	☐	☐
LAKE	☐	☐	_____	☐	☐
LINDSEY	☐	☐	_____	☐	☐

REMARKS:

Please advise

RESPONSE:

*Reed*Staff Secretary
Ext. 6-2702

THE WHITE HOUSE
WASHINGTON

original to
Exec Clerk

ACTION

February 20, 1996

96 FEB 20 P12: 57

MEMORANDUM FOR THE PRESIDENT

THROUGH: THE EXECUTIVE CLERK

FROM: ANTHONY LAKE
JOHN HILLEY

SUBJECT: Transmittal of Annual List of Major Illicit Drug
Producing and Drug Transit Countries

The list of major illicit drug producing and drug transit countries (the "majors" list), required by a law which entered into force on December 21, was transmitted by the Secretary of State on February 13, 1996. It must be forwarded to the Chairmen of the House International Relations and Senate Foreign Relations Committees and the Chairmen of the House and Senate Appropriations Committees. State has also recommended separate transmittals to the Ranking Members on these committees.

Certification Process

Countries on the "majors" list will have 50% of most forms of U.S. government assistance withheld, and the U.S. must vote against multilateral development bank assistance unless the President certifies, by 1 March, 1996, that either: (1) the country has cooperated fully with the U.S., or taken adequate unilateral steps, to achieve full compliance with the goals and objectives of the 1988 UN Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances; or (2) the vital national interests of the U.S. require that the withheld assistance be provided and that the United States not vote against multilateral development bank assistance for that country.

In 1995, 29 countries were on the "majors" list. State recommends that two countries be added this year:

Belize (Transit Country): In 1995, Belize was removed from the list as a major drug-producing country, but you noted in your letter to the committees that "We will be watching to determine whether it becomes a major transit point for drugs moving to the United States." There is strong evidence that the trafficking organizations are using Belize as a transit point feeding into

the mainstream Mexican trafficking routes that carry the bulk of South American cocaine to U.S. markets. Despite a commitment to cut off these trafficking routes, the Government of Belize lacks the resources to do so. The withdrawal of British Defense Forces from Belize in late 1994 removed an important deterrent to the traffickers, contributing to new trafficking activity.

Cambodia (Transit Country): Numerous indicators demonstrate a severe heroin trafficking problem in Cambodia. Newly formed drug enforcement units have made large heroin seizures. Cambodian police and customs sources have uncovered narcotics cases involving the Cambodian military and police, and narcotics-related corruption is indicated in government and business circles. Drugs transiting Cambodia form part of the flow of Southeast Asian heroin that significantly affects the United States.

Although Kazakstan, Kyrgyzstan, Morocco, the Philippines and South Africa are significant cannabis producers, they do not appear on the list since the illicit cannabis is consumed locally or exported to other countries and thus does not significantly affect the United States.

We will continue to examine the movement of Southwest Asian heroin to Western and Central Europe along the so-called Balkan route through Turkey, Bulgaria, Greece, the Former Republic of Yugoslavia, Bosnia, Croatia and the Former Yugoslavian Republic of Macedonia. To date, we have traced only relatively small quantities of this heroin flowing to the United States. If we determine that the flow of heroin along this route significantly affects the United States, we will recommend that you add the relevant countries to the majors list

Also in your transmittal letter last year, you indicated that we would be observing Cuba to assess if circumstances warranted adding them to the majors list. We still do not have sufficient evidence that Cuba plays an active role in the drug trade affecting the United States to recommend adding it to the list at this time. You also noted that we were examining the possibility of significant illicit cultivation of opium poppies in Central Asia. During 1995, we conducted probe efforts in Tajikistan and Uzbekistan, traditional opium poppy growing areas of the former Soviet Union. These probes did not show significant opium poppy cultivation. If ongoing analysis reveals cultivation of 1,000 hectares or more of poppy, we will propose that you add the relevant countries to the majors list.

RECOMMENDATION

That you sign the attached letters to the Chairmen of the appropriate committees and their ranking members transmitting the annual list of Major Drug Producing and Drug Transit Countries.

Attachment

Tab A Proposed Letters of Transmittal

(DRAFT TEXT FOR ALL FOUR CHAIRMEN AND FOUR RANKING MEMBERS)

Dear Mr. Chairman:

In accordance with the provisions of Section 490(h) of the Foreign Assistance Act of 1961, as amended, I have determined that the following countries are major illicit drug-producing or drug-transit countries: Afghanistan, The Bahamas, Belize, Bolivia, Brazil, Burma, Cambodia, China, Colombia, Dominican Republic, Ecuador, Guatemala, Haiti, Hong Kong, India, Iran, Jamaica, Laos, Lebanon, Malaysia, Mexico, Nigeria, Pakistan, Panama, Paraguay, Peru, Syria, Taiwan, Thailand, Venezuela and Vietnam. These countries have been selected on the basis of information from the March 1, 1995, International Narcotics Control Strategy Report and from other U.S. Government sources.

No countries on the 1995 list have been removed from the list this year. I have added Belize and Cambodia to the list for the following reasons:

Belize. In my letter of February 2, 1995, which removed Belize from last year's list of major drug-producing countries, I stated, "We will be watching to determine whether it becomes a major transit point for drugs moving to the United States." I did so because Belize's geographical location south of Mexico's Yucatan peninsula makes it an ideal strategic drug transshipment point for U.S.-bound cocaine shipments. The country's long, unprotected coastline, large tracts of rain forest, many inland waterways and large unpopulated areas make Belize an inviting feeder site for moving drugs into the mainstream Mexican trafficking routes that carry the bulk of South American cocaine to U.S. markets. Despite a demonstrated commitment to cut off access to these routes, the Government of Belize lacks the human and material resources to control its borders adequately. In earlier years, the British Defense Forces stationed in Belize were a partial deterrent to drug traffic, though cocaine transited the country even then. Their withdrawal in late 1994 cleared the way for new trafficking opportunities.

There is little doubt that traffickers are exploiting Belize's vulnerable antidrug infrastructure, particularly as other countries have strengthened their counternarcotics

efforts. The very factors that make Belize attractive as a backdoor to the Mexican cocaine route to the United States preclude a precise estimate of the volume of drugs transiting Belize. But it is clear from a number of airdrops off Belize's coast and important seizures that the trafficking organizations view it as a valuable transit point. Mexico's disruption of the large jets carrying multi-ton loads of cocaine ("cargas") has made Belize even more attractive as a feed-in point for U.S.-bound cocaine.

While shipments transiting Belize are smaller than those entering Mexico directly, they can still be sizable. For example, in a single operation in 1995, Belizean authorities seized more than half a ton (636 kilograms) of U.S.-bound cocaine and arrested two Colombians and a Belizean believed to be connected to the Cali cartel. In all of 1995, Belizean authorities seized a total of 840 kilograms of cocaine, which probably represents only a small fraction of the cocaine actually finding its way to the Mexican conduit to the United States. Moreover, this route is not new, since Belizean authorities reported seizing 850 kilograms of cocaine in 1993, and 650 kilograms in 1990. Consequently, I am now adding Belize to the list as a major drug transit country.

Cambodia. Over the past year we have seen numerous indicators that the heroin trafficking problem in Cambodia is severe. Newly formed and undertrained drug enforcement units have made large seizures of heroin. Cambodian police and customs sources have uncovered narcotics cases that involve the Cambodian military and police. Narcotics-related corruption also seems to be a problem in government and business circles. Cambodia shares borders with Thailand, Laos and Vietnam -- all countries on the list of major drug-producing and drug-transit countries

The Cambodian government formally acknowledged that drug transshipment was a significant problem in a royal decree establishing an interministerial committee against narcotics signed by the King on September 7. The head of the Phnom Penh Municipal Counternarcotics Bureau has stated to the press that as much as 600 kilograms of heroin is smuggled through Cambodia each week. While we have no evidence to corroborate this figure, which seems high, seizures in Cambodia give us reason to believe there is a significant volume of heroin transiting the country. On August 11, the Cambodian Customs Service seized 71 kilograms of heroin hidden in a speedboat in Koh Kong province. This is the largest seizure ever made in Cambodia and one of the largest made in Southeast Asia this year. Two west African

traffickers apprehended by the Cambodian authorities in July have admitted smuggling heroin to the United States and other destinations.

The extent of narcotics-related corruption suggests that the overall drug transshipment problem in Cambodia may be even greater than recent seizures suggest. There have been investigations and arrests involving both police and military suspects. Local police were arrested in the 71-kilogram heroin seizure in Koh Kong province. In August, Thai police arrested several Cambodians including members of the Cambodian military for attempted marijuana smuggling. For all the reasons listed above, I believe it is appropriate for Cambodia to be added to the list as a transit country.

Major Cannabis Producers. While Kazakstan, Kyrgyzstan, Morocco, the Philippines and South Africa are important cannabis producers, they do not appear on this list since I have determined that in all cases the illicit cannabis is either consumed locally or exported to countries other than the United States, and thus such illicit cannabis production does not significantly affect the United States. (FAA § 481(e)(2) states that a country that cultivates and harvests more than 5,000 hectares per year of illicit cannabis falls within the definition of a "major illicit drug producing country," unless I determine that such illicit cannabis production does not significantly affect the United States.)

Turkey and Other Balkan Route Countries. Turkey and its neighboring countries play a key role as a major transit route for much of the Southwest Asian heroin moving to Western and Central Europe along the so-called Balkan Route. We know that some of this heroin also flows to the United States, but thus far our information has been limited and we have traced only relatively small quantities. We will be looking further into this issue over the next year. Insofar as we determine that heroin transiting Turkey, Bulgaria, Greece, the Former Republic of Yugoslavia, Bosnia, Croatia, the Former Yugoslavian Republic of Macedonia, or other European countries on the Balkan Route significantly affects the United States, I will add such countries to the majors list.

Cuba. We still do not have sufficient evidence that Cuba plays an active role in the drug trade affecting the United States to add it to the list at this time. However, Cuba's geographic location and evidence of some movement of drugs around the island indicate it could become a target for greater trafficking activity in the future.

Central Asia. During 1995, we conducted probe efforts in Tajikistan and Uzbekistan, traditional opium poppy growing areas of the former Soviet Union. These probes did not show significant opium poppy cultivation. If ongoing analysis reveals cultivation of 1,000 hectares or more of poppy, I will add the relevant countries to the majors list.

The Honorable Benjamin A. Gilman
Chairman, Committee on International Relations
House of Representatives

The Honorable Jesse A. Helms
Chairman, Committee on Foreign Relations
United States Senate

The Honorable Bob Livingston
Chairman, Committee on Appropriations
House of Representatives

The Honorable Mark O. Hatfield
Chairman, Committee on Appropriations
United States Senate

The Honorable Lee Hamilton
Committee on International Relations
House of Representatives

The Honorable Claiborne Pell
Committee on Foreign Relations
United States Senate

The Honorable David Obey
Committee on Appropriations
House of Representatives

The Honorable Robert Byrd
Committee on Appropriations
United States Senate

DRUG STRATEGY ACCOMPLISHMENTS

"I'm going to do everything I can to implement the 1995 National Drug Control Strategy...We propose to work more closely with foreign governments to cut drugs off at the source. We propose to boost community efforts to educate young people about the dangers and penalties of drug use...We will work to break the cycle of crime and drugs providing treatment to hardcore drug users, who consume most of the drugs and cause much of the crime and health problems. And we will punish people who break the law more severely."

***President Clinton
February 8, 1995***

DRUG FREE SCHOOLS

- The President used his first veto to protect \$482 million the Congress tried to cut in half for 1995, and to zero out for 1996, for the Safe and Drug Free School program, the only federally funded drug education program in the nation's school districts, which reaches 97% or 39 million of our children in grades 7-12. The program establishes innovative and successful anti-drug counseling, education, intervention, and conflict resolution programs that have reduced drug use as much as 25% in many schools. President requested \$500 million for FY 96.
- On June 7, the President recognized the 100 best schools in the White House Rose Garden.

DRUG TESTING SCHOOL ATHLETES

- On June 27, the Supreme Court agreed with the Administration's position, argued to the Court by the Solicitor General supporting the school district, that a school district may subject student athletes to drug testing. The Administration believes, and the Court ruled, that the time involved in a drug test is minimal compared to the invaluable message that there can be no drug use by these athletes to whom the entire student body pays so much attention.

THE COLOMBIAN CALI DRUG CARTEL

- President Clinton, by being the first president to decertify Colombia, is causing the cartel, the source of 80% of the cocaine that reaches our shores, to be dismantled through U.S.-Colombian efforts. In the last month alone, Colombia has taken into custody three of the top five leaders of the Cali Cartel. Under the pressure of the President's power to "decertify", Colombia can be banned

from receiving international loans and U.S foreign aid if it does not cooperate.

- Despite Colombia's having been the original source of nearly all our cocaine for decades, President Clinton is the first President to decertify them, and only grant them a "national interest" waiver that will be removed if they do not bring down Cali cartel leaders.
- A major sting operation in Miami, presaged the Colombian arrests. In May, the Miami High Intensity Drug Trafficking Area (HIDTA), which is coordinated by the President's National Drug Policy Director, indicted several Cali leaders and shared intelligence with the Colombian government, in advance of the Colombians' arresting of the Cali leaders in their own land.
- The U.S. indictments included several American lawyers representing the cartel, effectively "Benedict Arnolds" who crossed the line. One U.S. lawyer indicted by our task force has now pled guilty to the allegation of assisting in money laundering for the cartel.

TOUGHER SENTENCES -- AND DRUG TREATMENT THAT WORKS:

- The President's 1994 crime bill expanded death penalties to include drug kingpins and providing tougher sentences for cocaine dealers. Complimenting this approach is the President's expanded drug treatment for users.
- A California study shows that for every dollar spent on drug treatment, we get seven dollars back in health care and crime cost savings. The Administration is in a battle with CONGRESS, which has CUT the President's treatment funding request for hard core users for FY 1995 from \$355 million to \$57 million (Congress did maintain \$42 million for drug treatment in federal and state prisons). For FY1996, the President requested \$1.406 million for treatment under HHS and \$23.9 million for treatment in prisons.

DRUG COURTS: TOUGH, SMART ALTERNATIVE TO PRISON

- The Attorney General found from her Florida experience that drug courts force offenders to choose between treatment and prison and save enormous manpower from the legal system. Unfortunately, Congress cut \$17 million of the President's \$29 million request for FY '95. The President saved \$12 million for this program. The President requested \$150 million for FY 96.

ADMINISTRATION ANTI-DRUG MESSAGE AND ACCOMPLISHMENTS

The President has repeatedly emphasized a "no use" drug policy because of the devastating impact of drug abuse on kids and families. The Administration is sending one signal: stop using, buying, and selling drugs. From submitting a \$14.6 Billion comprehensive enforcement and prevention anti-drug budget (FY '96) to a strategy which attacks at all fronts -- tougher sentences, education, and treatment at home, interdiction at the borders, economic pressure on source countries, destruction of drug crops and labs, and indicting and arresting drug kingpins -- the "no use" message is the same.

VICTORIES AND THE ENORMOUS CHALLENGE

THE MESSAGE IS GETTING THROUGH.

- In 1979, there were 24 million casual (once a month or more) drug users, compared to 11 million now -- a drop of well more than half.
- Americans are spending 23% less on illegal drugs than five years ago -- \$49 billion versus \$64 billion, still an enormous drain on our economy but a marked improvement.

THE COLOMBIAN CALI DRUG CARTEL

- The source of 80% of the cocaine that reaches our shores -- is being dismantled by U.S.-Colombian cooperative efforts under the pressure of the President's power to "decertify" Colombia from receiving international loans and U.S. foreign aid if it does not cooperate.
- Despite Colombia's having been the original source of nearly all our cocaine for decades, President Clinton is the first President to decertify Colombia, granting them a "national interest" waiver that will be removed if they do not bring down Cali cartel leaders.
- Under this pressure, in the last month alone, Colombia has arrested three of the cartel's five top leaders. The President's National Drug Policy Director coordinated a Miami joint task force which this May indicted several Cali leaders and shared intelligence with the Colombian government, presaging the Colombians' arresting of the Cali leaders in their own land.
- The U.S. indictments included several American lawyers representing the cartel, effectively "Benedict Arnolds" who crossed the line. One U.S. lawyer indicted by our task force has now pled guilty to the allegation of assisting in money laundering for the cartel.

DRUG FREE SCHOOLS

- The President used his first veto to protect \$466 million the Republicans tried to cut in half for 1995, and to zero out for 1996, for the Safe and Drug Free School program, which reaches 94% of our children in grades 7-12. The program establishes innovative and successful anti-drug counseling, education, intervention, and conflict resolution programs that have reduced drug use as much as 25% in many schools.
- On June 7, the President recognized the 100 best schools in the White House Rose Garden.

DRUG TESTING SCHOOL ATHLETES

- On June 27, the Supreme Court agreed with the Administration's position, argued to the Court by the Solicitor General, that a school district may subject student athletes to drug testing. The Administration believes, and the Court ruled, that the time involved in a drug test is minimal compared to the invaluable message that there can be no drug use by these athletes to whom the entire student body pays so much attention.

NO DRUG USE MESSAGE IN PROFESSIONAL SPORTS

- Throughout May and June, the Administration's National Drug Policy Director criticized the Yankees for "sending the worst possible message to the youth of America" by hiring multiple drug and criminal offender Darryl Strawberry. Director Brown, Yankees' owner George Steinbrenner, and players' representatives have agreed to meet in the near future to assure a strong anti-drug policy by Major League Baseball and to discuss the rehabilitation of athletes during and after a drug problem.
- Director Brown is also arranging meetings with representatives of basketball, hockey, and football to assure a no drug use message in professional sports.

JOINT TASK FORCE ACHIEVEMENTS

- The Administration has created seven "high intensity drug trafficking area" joint task forces around the country pulling together all federal, state, and local law enforcement and treatment officials into "one team, one battle".
- In addition to the critical Colombian Cartel indictments mentioned earlier, these task forces have dismembered some of the most significant and heavily armed drug distribution networks. New York City's El Dorado Joint Money Laundering Task Force dismantled ten money laundering operations linked to South America and Hong Kong. These task forces, each of which receives \$10 - 38 million annually from the Office of National Drug Control Policy, are: New York, Los Angeles, Miami, Houston, Baltimore-Washington, the Southwest Border, and P.R.-V.I.

- Around the country, there are a total of eighty similar smaller task forces, and the Administration will be announcing three new major city task forces over the next month.

"HARD LINE" BORDER STRENGTHENING INITIATIVE

- \$70 million allocated to stop drug smugglers from driving recklessly through our ports to move illicit drugs. We are procuring new equipment and increasing manpower to strengthen the border.

TOUGHER SENTENCES -- AND DRUG TREATMENT THAT WORKS:

- The President's 1994 crime bill expanded death penalties to include drug kingpins and providing tougher sentences for dealers. Complimenting this approach is the President's expanded drug treatment for users.
- A California study shows that for every dollar spent on drug treatment, we get seven dollars back in health care and crime cost savings. Unfortunately, the Administration is in a battle with CONGRESS, which has CUT the President's treatment funding request for hard core users for FY 1995 from \$355 million to \$57 million (Congress did maintain \$42 million for drug treatment in federal and state prisons).

DRUG COURTS: TOUGH, SMART ALTERNATIVE TO PRISON

- The Attorney General found from her Florida experience that drug courts force offenders to chose between treatment and prison and save enormous manpower from the legal system. Unfortunately, Congress cut \$17 million of the President's \$29 million request for FY '95. The President saved \$12 million for this program.

MAKING THE DRUG POLICY DIRECTOR A CABINET MEMBER

- Despite the 1988 Anti Drug Abuse Act requiring it, President Clinton was the first President to make the National Drug Policy Director a Cabinet member. Because fighting drugs requires all areas of the government to cooperate -- foreign, domestic, education, treatment, prevention, law enforcement, etc. -- and because the law provides that the Director oversee the national anti-drug budget and strategy, the Director needs direct access to the heads of all departments as well as to the President. President Clinton gives this status and access to Lee Brown.

Detailed Accomplishment List

I. Fighting For American Values: Strengthening the Fight Against Drugs

Strengthened White House Drug Control Efforts

- Unlike the previous Administration, made the Director of Office of National Drug Control Policy a full cabinet level position.
- Strengthened the Director's authority to identify needed resources and drug policy priorities in approving federal agency drug control budgets.
- Gave the Director more authority to address drug interdiction and appoint .

Put forth largest and smartest drug control budget ever.

- In FY 1995, the President requested \$13.8 billion to fight drugs. In FY 1996 has requested \$14.2 billion.
- The President fought for and saved \$232 million the Republicans wanted cut from drug programs in the Rescissions bill.

Worked to Stop Gun Proliferation

- The President fought for and signed the Brady bill, which requires a background check before the purchase of a handgun.
- The President fought for Congress to ban and signed into law the ban on assault weapons, the arm of choice for drug traffickers and cop-killers.

Enlisted All Federal Agencies in Supporting American Values and Fighting Drugs

- Multi-agency Empowerment Zones and Enterprise Communities program to revitalize and strengthen distressed neighborhoods and fight drugs.
- HUD's Operation Safe Homes program to reduce drugs and guns in public housing and Pulling America's Communities Together (PACT)

program to address the problem of drugs, crime and violence in cities throughout the United States.

- Department of Transportation industry workplace program to ensure safe and secure travel and transportation.

II. Enforcement - Supported the toughest fight against drugs

Increased funding to State and local law enforcement by 18 percent.

- Instituted a program of new community policing grants to put 100,000 new police on the streets to help local jurisdictions get drugs out of American neighborhoods.
- Included resources to make treatment and prevention available with expanded drug courts, boot camps, and treatment in the criminal justice system to prevent criminals from returning to our streets to entice our kids with drugs and endanger them with violence.

Strengthening U.S. Borders

- The Custom's Service Operation Hard Line initiative has already shown success by dismantling a port runner smuggling organization and the violence and cocaine this group brought into the U.S. in more than 2,000 instances of reckless, high speed driving through the border. ONDCP is working with Treasury to identify \$70 million to add 60 Customs agents and procure Jersey barriers, bollards, and other equipment to strengthen our border.

Increased Border Patrol Agents

- Requested a total increase of 150 border patrol agents in 1995 and 700 border patrol agents in 1996 to prevent illegal entry attempts along the U.S. Border.

Tougher Sentencing

- Since 1992, the Administration has opposed the U. S. Sentencing Commission's proposed reductions in the sentencing levels for those who launder the proceeds from criminal activity and for the crack offenses.

Federal/State/Local Drug Control Teamwork Pays Off

- The Miami High Intensity Drug Trafficking area (HIDTA) joint task force played an important role in drug trafficking indictments of 24 individuals including four Cali Cartel leaders and six United States lawyers, including a former Deputy Assistant Attorney General of the United States. DEA, Customs, FBI, IRS, Bureau of Alcohol Tobacco and Firearms, and State and local agencies leveraged the small federal investment of \$11.6 million for the Miami HIDTA into federal indictments that will save billions of dollars the drug trade costs in crime and health care.
- HIDTA joint task force programs in Los Angeles, New York, Houston and the Southwest border are joined by newly designated task forces in Washington/Baltimore and Puerto Rico/ U.S. Virgin Islands. Federal, State and local law enforcement, treatment and prevention work together to measurably reduce drug trafficking and drug-related violent crime and chronic, hardcore drug use throughout the region. Three new major city task forces will be announced over the next month.

Improved Enforcement Technology

- ONDCP's Counterdrug Technology Assessment Center (CTAC) has established a national counterdrug research and development (R&D) program to coordinate the R&D efforts of all Federal agencies with drug law enforcement missions. This National Program will aid law enforcement agencies at all levels by fostering the introduction of advanced technology in support of the law enforcement mission. Specific technology areas under development by CTAC for law enforcement applications also hold promise for improving anti-terrorism capabilities.

III. Global - Continue to Lead World Fight on Drugs

Dismantling the Cali Drug Cartel

- The President has demanded that the Colombians get tough with the Cali Cartel, and has provided them with modern intelligence-gathering techniques, law enforcement training, and technical support. His approach is paying big dividends.
- The arrests of Cali Drug Kingpins Gilberto Rodriguez Orejuela and Jose Santacruz Londono, and two other important cartel leaders, are major

accomplishments. The Colombians have taken important steps with new laws, legal infrastructure, law enforcement professionalism, and demonstrated political will to seriously challenge the rest of the drug cartels. Tough sentences for Rodriguez Orejuela and Santacruz Londono will be an important barometer.

Turning Up The Heat on Drug Producing and Trafficking Countries Produces Immediate Results

- The President has used his power to pressure drug producing and trafficking countries (decertification) in a tough and smart way. He decertified Colombia, Peru, Bolivia, and Pakistan with a national interest waiver, to show them that the U.S. considers drug trafficking as a serious threat to our national security and that we are dissatisfied with their effort.
- The Colombians and Peruvians immediately stepped up their counterdrug efforts with major arrests and the interdiction and seizure of large quantities of illegal drugs and chemicals during the last six months. Pakistan has extradited a notorious heroin kingpin to the U.S. The fully decertified Nigeria has appointed a drug czar, enacted counterdrug legislation, and extradited some traffickers.

Significant Coca Eradication Shows President's Power

- Peru and Bolivia have made significant improvements in their coca eradication effort: the Peruvian strategy will eradicate 50 percent of its coca crop by the year 2000 and Bolivia has eradicated more than 2,000 hectares of coca since January. Colombia's well established aerial eradication program, has eliminated nearly 25,000 acres of coca and opium poppy crops in 1995 and sent a message to its South American neighbors that it is serious about fighting drug trafficking..

Passed "Shoot down/intelligence sharing" legislation

- Previous administrations had not addressed the legality of shooting down civilian aircraft suspected of being involved in drug trafficking. Despite Republican opposition, we still passed the "shoot down/intelligence sharing" bill that protects individuals in our armed forces from being sued if another country's citizen is killed as a result of the sharing of our information. We now have a set of rules of engagement that in recent cases in Colombia and Peru have been working effectively in tracking and

capturing narcotics trafficking aircraft.

Historic Agreement at Summit of the Americas Fights Drugs in the Hemisphere

- Thirty-four Presidents of countries in this hemisphere have signed an agreement to work together to combat drug trafficking, including production, distribution, and consumption.

IV. Prevention - Maintain Fight Against Casual Drug Use

Overall Casual Use Down

- Casual drug use, or non-addicted drug use, declined substantially. The total number of individuals who use drugs on a casual basis declined from 24 million users in 1985 to 11 million users in 1993. A decline in marijuana use that began after 1979 accounts for most of the success (the number of users declined from 23 million in 1979 to 9 million users in 1993). Declines in cocaine use also contributed greatly to the overall trend, as the number of users declined from 5.3 million in 1985 to 1.3 million in 1993.

Created and signed into law the Safe and Drug Free Schools and Communities Act

- The President used his first veto to save nearly all funding for the only school based federally funded drug prevention program the Republicans voted to cut in half and appear ready to eliminate in FY 1996. Some 40 million students benefitted from education programs about drugs in 94 percent of the schools in the country.

Preventing gangs

- HHS FY 1996 budget includes \$10.5 million for the Youth Gang Initiative Program.
- Treasury's \$7.2 million for the Bureau of Alcohol, Tobacco, and Firearms administers the Gang Resistance Education and Training program (GREAT) where ATF agents work directly with youth to discourage gang involvement.

- Justice Department's Office of Juvenile Justice and Delinquency Prevention funds \$ 139.2 million in programs to prevent and control juvenile delinquency and illegal drug use, gangs and drug trafficking.

Sending Strong "No Use" Message To Kids

- President has spoken out about drugs more than 50 times in the last two years.

Administration Urges Supreme Court To Support School Athlete Drug Testing

- The President had urged the Supreme Court to support school district drug testing of athletes in Vernonia School District v. Acton. The President applauded the Court's decision in favor of testing: "[This] case sends exactly the right message to parents and students: drug use will not be tolerated in our schools."

No Alcohol Use By Minor Drivers

- The President in his June 10th radio address called on Congress to pass the same law as 24 states and D.C., which consider a driver under age 21 to be "driving while impaired" after just one full drink of alcohol. These laws work -- alcohol-related crashes involving teenage drivers are down as much as 10-20 percent in those states. The Senate has passed such a provision and the House is likely to vote on a measure this summer.

V. Treatment

Smart Use of Federal Treatment Dollars Saves America Money

- Expanding treatment for drug users would break the cycle of drugs, crime and violence and proposed \$ 355 million to address the 2.7 million hard core drug-addicted users of cocaine and heroin, who use 80 percent of the drugs and commit the majority of crimes.
- In FY 1995, the President requested \$29 million for Drug Courts to require drug addicted offenders to get treatment or go to prison. The President fought for and saved \$12 million for the program in the rescission bill. For FY 1996 the President has asked for \$150 million for drug courts, an increase of \$121 million. Drug courts can reduce

recidivism and we know that treating drug users can save seven dollars for every one dollar spent.

- The President requested \$267 million for treatment research in FY 1996 to find new medications to block the action of cocaine.
- The Ryan White HIV/AIDS law provide a network of health care services for persons living with HIV infection and AIDS including those infected drug users. For FY 1996 the President requested \$692 million.

Cracking Down

BY JOHN J. DI IULIO JR.

Reckoning: Drugs, the Cities, and the American Future by Elliott Currie

(Hill and Wang, 405 pp., \$25)

The Making of a Drug-Free America: Programs That Work by Mathea Falco

(Times Books, 254 pp., \$22.50)

Against Excess: Drug Policy for Results by Mark A. R. Kleiman

(Basic Books, 474 pp., \$26)

Drug Legalization: For and Against edited by Rod L. Evans and Irwin M. Berent

(Open Court, 355 pp., \$32.95, \$14.95 paper)

The Clinton administration plans to shrink the Office of National Drug Control Policy, also known as the drug czar's office, from nearly 150 staffers to just twenty-five. But as the ONDCP's body shrinks, its head will swell. The next drug czar, we're told, will be elevated to Cabinet-level status. There's a slight historical irony here. In the 1980s it was congressional Democrats, not Reagan-Bush Republicans, who fought for the creation of the drug czar's office. Reagan vetoed a 1983 crime bill he wanted because it contained a drug czar provision. He accepted the drug czar post only as part of a compromise on the Anti-Drug Abuse Act of 1988. That bill enjoyed strong bipartisan support. The "Clinton-Gore Crime and Drug Plan" issued from Little Rock during the campaign highlighted the bill as one of Senator Gore's great achievements.

But let no one stand on ceremony. If the new administration's decision to slash the ONDCP while elevating its head embodies a decision to pause and think about drug policy, then it's a very wise decision indeed. For the truth is that no one—not unreconstructed drug warriors, not legalization advocates, not mainstream critics of the war on drugs—has a well-formulated idea of what to do next. After twenty-five years of debate, precious little is actually known about drug use and abuse and drug-related crime in America. And virtually nothing is known about what, if anything, govern-

ment can do (or refrain from doing) to make things better.

During the Nixon administration, the federal government waged its first war on drugs. Since then each drug war has been progressively more ambitious and expensive. The drug war waged by the Reagan and Bush administrations was the most aggressive and costly of them all. Between 1981 and 1989 the number of adult arrests for illegal drug sale or manufacture quadrupled to more than 400,000. Over the same period, the number of arrests for illegal possession more than doubled to nearly 850,000. Federal spending for drug control rose in constant dollars from about \$1.5 billion to \$6.7 billion. By one estimate, in the 1980s all levels of government spent \$100 billion on drug control.

Experts on drug policy generally agree that the war on drugs has failed. There are many different paths to this conclusion, but most analysts proceed from the same basic reading of the data on trends in drug use and abuse. The consensus is roughly as follows: the number of Americans who use illegal drugs is much lower today than it was in the mid-1980s. There has also been a small decrease in the number of drug-abusing Americans—persons whose frequent or reckless use of drugs results in serious problems for themselves or others (child neglect, spouse abuse, job loss, mental or physical debilities). But drug abuse remains a problem in the inner cities.

Echoing the consensus view, Elliott

Currie insists that there are now "two drug problems in America":

One is the problem of the affluent... and it has been steadily decreasing for many years, for reasons unrelated to the drug war. The other one is the problem of America's have-nots. That problem has grown malignantly in the face of the drug war... The traditional scourge of the inner-city poor—heroin—has quietly spread. And alongside the problems of cocaine and heroin are other dismaying changes: the proliferation of drugs that were barely on the horizon a generation ago, including PCP, methamphetamine, and inhalants; and the devastating link of drug use with AIDS.

The diagnosis sounds reasonable as far as it goes. But the problem with Currie's analysis is that it treats unknowns as givens. The same goes for the analyses of most other leading drug policy analysts. The fact is that survey data on the extent of drug use and abuse in this country are weak and spotty. Even the best estimates of the number of crack-cocaine addicts, for example, are not much more than guesses. And for some drugs, notably heroin, meaningful post-1980 figures are nowhere to be found.

It is also by no means certain that the drug problem is now concentrated or growing mainly or solely among the inner-city poor. For example, a recent Urban Institute study by Ansley Hamid suggests that crack-cocaine use has dropped to a trickle among the young inner-city poor but increased among older and middle-class urbanites. And the relationship between drug abuse and crime remains a chicken-and-egg question. The best empirical studies hint only that drug abuse acts as a "multiplier" of crime: the onset of criminal activity normally occurs prior to drug abuse. Drug abuse only serves to increase the frequency with which some types of offenders commit some types of crimes. Estimates of how much of a multiplier effect drug abuse has on crime are all over the board, and much depends on how one measures "drug-related" crime.

But even if one accepts the consensus reading of the trends, the less than reliable data make it impossible to know whether the war on drugs has had much, little or nothing to do with the national downturn in drug consumption, and equally difficult to fathom what connection, if any, exists between the war on drugs and the condition of the inner cities. Mark A. R. Kleiman offers this intellectually honest if rather defeatist admission about the state of America's drug-and-crime problem: "Public policy toward drugs involves so many unknown, almost unknowable, facts and so many complicated issues of value that any certainty about which of two alternative policies is the better is likely to be misplaced."

Ideological bents aside, there are really just two kinds of drug policy experts: those who know they're skating on empirically thin ice, and those who don't (or who probably do but won't admit it). In at least three areas, the evidence is murkier, and the obstacles to new policies are steeper, than the latter group of experts would have one suppose: international supply-control initiatives, domestic drug law enforcement measures and demand-reduction programs.

Mathea Falco argues that international supply-control initiatives are futile. There is something to be said for this position. The Nixon administration, for example, made vigorous efforts to block the supply of heroin from Mexico and Turkey. During the late 1970s heroin addiction declined. By 1980 Turkey was no longer a supplier and Mexico's share of the U.S. heroin market had fallen dramatically. But the story has an unhappy ending. South and Southeast Asian countries quickly replaced Mexico and Turkey as suppliers for the American heroin market. By 1982 heroin was once again readily available in the United States. Likewise, when the Reagan administration effectively slammed the door on international marijuana smugglers, domestic producers simply increased their production.

Yet there are at least two problems with the way that Falco writes off international supply-control initiatives, one practical, the other analytical. The practical problem is that the global supply of illegal drugs is exploding. According to a recent Brookings Institution study by Stephen Flynn, during the last few years the worldwide production of opium poppy, coca and cannabis has soared. In 1991 cocaine production in Latin America grew by an estimated eighty-five tons. And Eurasia and many other parts of the world have become major suppliers of illegal drugs. The United States has signed numerous bilateral and multilateral treaties that put it at the center of international supply-control efforts. It is hard to imagine how the United States could walk away from these agreements, many of which it twisted foreign arms to get, or how it could ignore the flourishing illegal drug trade overseas.

The analytical problem is that we do not know how much international supply-control initiatives contribute on the margins to reducing the supply of drugs on U.S. streets. Borrowing loosely from research by Peter Reuter of Rand and others, Falco asserts that even if the United States "were to seize half the cocaine coming from South America—a wildly optimistic prospect—cocaine prices would increase by a little more than 5 per-

cent." Since prices are already so low, "such increases would not affect consumption." She adds that "a relatively small volume of drugs can supply our entire market.... Four Boeing cargo planes or thirteen trailer trucks can supply American cocaine consumption for a year."

These assertions are too cocksure. The studies on which they're based acknowledge methodological and data problems that Falco ignores. But let's assume that she's right. One must still consider the marginal drug-consumption reduction benefits of international supply-control measures. As James Q. Wilson has argued, these benefits may well be quite small, but that is no excuse for not weighing them. In *Drug Legalization: For and Against*, Wilson agrees that the Nixon administration's measures against heroin from Mexico and Turkey were ultimately defeated by alternative sources of supply. But Wilson, who chaired Nixon's National Advisory Council on Drug Abuse Prevention, stresses that the three-year heroin shortage caused by these measures interrupted the easy recruitment of new users. He cites a major study that found that most Vietnam veterans who had used heroin while in Southeast Asia "gave up the habit when back in the United States. The reason: here, heroin was less available and sanctions on its use were more pronounced."

On the effects of anti-drug law enforcement efforts, Falco parrots the drug war critics' party line. "Record numbers of arrests," she asserts, "have not diminished violent crime, addiction and urban blight." Currie goes further. He declares that the failure of the "punitive" drug wars is "devastatingly obvious":

The failure of American drug policy is depressingly apparent. Twenty years of the "war" on drugs have jammed our jails and prisons, immobilized the criminal justice system in many cities, swollen the ranks of the criminalized and unemployable minority poor and diverted desperately needed resources from the other social needs.

But there is no factual basis for Falco's and Currie's confidence that law enforcement efforts have been all cost, no benefit. Wilson summarizes studies that found a reduction in heroin use among young blacks in Harlem: "Why did heroin lose its appeal for young people? When the young blacks in Harlem were asked why they stopped, more than half answered 'trouble with the law' or 'high cost' (and high cost is, of course, directly the result of law enforcement)."

In fact, it is not unreasonable to argue exactly the opposite of what Currie and Falco do, namely, that the problem with the "get-tough" approach of the last twenty-five years is that it hasn't actually been followed. Despite mandatory sen-

tencing laws, most drug offenders and other felons continue to spend only a fraction of their sentences behind bars. In 1986 the median time served in confinement was fifteen months, the same as it was in 1976. In 1984 most felons served less than half of their time behind bars.

Indeed, while imprisonment rates (the number of prisoners divided by the total U.S. population) have soared, what might be termed "punitivity rates" (the number of prisoners divided by the number of crimes for which people may be sent to prison) most certainly have not. The number of commitments to state prisons for each 1,000 serious crimes was 163 in 1960, 100 in 1970, 134 in 1980 and 131 in 1989. Between 1975 and 1986 the number of days a criminal could expect to stay in prison was about one-fifth what it was in 1960. And in many states, the likelihood of a convicted felon being sentenced to prison has remained under 50 percent for all crimes except homicide.

The risks of going to prison for drug crimes may be especially low. Based on a survey conducted in Washington, D.C., Reuter has calculated that a drug dealer who makes 1,000 transactions in the course of a year faces an imprisonment risk per transaction of only about 1 in 4,500—much lower than the risks associated with other crimes, such as burglary and robbery. A prisoner self-report survey in 1990 found that the average number of unpunished drug offenses committed each year by the typical prisoner ran into the hundreds. Perhaps this helps to explain why more than half of the prisoner-respondents agreed that experienced criminals "never seriously think about going straight."

Thus the arrest and imprisonment binge of the 1980s can just as well be viewed as mild relief from a starvation diet that began in the 1960s and early 1970s. Currie's and Falco's notion that inner-city citizens would be better off with even less criminal justice action against the predatory street punks and drug gangsters in their midst borders on the fanciful. Like Currie and Falco, Kleiman doubts that stepped-up enforcement efforts would make much of a difference. But he is at least open to the evidence that "the benefits to potential victims of confining the average predatory criminal" may exceed the costs. And he acknowledges that "the law enforcement system is most inadequate where

poor people live and least likely to take seriously crimes against them or occurring in their neighborhoods."

When it comes to putting something in place of the war on drugs, Falco opts for a new generation of "demand-reduction" policies. She makes her case by stringing together anecdotes about "programs that work"—prevention programs for elementary and secondary schoolchildren; treatment programs for addicted criminals; education programs sponsored by corporations; and take-back-the-streets programs forged between neighborhood groups and local police. She insists that "a drug-free America is within our grasp" because "we have learned how to reduce demand successfully."

I wish that Falco was right, but she's not. The plural of anecdote is data, but there is no solid evidence that successful drug education, prevention and treatment programs can be duplicated widely. Her inspiring vignettes do nothing to alter this unfortunate reality. So far as anyone can tell, successful programs depend on the lucky accident of caring and competent providers. The talents, energies and ethics of the people who make these programs work do not travel well and cannot be cloned by policy fiat, however well intentioned.

The one exception seems to be prison-based drug treatment programs. Over the last five years, the federal prison system developed a multidimensional (education, counseling, after care) drug treatment program that has benefitted thousands of inmates. With only slight federal assistance, many states have followed suit. More and better prison-based drug treatment programs are surely needed.

By 1990 state prisons had more than 100,000 drug education and counseling slots, and many systems reported a surplus of spaces. But all slots are not created equal. There is tremendous state-by-state variation in how the treatment needs of prisoners are assessed and handled behind bars. Data are shaky, but most research finds that anywhere from 40 to 80 percent of arrestees and prisoners have used or abused drugs at some point in their adult lives. Thus, were all states to follow the federal system's drug classification and treatment protocols, my rough guess is that we'd probably need at least 450,000 slots nationwide for a total prison population of around 900,000.

Inexplicably, Falco seems unaware of the promise in prison programs, misplaying the evidence on all sides. She cites only one narrowly focused General Accounting Office report that concluded that drug treatment in federal prisons is

inadequate, and that most prison-based drug treatment programs are ineffective, despite plenty of other research to the contrary. She laments Americans' "ambivalence toward 'treating' criminals even when their crimes are directly related to addiction," adding that "Americans are reluctant to approve any additional spending for the already costly criminal justice system." But every opinion survey shows strong public support for treating addicted criminals, and increased spending on criminal justice remains highly popular.

Currie doesn't share Falco's faith in programs as the answer to the nation's drug-and-crime dilemma. He rejects all "traditional strategies" (law enforcement, treatment, legalization, international interdiction). Finding what he thinks are profound policy lessons buried in outdated urban sociology textbooks, he claims that the only way to save "the American future" is by a complete overhaul of the cities' social and economic structures.

Currie proposes that this overhaul be accomplished by massive public infrastructure spending, tax reform, health and welfare reform and a few other major policy changes that, if enacted, would make the Great Society look like a rider to a National Monuments Service appropriations bill. His hugely expensive recommendations are politically impossible. They are tantamount to a loud paleoliberal whine that will produce nothing.

Kleiman's virtues as a policy analyst are his undoing as a policy adviser. Overly mindful of the ambiguities in the evidence, he dishes out a bunch of drug policy vanillas—"low-arrest strategies," higher taxes on alcohol, nicotine and (maybe) marijuana, and a vaguely worded call for a new legal category of "grudgingly tolerated vices." On cocaine, heroin and other substances that have a "high ratio of problem abuse to total use," he tips his hat to the status quo.

Given the limited state of knowledge, what should the next drug czar, feet elevated firmly on the Cabinet table with twenty-five staffers at hand, do? If he or she wants to gain some real intellectual leverage on the job, I would suggest two things. First, confront openly the \$64,000 questions about the efficacy of anti-drug law enforcement. As the drug legalization advocate Ethan Nadelmann has observed, there are a certain number of citizens for whom drug laws represent the principal bulwark between an abstemious relationship with drugs and a self- and other-destructive one. Whatever direction the next drug war takes, it would be immensely useful to know more about the likely magnitude

and composition of this vulnerable population.

The intellectual climate is right for such a probe. Contrary to the impression left by Falco and Currie, today's leading voices for and against drug legalization make no claims about their ability to predict what any given form of legalization might bring. Nadelmann admits that the variables are too numerous and our analytical tools too paltry to know whether legalizing some or all drugs would do more harm or good. Wilson concedes that it's impossible "to know what our society would be like if we changed the law to make access [to illegal drugs] easier." Although he believes strongly (as I do) that legalizing drugs would probably have disastrous social consequences, he admits, "I may be wrong. If I am, then we will needlessly have incurred heavy costs in law enforcement and some forms of criminality."

Whatever the future direction of drug policy in this country, some good might come from debating the legalization option more openly than it has been so far. At a minimum, it might help to clarify the costs and benefits of alternative drug control policies and mop up some popular misconceptions in the bargain. Let me offer just two examples.

Legalization advocates are hardly alone in believing that the war on drugs has placed tens of thousands of petty first-time drug-law violators behind bars. Not so. In 1991 more than 93 percent of all state prisoners were violent offenders, repeat offenders (one or more prior felony convictions) or violent repeat offenders. The vast majority of "drug" criminals behind bars were convicted of sale or manufacture, not simple possession, and had prior criminal records. Many of them would be and should be incarcerated even if the anti-drug laws did not exist.

On the other hand, drug legalization experts are almost certainly right in questioning the general deterrence value of anti-drug law enforcement. By locking up serious drug criminals, society buys protection from the crimes (and not just drug crimes) that these particular offenders would have committed if they were free. That alone may make imprisoning them well worth the price. But drug warriors have greatly underestimated the extent to which drug offenders taken off the streets are immediately replaced by others.

In addition to debate, the new drug czar might use his or her bully pulpit to encourage states and localities to enforce existing anti-drug laws. I'm not talking about "getting tougher." I'm talking

about changes in enforcement strategies and correctional practices that would keep serious drug-law violators behind bars for 70 percent to 80 percent of their terms in accordance with the mandatory sentencing laws that are now on the books in many jurisdictions. As it now stands, fewer than half of those convicted of drug trafficking are sentenced to prison. In 1988 the average maximum sentence imposed on drug traffickers was five-and-a-half years. But the estimated time actually served by drug dealers was just twenty months, or less than one-third of the average maximum sentence length. Briefly, this "radical experiment"—the serious enforcement of existing laws—would involve at least three steps.

First, we need to put at least 100,000 more cops on foot patrol in the inner cities. The federal government can and should pay for it. I'm all for community policing, but let's recognize that cops are not community kibitzers with badges. They are trained and authorized to use force in detecting and arresting people who break the law. Second, prosecutors and judges would need to tighten the screws on drug-law violators who are used to copping pleas to lesser charges and spending little or no time locked up. And, third, while we have offenders in hand, let's make participation in well-structured drug treatment programs a condition of any type of furlough and any form of early release or parole. The federal government should mandate these programs, and pay for them, too. Whatever else may be true about the nation's drug and crime problem, there is no practical or moral substitute for ridding poor inner-city neighborhoods of people who assault, rape, rob, burglarize, deal drugs and murder. The law-abiding people who live in these places demand and deserve such protection.

Finally, would-be drug czars take note: only three cents of every government dollar goes for criminal justice agencies. The federal government spends barely a penny of every dollar on justice. With the connivance of former OMB chief Richard Darman, Bush routinely halved the spending requests of the first drug czar, William Bennett. A "drug-free America" is not possible. But it may yet be possible, and highly affordable, to devise ways of better protecting inner-city Americans from drug punks, street gangsters and other criminals.

JOHN J. DI IULIO JR. is professor of politics and public affairs at Princeton University, and a senior fellow at the Brookings Institution.

TALKING POINTS

- Title 21 [federal drug enforcement authority] cross-designation of US Customs agents by DEA has not been easy and indeed has been a subject of friction over the past few years.
- DOJ, and, in our opinion, Treasury, are confident that this source of strife will be eliminated in the very near future.
- Both Departments and the respective agencies, DEA and Customs, are working more cooperatively and with greater mutual trust than ever before.
- For example, just yesterday, on behalf of DOJ, I signed an Memorandum of Understanding [which will be signed by Ron Noble and by the Postmaster General's designee], that establishes a means of coordinating the US law enforcement agencies' international drug money laundering investigations.
 - The MOU requires any agency contemplating an international drug money laundering investigative activity to share the background information and the specifics of the proposed activity with representatives of all the other agencies in order
 - to enhance the efficiency of investigations and potential for success of ultimate prosecutions, and
 - to avoid duplicative or conflicting activities that might put agents and cases in jeopardy and place our relations with the foreign country at risk.
- The next topics to be resolved between the Departments are the Title 21 cross-designation issue and the need to have all agencies follow procedures consistent with the Attorney General's guidelines for undercover operations.
 - These topics are inter-related -- there should be no impediment to the approval of cross-designations when all agencies agree to adhere to consistent guidelines in their undercover operations.
 - For DOJ's part, I am prepared to ensure that the cross-designations will occur with ease once the AG guidelines are adopted by the Treasury components.
- In the context of our increasingly cooperative relationship and on the heels of yesterday's **momentous** agreement, DOJ is confident that the Title 21 cross-designation issue will be expeditiously resolved to both Departments' satisfaction.

TALKING POINTS - explanatory notes

- The sticking point for this next agreement will be the undercover operation review process -- in the FBI and DEA, it is centralized and very demanding; in Customs and the IRS, it is more regional than centralized and, apparently, honored more in the breach
 - Note: the undercover review process is limited to major investigations that involve "sensitive circumstances" -- such as, targeting of attorneys, government officials, et al., the deposit and use of drug trafficker funds to offset operating expenses, the giving of false testimony, among others
- Of particular concern to DOJ -- the CrimDiv and FBI and DEA -- is the need to have prosecutorial participation in the review process.
 - Both FBI and DEA require the relevant U.S. Attorney to confirm in writing his/her support for the operation and a commitment to pursue meritorious prosecutions;
 - Both include CrimDiv attorneys on the undercover review committee.
 - Having these two prosecutorial requirements ensures that the cases (i) will have the necessary participation and lawyer oversight locally [so that there will be no major "open-ended" investigations of a sensitive nature being conducted in the district unknown to the local USAO]; and (ii) will have some level of uniformity of prosecutorial review for all districts
 - The agencies, FBI and DEA, are the strongest advocates for these requirements, because in the end they give the agencies and agents some "cover" in later civil liability or governmental "overreaching" challenges
 - FBI has already offered to have a Treasury lawyer participate on the FBI undercover review committee.
- The Treasury agencies are reluctant to open their investigations to this further level of review.
- At the same time, the Treasury agencies are and have been involved in investigations that would embarrass all federal law enforcement if exposed [e.g., IRS has allowed an informant to launder more than \$300million in what we believe are drug proceeds, to keep the trafficker paid fees for laundering, and no prosecutions of any merit have directly resulted]; the prosecutorial participation should help to avoid these excesses in the future.

TALKING POINTS

- Title 21 [federal drug enforcement authority] cross-designation of US Customs agents by DEA has not been easy and indeed has been a subject of friction over the past few years.
- DOJ, and, in our opinion, Treasury, are confident that this source of strife will be eliminated in the very near future.
- Both Departments and the respective agencies, DEA and Customs, are working more cooperatively and with greater mutual trust than ever before.
- For example, just yesterday, on behalf of DOJ, I signed an Memorandum of Understanding [which will be signed by Ron Noble and by the Postmaster General's designee], that establishes a means of coordinating the US law enforcement agencies' international drug money laundering investigations.
 - The MOU requires any agency contemplating an international drug money laundering investigative activity to share the background information and the specifics of the proposed activity with representatives of all the other agencies in order
 - to enhance the efficiency of investigations and potential for success of ultimate prosecutions, and
 - to avoid duplicative or conflicting activities that might put agents and cases in jeopardy and place our relations with the foreign country at risk.
- The next topics to be resolved between the Departments are the Title 21 cross-designation issue and the need to have all agencies follow procedures consistent with the Attorney General's guidelines for undercover operations.
 - These topics are inter-related -- there should be no impediment to the approval of cross-designations when all agencies agree to adhere to consistent guidelines in their undercover operations.
 - For DOJ's part, I am prepared to ensure that the cross-designations will occur with ease once the AG guidelines are adopted by the Treasury components.
- In the context of our increasingly cooperative relationship and on the heels of yesterday's **momentous** agreement, DOJ is confident that the Title 21 cross-designation issue will be expeditiously resolved to both Departments' satisfaction.

TALKING POINTS - explanatory notes

- The sticking point for this next agreement will be the undercover operation review process -- in the FBI and DEA, it is centralized and very demanding; in Customs and the IRS, it is more regional than centralized and, apparently, honored more in the breach
 - Note: the undercover review process is limited to major investigations that involve "sensitive circumstances" -- such as, targeting of attorneys, government officials, et al., the deposit and use of drug trafficker funds to offset operating expenses, the giving of false testimony, among others
- Of particular concern to DOJ -- the CrimDiv and FBI and DEA -- is the need to have prosecutorial participation in the review process.
 - Both FBI and DEA require the relevant U.S. Attorney to confirm in writing his/her support for the operation and a commitment to pursue meritorious prosecutions;
 - Both include CrimDiv attorneys on the undercover review committee.
 - Having these two prosecutorial requirements ensures that the cases (i) will have the necessary participation and lawyer oversight locally [so that there will be no major "open-ended" investigations of a sensitive nature being conducted in the district unknown to the local USAO]; and (ii) will have some level of uniformity of prosecutorial review for all districts
 - The agencies, FBI and DEA, are the strongest advocates for these requirements, because in the end they give the agencies and agents some "cover" in later civil liability or governmental "overreaching" challenges
 - FBI has already offered to have a Treasury lawyer participate on the FBI undercover review committee.
- The Treasury agencies are reluctant to open their investigations to this further level of review.
- At the same time, the Treasury agencies are and have been involved in investigations that would embarrass all federal law enforcement if exposed [e.g., IRS has allowed an informant to launder more than \$300million in what we believe are drug proceeds, to keep the trafficker paid fees for laundering, and no prosecutions of any merit have directly resulted]; the prosecutorial participation should help to avoid these excesses in the future.



August 2, 1995

Memorandum for the President

From Joseph A. Califano, Jr.

Subject: Illegal Drug Policy Suggestions

152 West 57th Street
New York, NY 10019-3310

phone 212 841 5200
fax 212 956 8020

Board of Directors

Joseph A. Califano, Jr.
Chairman and President

James E. Burke

James Dimon

Betty Ford

Douglas A. Fraser

Barbara C. Jordan

Donald R. Keough

LaSalle D. Leffall, Jr., M.D.

Manuel T. Pacheco, Ph.D.

Nancy Reagan

Linda Johnson Rice

E. John Rosenwald, Jr.

George Rupp, Ph.D.

Michael P. Schulhof

Frank G. Wells (1932-1994)

Following up on our discussion at the luncheon on July 7th, here are suggestions for a full court press on illegal drugs.

Above all, you should characterize the war against drugs for what it is: a battle for our children. An adolescent who makes it through the big ten years--from age 10 to age 20--without using illegal drugs is virtually certain never to do so.

There is no tension between supply reduction (cops, interdiction, imprisonment, punishment) and demand reduction (cutting the desire and market for drugs). The policy objective should be to prevent Americans from using and becoming addicted to illegal drugs and to free those who become hooked from their dependence.

With this objective, reducing the availability of drugs is a key partner to preventing drug use via parental guidance and anti-drug education. And we can see the importance of using punishment (or its threat) as a way of getting addicts into treatment to end their dependence and the criminal activity it spawns.

Based on our substantive research and survey of American attitudes, I believe the following policy suggestions would have an impact on the drug problem in the U.S., would be well-received by the public, and would put you out front on the drug problem.

- ✓● Order the FBI and other federal law enforcement agencies to give top priority to police activity that will keep drugs out of the hands of our children and ask the governors and mayors to give similar orders to law enforcement officers under their jurisdiction.
- ✓● Ask prosecutors and judges to give top priority to cases involving offenders who deal drugs to children.



- Make drug-free communities for our children a reality, not just a sign on the street proclaiming a drug-free zone that our kids know doesn't exist. Encourage tough local law enforcement and citizen involvement to get rid of street dealers.
- ✓ ● Provide federal funds for police only to cities that enforce drug laws throughout their jurisdictions. End our tolerance of drug bazaars in Harlem, southeast Washington and south-central Los Angeles that would quickly be swept away on New York's Upper East Side, in Georgetown and in Beverly Hills.
- Establish a standard of zero tolerance in the classroom and throughout schools. In the recent CASA survey conducted by Luntz Research, kids said that more anti-drug programs in schools would help teens stay off drugs. If we fail to listen to them, the phrase "drug-free schools" will become an oxymoron, if it isn't already. Cutting the drug-free school program condemns thousands of American children to drug use and dependency.
- Train teachers, parents and clergy to spot the early signs of drug abuse by kids and to offer them help. Teachers, parents and clergy need to learn how to talk to kids about drugs, how to detect the signs of abuse and what to do if they see them. The sooner we reach kids, the more likely they are to get off drugs.
- ✓ ● Urge parents to limit the time their children spend unsupervised. Parents can encourage their children to join sports teams, participate in after-school activities and volunteer for church groups or community organizations. They can plan drug and alcohol-free activities for children on weekends and during vacations, when kids are most likely to be idle and bored.
- Keep cigarettes out of the hands of children by encouraging enforcement of laws prohibiting sales to minors, outlawing vending machines and curbing advertising that appeals to children. We know that children who smoke are 19 times likelier to use cocaine and 12 times likelier to smoke marijuana.
- Launch a major campaign to alert Americans to the serious dangers of marijuana (which you discussed at lunch), a drug that the entertainment industry often depicts as harmless. The long-term decline in smoking and the fact that more Americans consider tobacco dangerous than consider marijuana dangerous is testament to the effectiveness of the national public education campaign



against tobacco. You should launch a similar campaign to prevent marijuana use.

- Get the message out not just about the dangers of marijuana, but about the lifestyle it augers. Kids who smoke pot are much more likely to have sex and to have it without a condom, putting them at risk of pregnancy before high school graduation--the surest way to spend a life in poverty--and sexually transmitted diseases like AIDS. Pot impairs short-term memory, judgment, attention span and motor skills just when our kids need to learn, make tough decisions and drive a car safely.

- ✓ ● Speak out against the glamorization of drugs in movies, television shows, magazines and music. Challenge the entertainment industry to refuse payments from alcohol and tobacco companies who offer to pay to have characters smoke and display their brands in movies and on television.

- Subject welfare recipients, prison inmates and parolees with a history of substance abuse to random drug tests and fund the treatment they need. Conservatives who preach an end to criminal recidivism and welfare dependency must recognize that reincarceration and removal from the welfare rolls for those who test positive is a cruel Catch-22 unless treatment is available. Liberals must recognize that getting off drugs is the best chance these individuals (and their babies) have to enjoy their civil rights.

- ✓ ● Cut off welfare payments to addicts and alcoholics who refuse to seek treatment. As employers and health professionals know, addicts need lots of carrots and sticks, including the loss of job and income, to get the monkey off their back.

- ✓ ● Grant federal funds to state and federal prison systems only if they provide drug and alcohol treatment and after-care for all inmates who need it. America's prison population shot past one million in 1994 and will double soon after the year 2000. With most offenders committing drug- or alcohol-related crimes, it's no wonder 80 percent of prisoners have prior convictions. Key to ending recidivism and reducing prison costs is getting these offenders to stay off drugs and alcohol.

- * ● Require drug and alcohol addicts on parole or probation to go regularly to treatment and after-care programs.



- Replace the host of indiscriminate mandatory sentences with just one: *no alcohol or drug abusers will be released from prison until they demonstrate a year of sobriety after treatment.*
- Encourage judges with lots of drug cases to employ public health professionals, just as they hire economists to assist with anti-trust cases.
- Cover the costs of drug and alcohol treatment and after-care for Medicaid recipients who need it and encourage private health insurers to do the same for their beneficiaries.
- Make sensible, long-term investments in basic research on prevention and treatment of substance abuse and addiction. This year the National Institutes of Health will spend nearly \$5 billion on research for cancer, cardiovascular disease and AIDS, but only about 10 percent of that amount for research on all substance abuse, the largest single cause and exacerbator of those three killers and crippers.
- Direct the Secretaries of State, Defense and Treasury and the Attorney General to make keeping drugs out of this country a central element of our foreign and defense policy.
- Put money-laundering high on the agenda of the next Economic Summit.
- Give a major Presidential address outlining your program and making the overarching point that every individual and institution in America has a responsibility to combat drug abuse. Emphasize the importance of factors that (as seen in CASA's survey) characterize kids who are unlikely to do drugs: religious involvement, hope for their future (expecting to do as well as or better than their parents), parental supervision and engagement in their lives, and viewing marijuana as dangerous. As President you commit to provide an environment in which we can win the battle to protect our children from illegal drugs, but if we are to win the war, every American individual and institution has to get involved.

I hope these suggestions are helpful.



U.S. Department of Justice

Office of Public Affairs

DRAFT

Washington, D.C. 20530

FACT SHEET:
JUSTICE DEPARTMENT EFFORTS TO FIGHT DRUG ABUSE

BUDGET AUTHORITY: In its FY97 budget request, the Justice Department asked for an 11 percent increase in funding for the fight against drugs, including an 18 percent boost in DEA's law enforcement resources.

Details Among other things, it will pay for:

- putting 60 new DEA Mobile Enforcement Teams (MET) agents on the street,
- hiring 104 new agents and 75 new U.S. attorneys to fight Southwest border drug trafficking,
- opening a new a DEA office in South Africa to fight heroin smuggling, and boost DEA's crime-fighting infrastructure,
- more than \$100 million to pay for more drug courts and drug treatment grants.

ENFORCEMENT AT HOME: The Justice Department's drug enforcement strategy is designed to disrupt and dismantle the infrastructure of trafficking organizations operating in the United States -- with special focus on tougher cases that yield more payoff in fighting drug trafficking.

Results

- There are about 48,000 convicted drug dealers in federal prisons -- three fifths of the total federal inmate population and the highest number in history.
- Drug case filings by U.S. Attorneys jumped more than 12 percent in FY95.
- The Department has filed more tough OCDETF cases, prosecuted more of the worst offenders, sought and gotten more Title III wiretaps, sought and got longer sentences drug defendants, and is spending more time on longer cases.
- The President has announced a "one-strike and you're out program" for those who sell drugs and commit crimes in public housing.
- The Administration has funded 33,000 cops to the streets of America to fight violence and drug trafficking -- part of President Clinton's commitment to put 100,000 police officers on the street to fight drugs and crime.

DRAFT

ENFORCEMENT ABROAD: The Administration and Attorney General Reno have stepped up federal efforts to engage other countries support in fighting drug trafficking.

Results

- President Clinton this year decertified Colombia's foreign aid over drug issues.
- After intensive consultations with Mexican authorities, drug lord Juan Garcia Abrego was arrested and turned over to U.S. authorities this winter.
- With Justice Department leadership, bilateral investigations resulted in the dismantling of the Cali Mafia by the Colombian National Police.
- The flow of heroin from Southeast Asia was dramatically disrupted after the arrest of a high ranking member of the Shan United Army involved in heroin trafficking.

DRUG TESTING: In December, President Clinton announced a plan to drug test all federal arrestees prior to pre-trial release decision, seek appropriate sanctions for arrestees who fail these tests, and encourage states to adopt similar drug testing policies. The Department is also studying the expanded use of urinalysis, hair analysis, sweat patches, and other drug use detecting techniques, to find the most cost effective ways of determining and monitoring drug using behavior.

DEPORTING ALIEN DRUG DEALERS: The Department has worked hard to deport criminal aliens and reimburse states for the cost of their incarceration.

Results

Nearly 94,000 criminal aliens, including at least 51,000 drug offenders, have been deported since 1993.

DRUG COURTS: The 1994 Crime Act authorized \$1 billion through the year 2000 to support state and local drug courts, which require non-violent offenders to undergo mandatory, periodic drug testing, mandatory substance abuse treatment, and face penalties if they don't show satisfactory progress.

Results

Drug courts work: in Miami, they cut recidivism by 33 percent, and a drug court in Baltimore cut expected rearrests by 50 percent. The Justice Department has given \$8.5 million for 65 grants to help communities establish and expand drug courts.

BYRNE GRANTS: Byrne grants fund successful programs for fighting drugs and violent crime at the state and local level.

Results

Recent Byrne drug-fighting grant projects include:

- A training program for law enforcement investigating clandestine drug labs
- regional intelligence and coordination programs,
- a multi-jurisdictional crackdown on organized drug crime,

DRAFT

- financial investigations to trace and stop the money flows behind drug trafficking.

BOOT CAMPS: Boot camps help some young offenders back on the right track by providing a quasi-military program similar to a military basic training program that helps instill discipline, routine, and respect for authority. The 1994 Crime Bill provides \$____, and the Justice Department has awarded 43 grants totaling \$21 million to states and localities to plan and build boot camps.

WEED AND SEED: Weed and Seed grants help communities devise strategies to fight drugs, violence and gang activity in high-crime neighborhoods. The Justice Department has provided more than \$57 million to 36 communities in the past two years.

DARE: DARE programs help educate young people about life-skills and keep them off of drugs. The Department has provided more than \$3 million to DARE AMERICA in the past 2 years to fund training programs for DARE officers across the country.

###

United States Senate

OFFICE OF THE REPUBLICAN LEADER

WASHINGTON, DC 20510-7400
36 FEB 23 49:00

February 26, 1996

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

As you know, I have been highly critical of your Administration's antidrug policies. One of your first official acts as President was to fire more than 80 percent of the staff in the White House Office of National Drug Control Policy, the "drug czar's" office. Drug prosecutions by the Justice Department have dropped dramatically and the interdiction effort--the process by which drugs are seized before they reach our shores--has waned. Sadly, the most memorable voice in your Administration on the drug issue has been that of a Surgeon General who apparently believes the most effective way to fight illegal drugs is to legalize them.

Nevertheless, there are some signs of hope: I applaud your recent appointment of General Barry McCaffrey to head up the drug czar's office. General McCaffrey has the discipline and the commitment to reinvigorate the federal antidrug effort, despite the limited resources available to him. I also want to commend you for your recent statements warning the public about the disturbing increase in teenage drug use, which has nearly doubled since 1992. All of us in positions of authority--parents, teachers, coaches, religious leaders, and yes, politicians--must be willing to say over and over again that drug use is wrong. Our children will listen to this message, but they must hear it first.

You will soon have another opportunity to exercise leadership in the fight against drugs. As you know, the Foreign Assistance Act requires you to certify to Congress whether or not Mexico has "cooperated fully" with the United States in combating the production and shipment of illegal drugs into the United States. The deadline for this certification, March 1, is fast approaching.

Mexico has regrettably compiled a record of indifference and even outright complicity in the drug trade. Today, approximately 70% of the 400 tons of cocaine entering the United States annually comes across the border with Mexico. An estimated 25% of the heroin consumed in the United States enters our country through Mexico, including the black-tar variety produced in Mexico. Mexicans are also widely acknowledged to be the leading

U.S. distributors of methamphetamine, commonly known as speed; from mid-1993 through early 1995, Mexican traffickers reportedly produced at least 150 tons of methamphetamine for shipment to the United States.

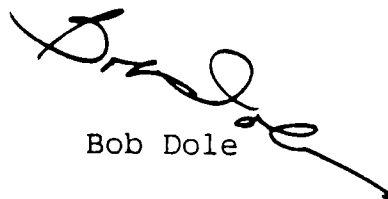
The sad truth is that some Mexican officials are intentionally turning a blind eye to the growing power of the major Mexican drug cartels and to their increasing cooperation with Colombian drug traffickers. Although the Mexican government recently apprehended drug lord Juan Garcia Abrego with U.S. assistance, even the Mexican Attorney General has confirmed that a number of his key prosecutors have been on the payroll of the drug cartels. In the words of your own Administrator of the Drug Enforcement Administration, Mexican drug traffickers are producing their own heroin, speed, and marijuana, and they have "entered into an unholy alliance" with the Cali cartel of Columbia.

According to press reports, your Administration is divided on the issue of whether to certify Mexico under the Foreign Assistance Act. If we are to be honest, we cannot credibly say that the government of Mexico has "cooperated fully" with the drug enforcement effort. If you choose to use your authority to grant a national interest waiver, it is essential that we make clear that the government of Mexico must do more to combat the flow of illegal drugs across our common border.

Of course, the United States has an interest in stabilizing the Mexican economy through well-monitored and mutually beneficial trade. But we cannot allow Mexico to continue to ship hundreds of tons of the drug poison into our country with impunity. We must never lose sight of the devastating effects of drugs on our society, and especially on our nation's youth. Drug use has an insidious reach that does not stop with the abuser--it reaches out and undermines the very social fabric of our nation. The rising availability of drugs has meant more drug-related deaths, more juvenile crime, more unsafe schools, and more broken families across America.

Accordingly, I call upon you to state clearly and emphatically that Mexico has not cooperated fully with U.S. counternarcotics efforts.

Sincerely,

A handwritten signature in black ink, appearing to read "Bob Dole", with a long, sweeping flourish extending from the end of the name.

Bob Dole

Dear Mr. Leader:

I appreciate your support in your February 26 letter for my appointment of General Barry McCaffrey as the new Director of the Office of National Drug Control Policy, as well as for my recent statements about the disturbing increase in teenage drug use.

As you know, I consider illegal drug trafficking to constitute an insidious threat to U.S. national security. I said at General McCaffrey's swearing-in that it is as much a threat to our security as any outside enemy is today. I am firm in my resolve to combat and eliminate this threat, and General McCaffrey has my unequivocal mandate to do so.

In my recent narcotics certification decisions under the Foreign Assistance Act, I faithfully applied the essential test under the law: is the Government cooperating in fighting narcotics or is the Government part of the problem. The contrast is clearest when comparing my decisions on Colombia and Mexico.

As you know, I decertified Colombia for U.S. assistance. Despite valiant efforts of many in the law enforcement community and the military, despite many deaths of real heroes, the Government itself is not fully cooperating. In fact, it has tried to block cooperation.

In Mexico, the situation is the reverse. There is a new Government that inherited a terrible drug problem. The Government of President Zedillo is cooperating. For the first time, a Mexican President has made clear that drugs are the number one national security problem for Mexico. He has appointed an Attorney General from the opposition party who is energetically and courageously attacking the problem.

There is not the vigorous police enforcement in Mexico that there should and must be. But President Zedillo and his new team are cooperating to get at the police corruption. For the first time, he is using the military effectively in the war against drugs.

We will work intensively with Mexico to support the efforts of the Government to crack down harder, including on methamphetamine production. I have asked General McCaffrey to make this his first priority, and this month he is leading a high level mission to Mexico, at President Zedillo's invitation.

My decision to deny certification to Colombia and grant certification to Mexico shows our commitment to bring to bear U.S. law against those countries--such as Colombia--which are not taking adequate steps to fight drugs, and to support those strong leaders--like President Zedillo of Mexico--who are taking courageous measures.

I hope that Congress will work with me to advance our vigorous antidrug efforts and ensure that adequate resources, which as you note are limited, are available to General McCaffrey. I have asked General McCaffrey to prepare a notice to Congress to reprogram and transfer \$250 million in FY 1996 Department of Defense funds for counternarcotics purposes, which would restore some of the funds Congress has cut for interdiction.

I hope that Congress support this effort as well as my supplemental request for \$3.4 million in additional funds to enable General McCaffrey to build ONDCP into the dynamic organization we both envisage.

Drug use and crime are down in every segment of our society except one -- our young people, our most precious resource. That makes our battle more difficult and more important. I worked hard for the V-chip and the television rating system to stop the glorification of drugs in our popular culture. We're working to get hard core drug users off the street and into treatment. We've put more police on the street and increased the number of drug prosecutions over the past year. And for those who say we should throw in the towel and just make drugs legal, I say, not on my watch. I don't believe in that.

I look forward to our continued cooperation on these vital issue.

Sincerely,

The Honorable Robert Dole
Majority Leader
United States Senate
Washington, D.C. 20510

The budget provides a 10.7 percent increase in the \$18.6 billion budget includes \$4.8 billion from the Violent Crime Reduction Trust Fund, established in the Violent Crime Control and Law Enforcement Act of 1994.

DRUG CONTROL, VIOLENT CRIME, ILLEGAL IMMIGRATION

DRUG CONTROL

To control the flow of illegal drugs, the total Department resources dedicated to the fight against drugs will **increase by 11 percent**, or \$704 million, from an estimated \$6.437 billion in FY 1996 to \$7.141 billion in FY 1997, including growth in both direct Federal and State and local assistance. Of this amount, DEA's law enforcement resources will **grow by 18 percent**, or \$156 million, from **\$852.9 million** in FY 1996 to **\$1.009 billion** in FY 1997. Specific program increases are as follows:

Federal Law Enforcement Initiatives

- **\$5.9 million** for 60 special agents to enhance-DEA's Mobile Enforcement Teams (MET) Program to continue the comprehensive response to drug-related violent crime on our Nation's urban streets and rural neighborhoods. This initiative builds on the existing Mobile Enforcement Teams established last year to address the growing threat of gang related drug violence.
- **\$632,000** and two special agents to combat heroin trafficking by opening a DEA country office in Pretoria, South Africa. A DEA presence in this major heroin transshipment area is a critical link in the effort to control Nigerian and other traffickers who increasingly use South Africa to smuggle illegal drugs into the United States.
- **\$70.81 million** in DEA infrastructure enhancements including: \$19.43 million for advanced computer automation equipment (projects FIREBIRD and MERLIN) to

*** ACTIVITY REPORT ***

TRANSMISSION OK

TX/RX NO.

6104

CONNECTION TEL

97765549

CONNECTION ID

START TIME

03/27 13:24

USAGE TIME

08:33

PAGES

12

RESULT

OK

Copyright 1995 The Post and Courier (Charleston, SC)
The Post and Courier (Charleston, SC)

September 13, 1995, Wednesday, POST AND COURIER EDITION

SECTION: A, Pg. 17

LENGTH: 985 words

HEADLINE: Police note juveniles have less respect today

BYLINE: DAVID W.; MacDOUGALL Of The Post and Courier

BODY:

Children today have less respect for others and much more freedom than children did a generation ago, local law enforcement officials said Tuesday in response to reports of a statewide increase in violent crime among juveniles.

Arrests of youths 16 and younger for crimes such as murder, rape, robbery and aggravated assault rose 22.5 percent from 1993-94. During the past five years, those arrests rose 149 percent, the State Law Enforcement Division said.

Mount Pleasant Police Chief Thomas Sexton said he doesn't know what has caused the increase in other parts of the state. "But in Mount Pleasant, the home environment has a lot to do with it."

Many juvenile criminals come from broken homes and lack daily supervision from adults.

"In some cases, alcohol and drugs are involved," he said.

Drug arrests among juveniles statewide increased more than arrests for violent crimes. They were up 57 percent last year and 187 percent since 1990.

Asked if he thought young people today have less respect for police officers, Sexton said: "Young people have less respect for their fellow human beings in general, particularly for the value of human life."

To curb juvenile crime, Sexton said, communities need to invest more time, energy and money in young people.

"I don't agree that tougher sentences and more juvenile justice is going to fix it," he said. "It's more complex than that."

Sexton cited the town's Youth Court, which he launched a year ago. In Youth Court, youthful nonviolent offenders appear before their peers, who hear cases and impose penalties. Sexton said the program has given all its participants insight into the system and respect for law and order.

The Youth Court is modeled on similar tribunals in other parts of the country, and Sexton said it is the only one in South Carolina.

Charleston Police Chief Reuben M. Greenberg said juvenile crime has increased because children aren't being supervised by their parents.

"There is very little supervision and almost no punishment whatsoever," he said. "Even the schools have lost control of children."

Greenberg recommends a restoration of discipline in homes and schools.

"We've got to gain control and give mothers and fathers the right to discipline their children," the chief said. "You can't have a situation like in Florida where a kid sued to get a divorce from his parents."

Society needs to re-empower parents and teachers, he said.

Greenberg cited several programs he initiated to curb juvenile crime, including Operation Midnight, a program in which parents put youngsters under a voluntary curfew. If police officers see young people on the streets after the curfew, they will take the youths home.

The police department also has a truancy program and has several officers stationed in schools.

Greenberg said all adults in the community should be encouraged to correct a child seen misbehaving, without fear of retribution from the child's parents.

"I don't mean they should beat them," he said. "But they ought to be able to yell at them and tell them to stop what they are doing without having to worry that the kid's mother will be at the door complaining about it."

Charleston County Sheriff Al Cannon said the increase in juvenile crime was inevitable because nothing has been done to deal with it.

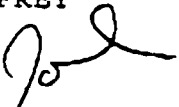
"We always talk about the so-called root causes, like a breakdown of the family, or people not accepting responsibility for their actions, but very little gets done about it," the sheriff said.



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20500

March 15, 1996

MEMORANDUM FOR DIRECTOR McCAFFREY

FROM: JOHN CARNEVALE 
SUBJECT: Briefing Material on the FY 1997 National Drug
Control Strategy Budget

Attached are talking points, tables, and graphs describing the FY 1997 Drug Control Budget. The President is scheduled to release the FY 1997 Budget to fund the entire government on Tuesday, March 19th. The President's Budget includes information about the drug budget in its chapter "Enforcing the Law;" I sent you a copy of this chapter under separate cover on March 14.

The attached material is intended for public use, especially to respond to press inquiries.

The attached material should not be released to the public until the President releases the full FY 1997 budget on Tuesday.

Attachment

cc: Senior Staff



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20500

NATIONAL DRUG CONTROL STRATEGY
PROGRAM AND BUDGET HIGHLIGHTS

OVERVIEW

- The President has requested \$15.1 billion for FY 1997 to fund drug control efforts. This request represents an increase of \$1.3 billion over the estimated FY 1996 enacted level of \$13.8 billion, or a 9.3 percent increase.
- The Federal drug control budget is categorized into four major functional areas: (1) Demand Reduction (2) Domestic Law Enforcement (3) International and (4) Interdiction. Funding for each functional area is outlined below.
 - Resources for *Domestic Law Enforcement*, by far the largest component of the National Drug Control Budget, increase by 9.3 percent, from \$7.6 billion in FY 1996 to \$8.3 billion in FY 1997. In total, resources for domestic law enforcement comprise 55 percent of the total drug control budget in FY 1997. These resources support activities such as investigations, prosecutions, corrections, State and local law enforcement assistance, regulatory and compliance programs, and other law enforcement efforts.
 - Resources for *Demand Reduction*, the second largest component of the National Drug Control Budget, increase by 8.7 percent, from \$4.6 billion in FY 1996 to \$5.0 billion in FY 1997. Demand reduction includes resources for treatment, prevention, education, and research. Together, demand reduction efforts comprise 33 percent of the total budget for drug control.
 - Resources for drug *Interdiction* increase by 7.3 percent, from the FY 1996 level of \$1.3 billion in FY 1996 to \$1.4 billion in FY 1997. These resources fund enhanced efforts to stop the flow of drugs in source and transit nations, and along the U.S. border. In total, interdiction spending accounts for 10 percent of the Federal drug control budget.
 - Resources for *International* programs increase significantly, by 25.4 percent, from \$320 million in FY 1996 to \$401 million in FY 1997. A majority of the resources for international programs support two agencies: the Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL) and the Department of Justice's Drug Enforcement Administration (DEA). Most of the increase in FY 1997 is for INL. International program resources comprise 3 percent of the total budget for drug control.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997

The Administration's FY 1997 request includes enhancements for drug prevention and treatment programs, support for implementation of the international drug control strategy, additional emphasis on efforts to stop the flow of drugs at the border, strengthening of local law enforcement initiatives, and more resources to communities to combat the drug problems they face every day.

1. Reducing Adolescent Drug Use and Violence

The Administration's National Drug Control Strategy makes it a priority to provide parents and communities with the resources needed to persuade youth not to use drugs. The FY 1997 budget includes resources to support this priority.

- *The Safe and Drug Free Schools and Communities Program (SDFSC)* -- A total of \$540 million is requested in FY 1997 for the SDFSC program, \$515 million to support grants to governors and State education agencies for drug prevention and violence prevention. The request also includes \$25 million for SDFSC National Programs to support drug and violence prevention activities. In total, the SDFSC program serves 39 million students in 97 percent of the Nation's school districts.
- *Corporation for National and Community Service* -- A total of \$38 million in drug-related resources is requested in FY 1997 to expand the involvement of volunteers in responding to a wide range of community needs, including drug prevention, by reaching high-risk youth and the communities in which they live.
- *Administration for Families and Children (ACF)* -- A total of \$82.6 million is requested in FY 1997 for the ACF. The ACF administers several programs that target hard-to-reach and at-risk populations, including runaway and homeless youth, and youth gangs.
- *HHS Drug Prevention* -- HHS's SAMHSA budget includes \$371.4 million in FY 1997 for drug prevention programs and demonstrations that target high-risk youth, community partnerships, and other public education programs.
- *Department of Labor Drug Prevention* -- A total of \$60.9 million in drug-related resources is requested by the Labor Department for drug prevention activities. These activities include employment and training, education, and counseling to help at-risk youth obtain the skills they need to avoid the lure of drug use and succeed as adults in the workplace.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

2. Increasing Treatment In and Outside the Criminal Justice System

Treatment must be made available to all those who need it. The Administration is requesting additional resources to target treatment both inside and outside the criminal justice system.

The total FY 1997 drug control budget request for drug treatment is \$2.9 billion, \$229 million more than the FY 1996 level. Drug control funding for treatment includes the following major components:

- *The Substance Abuse Performance Partnership Grant* -- The Administration is requesting \$904 million in drug-related resources out of the total \$1.3 billion for the Substance Abuse Performance Partnership Grant. This program is a major source of funds provided to the States to support substance abuse treatment. This program helps to expand and enhance the availability, delivery, and quality of prevention and treatment services, nationally, while increasing State flexibility to target funds to local substance abuse treatment priorities. According to the most recent estimates provided by HHS, approximately 1.8 million people received treatment in 1994, only 52 percent of those who needed treatment. Further, HHS estimates that in 1994, 1.7 million more people might have benefited from treatment.
- *Substance Abuse Treatment in Federal Prisons* -- A total of \$25.2 million is requested in FY 1997 for this program. With this funding, the Federal Bureau of Prisons will be able to provide residential substance abuse treatment and arrange for appropriate transition services for all eligible inmates. Residential treatment includes individual and group activities, lasting from six to 12 months, provided in treatment facilities set apart from the general prison population.
- *Substance Abuse Treatment in State Prisons* -- A total of \$35.6 million is requested in FY 1997. This program provides funding for discretionary grants to States to develop and implement residential substance abuse treatment programs within their correctional facilities. To receive grants, States must outline a plan for substance abuse testing of prisoners and include coordination between the State or local drug and alcohol abuse agency and the Department of HHS in the development of residential treatment facilities.
- *Drug Testing* -- \$42 million is requested for the Administration's criminal justice drug testing initiative. Under this initiative, all those arrested for Federal crimes would be drug tested before being released back into the community.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

3. State, Local, and Community-Based Initiatives

The President's National Drug Control Strategy recognizes the important role of States and localities in addressing the problems of illicit drug use and its consequences. The passage of the Crime Control Act of 1994 (P.L. 103-322) increased opportunities for additional funding to meet the challenge. In FY 1997, the Administration proposes the following major to enable State, local, and private agencies to augment their efforts to further reduce drug use.

- *Community-Oriented Policing* -- Almost \$2.0 billion is requested for community-oriented policing grants in FY 1997. Of this, \$644 million is "scored" as drug-related. This program serves as the vehicle for the Administration's strategy to fight violent crime and drug use by increasing the number of State and local police officers on the streets, promoting the use of community-oriented policing techniques, and implementing training programs. The total budget request for this program in FY 1997 will fund additional officers in local communities, along with three other closely-related programs: Police Recruitment, the Police Corps, and the Law Enforcement Scholarship Program.
- *DEA's Mobile Enforcement Team (MET) Program* -- A total of \$20 million is requested in FY 1997 to support DEA's MET program. This program provides guidance and other assistance to local police agencies and State and local police departments to disrupt and dismantle the most violent gangs involved in drug trafficking.
- *Community Partnerships* -- The budget for the Substance Abuse and Mental Health Services Administration (SAMHSA) includes \$371 million for drug prevention programs. Included in this amount are resources to continue SAMHSA's Center for Substance Abuse Prevention's Community Partnership Demonstration Program. This program promotes coalitions of parents, schools, religious institutions, public housing, business, industry, government, and professionals in developing and maintaining long-term prevention strategies.
- *Drug Courts* -- A total of \$100 million in FY 1997 will support discretionary grants to State and local criminal justice agencies to provide court-mandated drug treatment and related services to nonviolent offenders. Grants will be used to provide for the full range of services for offender; including individual needs assessments, referrals to treatment, mandatory drug testing, graduated sanctions, and a full range of aftercare services (i.e., relapse prevention programming, health care, education, and vocational training). Violent offenders are not eligible for the Drug Courts program.

- *Edward Byrne Memorial State and Local Law Enforcement Assistance Program* -- A total of \$535 million is requested in FY 1997. Of this amount, \$418 million in drug-related resources is available to provide financial and technical assistance to States and local governments to control drug abuse and violent crime and to improve the criminal justice system. This program supports multi jurisdictional task forces, demand-reduction education programs involving law enforcement officers, programs that provide alternatives to incarceration in jails and prisons, the Weed and Seed Program, and programs to strengthen the operation of local judicial systems.
- *High Intensity Drug Trafficking Areas (HIDTAs)* -- A total of \$103 million is requested in FY 1997. The HIDTA program currently supports six "Gateway" HIDTAs—the Southwest Border, Houston, Los Angeles, Miami, New York, and Puerto Rico/U.S. Virgin Islands—the points through which the vast majority of drugs flow into the country and one "Distribution" HIDTA—Washington, D.C./Baltimore—an area where drugs are distributed to a large number of chronic, hardcore drug users. Three of these HIDTAs—Miami, Puerto Rico/U.S. Virgin Islands, and Washington, D.C./Baltimore—include measurable drug treatment and prevention initiatives that concentrate on the clientele of the drug distribution organizations. The program also supports three Empowerment HIDTAs -- Atlanta, Chicago, and Philadelphia -- which are limited exclusively to Empowerment Zones.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.**4. Securing Our Border Through Enhanced Interdiction**

One of the Administration's top priorities is to enhance enforcement operations along the Southwest Border. This focus is critical since the vast majority of cocaine consumed in this country enters the U.S. via the Southwest Border. The goal is to stop the flow of drugs at and between our ports of entry along the Southwest Border. To this end, the Administration has proposed two initiatives in FY 1997:

- *Customs Border Initiative* -- A total of \$588.4 million is requested for the U.S. Customs Service, of which \$504.4 million supports interdiction efforts. Included in this request is \$51.0 million to provide 657 additional staff at ports-of-entry along the Southwest Border. These additional staff are needed to stop port runners, enhance interagency operations, expand the number of roving teams, augment block blitzes, and enhance other enforcement processes. The increased resources for Customs are in line with increases for the Border Patrol along the Southwest Border.
- *INS Southwest Border Initiative* -- A total of \$306.7 million in drug-related resources is requested for the Bureau of Immigration and Naturalization Service (INS). This request includes \$95.3 million in drug-related resources for the Border Patrol, an increase of 25 percent over the estimated FY 1996 level. The request provides a total of 700 more Border Patrol agents to stem the flow of illegal drugs and illegal aliens across the Southwest Border.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

5. Increasing Source Country Program Effectiveness

The President's 1995 Strategy called for a gradual shift in interdiction focus from drug transit areas to countries that primarily serve as the source for illegal drugs. In order to keep the pressure on source countries, the Federal programs supporting source country drug enforcement and drug control have been enhanced.

- The FY 1997 budget request includes \$193 million for international narcotics control for the *Department of State's International Narcotics Law Enforcement Affairs (INL)*. This is an increase of \$78 million over the FY 1996 enacted level of \$115.0 million.
- The INL will direct \$116.2 million in resources for the *Latin American Programs* in FY 1997 to focus on the cocaine source countries of Colombia, Peru, and Bolivia and assist other Latin American governments to dismantle trafficking organizations, seize drug shipments, and reduce illicit drug production.
- Resources totalling \$27.2 million will be used to fund the *Inter-Regional Aviation Support* program in FY 1997. U.S. aviation assistance supports counternarcotics efforts in Latin America. The U.S.-owned aircraft are based in Colombia, Peru, Bolivia, and Guatemala, and are capable of making temporary deployment throughout Latin America. As a result of successful institution building activities, the Air Wing's 57 aircraft (46 owned by State, 2 by Defense, and 9 by host nations) are increasingly flown and maintained by host governments. In FY 1997, the increased funding will further enhance host government aviation capabilities, support law enforcement operations against cocaine and heroin traffickers, and eradicate coca and opium crops.
- The Administration is requesting a total of \$18.9 million to support international programs of the INL for the *Asia/Africa/Europe Regional Program*. Funding will be used to enhance the counternarcotics programs in Thailand (\$4 million), Laos (\$2.5 million), Pakistan (\$3 million), and Turkey (\$0.4 million). Also included in this initiative is \$5 million to increase narcotics cooperation of transit countries in the region, fund a pilot crop control effort in Afghanistan, and provide limited training and equipment to Eastern European countries.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

6. Supporting Effective Programs Through Research, Demonstrations, and Evaluation

The National Drug Control Strategy must be based on sound theory, solid research, and rigorous individual program evaluation. Facing today's fiscal reality of limited budget resources, decisions about the future course of action for drug control must reflect clear knowledge about what works.

- The Administration's FY 1997 request for drug control includes \$559.2 million for Research and Evaluation. Most of this request is for the National Institute on Drug Abuse (NIDA), in support of *Treatment Research* (\$274.6 million) and *Prevention Research* (\$191.7 million).
- The Research program also supports ONDCP's *Counter-drug Technology Assessment Center (CTAC)*, with a total of \$17 million requested in FY 1997. CTAC serves as the central counterdrug research and development center for the Federal government.
- In addition, the Administration is requesting \$352 million for HHS' *Substance Abuse Treatment and Prevention Demonstration Grants*, which will address the issue of increased access and effectiveness of services.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

Supply and Demand Resources

The Anti-Drug Abuse Act of 1988 requires the Director of ONDCP to report on spending for programs dedicated to supply reduction and demand reduction activities. Of the total \$15.1 billion request for FY 1997, \$10.1 billion is for supply reduction programs and \$5.0 billion is for demand reduction programs.

- The percentage of resources for *Supply Reduction* is 67 percent; 33 percent is for *Demand Reduction* programs. This is the same percentage allocation as provided in FY 1996.
- Of the total \$1.3 billion increase in resources requested for FY 1997, \$0.9 billion is requested for *Supply Reduction* programs and \$0.4 billion is requested for *Demand Reduction* programs.

The supply/demand "split" is an artificial and misleading accounting of the resources spent on Federal drug control. Such a perspective overlooks the fact that supply reduction activities are intrinsically government functions. Some supply reduction activities, such as border control and international programs for example, can only be performed by the Federal government. In contrast, most demand reduction activities are shared responsibilities between the government and the private sector as in the case of drug prevention coalitions, which coordinate efforts by schools, churches, community organizations, individual citizens, and others.

Federal Drug Control Spending by Function, FY 1995-FY 1997

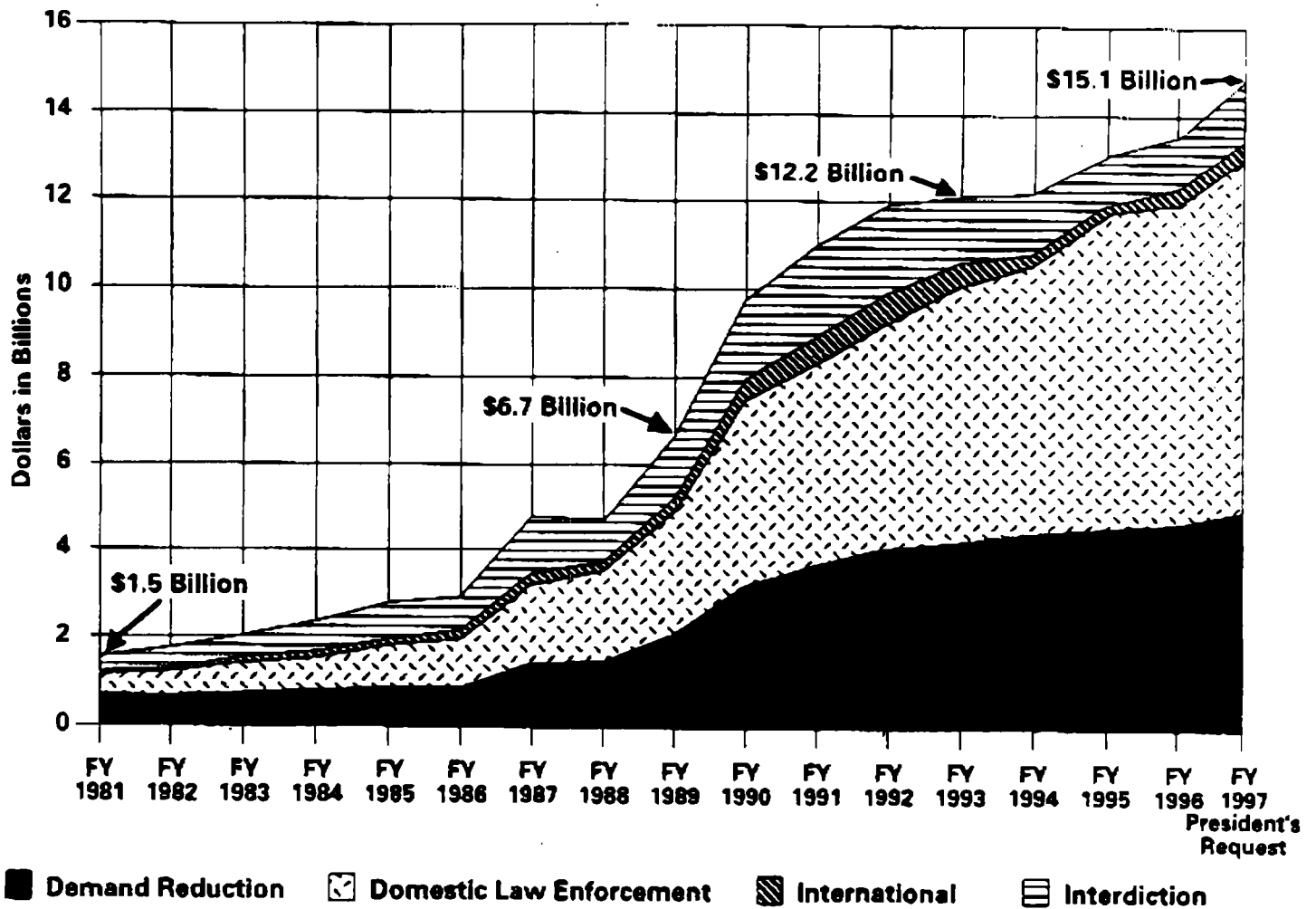
(Budget Authority in Millions)

Drug Function	FY 1995 Actual	FY 1996 Estimate ¹	FY 1997 President's Request	FY 96-FY 97 Change	
				\$	%
Criminal Justice System	6,545.4	7,105.1	7,790.5	685.4	9.6%
Drug Treatment	2,692.0	2,679.4	2,908.7	229.3	8.6%
Drug Prevention	1,559.1	1,430.1	1,591.6	161.5	11.3%
International	295.8	319.5	400.5	81.0	25.4%
Interdiction	1,280.1	1,339.4	1,437.2	97.8	7.3%
Research	542.2	569.6	559.2	(10.4)	-1.8%
Intelligence	336.6	340.4	375.9	35.4	10.4%
Total	13,251.2	13,783.5	15,063.5	\$1,280.0	9.3%
Function Areas					
Demand Reduction	4,691.9	4,571.9	4,970.6	398.7	8.7%
Percent	35%	33%	33%		
Domestic Law Enforcement	6,983.3	7,552.8	8,255.3	702.5	9.3%
Percent	53%	55%	55%		
International	295.8	319.5	400.5	81.0	25.4%
Percent	2%	2%	3%		
Interdiction	1,280.1	1,339.4	1,437.2	97.8	7.3%
Percent	10%	10%	10%		
Total	13,251.2	13,783.5	15,063.5	\$1,280.0	9.3%
Supply/Demand Split					
Supply	8,559.2	9,211.6	10,093.0	881.4	9.6%
Percent	65%	67%	67%		
Demand	4,691.3	4,571.9	4,970.6	398.7	8.7%
Percent	35%	33%	33%		
Total	13,251.2	13,783.5	15,063.5	1,280.0	9.3%
Demand Components					
Prevention (w/ Research)	1,738.7	1,618.6	1,783.3	164.7	10.2%
Treatment (w/ Research)	2,953.2	2,953.3	3,187.3	234.0	7.9%
Demand Research, Total	440.8	462.4	470.2	7.9	1.7%

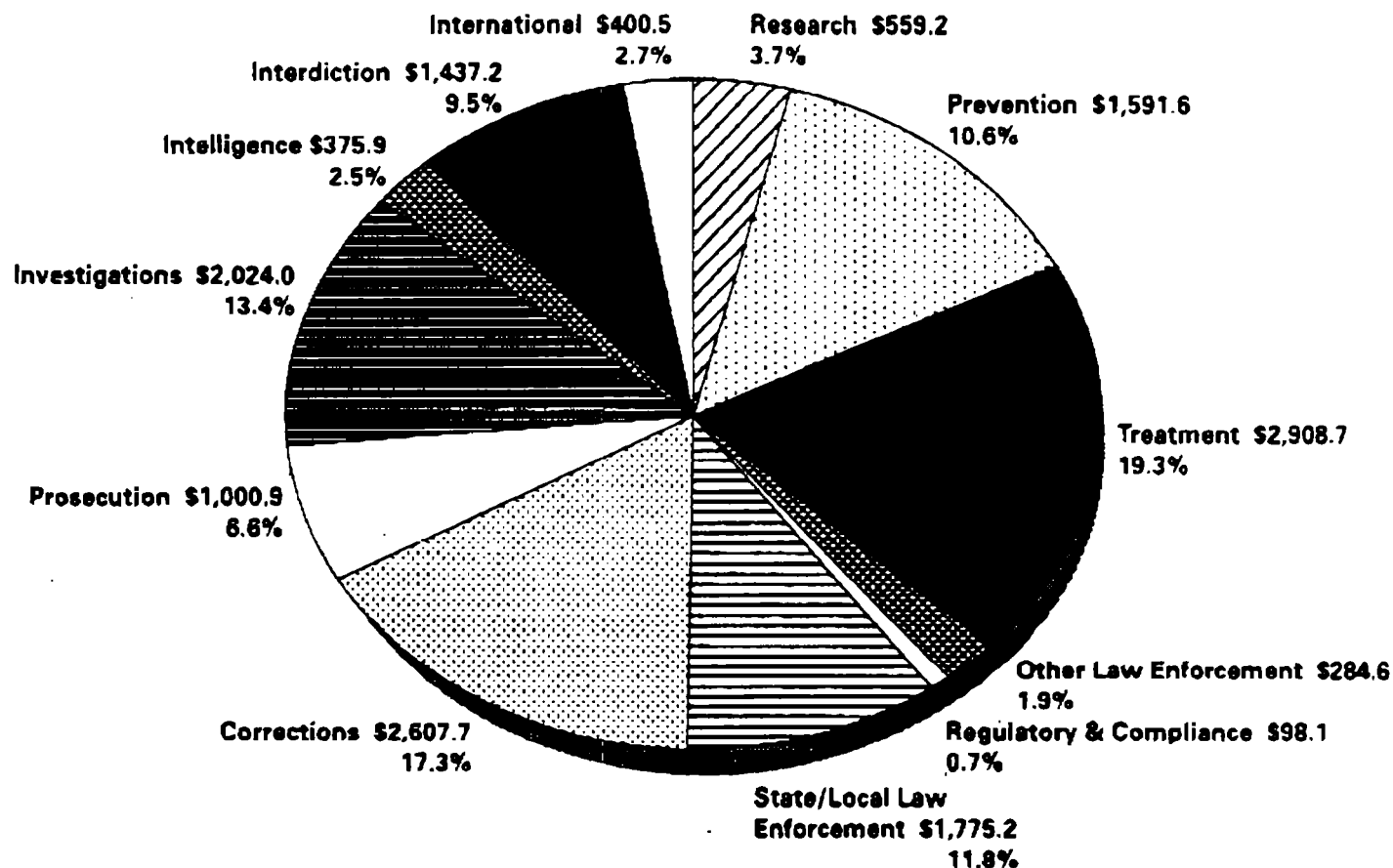
(Detail may not add to totals due to rounding)

¹ Includes Administration's proposed adjustments to 1996 continuing resolution levels.

Federal Drug Control Spending by Function, 1981-97



President's Federal Drug Control Budget Request by Detailed Function, 1997 (Dollars in Millions)



TOTAL 1997 BUDGET REQUEST: \$15.1 BILLION

Drug Control Funding: Agency Summary, FY 1995-FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate¹	FY 1997 President's Request
Department of Agriculture			
Agricultural Research Service	6.5	4.2	4.7
U.S. Forest Service	8.9	8.9	8.9
Special Supplemental Program for Women, Infants, and Children (WIC)	13.9	15.0	15.3
Total, Agriculture	29.3	28.1	29.0
Corporation for National Service	25.6	32.9	38.5
Department of Defense	840.2	814.3	814.1
Department of Education	584.0	618.1	658.8
Department of Health and Human Services			
Administration for Children and Families	91.3	44.9	82.6
Centers for Disease Control and Prevention	44.5	44.1	61.1
Food and Drug Administration	6.8	6.8	6.8
Health Care Financing Administration	252.2	290.0	320.0
Health Resources and Services Administration	36.4	41.5	43.3
Indian Health Service	42.8	42.8	42.8
National Institute on Drug Abuse (NIDA)	436.9	458.4	466.3
Substance Abuse and Mental Health Services Administration	1,372.3	1,097.5	1,284.6
Total, HHS	2,283.2	2,025.9	2,307.5
Department of Housing and Urban Development	300.8	290.0	290.0
Department of the Interior			
Bureau of Indian Affairs	19.9	20.5	20.4
Bureau of Land Management	5.1	5.1	5.1
Fish and Wildlife Service	1.0	1.0	1.0
National Park Service	8.7	8.7	8.8
Office of Insular Affairs	1.3	0.2	0.2
Total, Interior	35.9	35.4	35.5
The Federal Judiciary	471.4	508.6	577.3
Department of Justice			
Assets Forfeiture Fund	506.7	444.4	433.0
U.S. Attorneys	213.3	236.7	256.1
Bureau of Prisons	1,703.5	1,820.2	2,037.4
Community Policing	428.9	595.0	652.1
Criminal Division	21.4	21.8	23.8
Drug Enforcement Administration	791.9	852.9	1,008.9
Federal Bureau of Investigation	607.3	624.2	731.6
Immigration and Naturalization Service	177.2	246.1	306.7
Interagency Crime and Drug Enforcement	374.9	359.8	372.0
INTERPOL	1.8	1.6	1.8
U.S. Marshals Service	280.5	322.7	347.0
Office of Justice Programs	487.7	667.7	677.7
Federal Prisoner Detention	198.8	243.5	292.4
Tax Division	0.5	0.3	0.4
Total, Justice	5,784.3	6,436.9	7,141.0

(Detail may not add to totals due to rounding)

¹ Includes Administration's proposed adjustments to 1996 continuing resolution levels.

Drug Control Funding: Agency Summary, FY 1995-FY 1997 (continued)

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate ¹	FY 1997 President's Request
Department of Labor	60.0	60.9	60.9
Office of National Drug Control Policy			
Salaries and Expenses: Operations	10.4	10.9	16.8
Salaries and Expenses: CTAC ²	—	16.0	18.0
High Intensity Drug Trafficking Areas	107.0	103.0	103.0
Special Forfeiture Fund: Director's Discretion	17.6	—	—
Special Forfeiture Fund: Ballistics Technology	3.1	—	—
Special Forfeiture Fund: CTAC	8.0	—	—
Total, ONDCP	146.1	129.9	137.8
Small Business Administration	0.1	0.1	0.1
Social Security Administration	148.9	196.4	202.8
Department of State			
Bureau of International Narcotics Matters	—	—	—
Bureau of Politico/Military Affairs	13.2	—	—
Emergencies in the Diplomatic and Consular Service	0.2	0.3	1.0
International Narcotics Control Program	105.0	135.0	193.0
Total, State	118.4	135.3	194.0
Agency for International Development³	19.8	—	—
Department of Transportation			
U.S. Coast Guard	301.2	329.7	345.9
Federal Aviation Administration	17.7	20.0	21.9
National Highway Traffic Safety Administration	29.4	30.2	29.2
Total, Transportation	348.3	379.9	397.1
Department of the Treasury			
Bureau of Alcohol, Tobacco, and Firearms	153.9	172.1	176.4
U.S. Customs Service	543.5	550.9	588.4
Federal Law Enforcement Training Center	17.0	19.6	22.1
Financial Crimes Enforcement Network	11.5	11.6	11.6
Internal Revenue Service	74.4	67.5	67.8
U.S. Secret Service	71.5	67.9	72.8
Treasury Forfeiture Fund	196.4	184.5	173.1
Total, Treasury	1,068.3	1,074.1	1,112.1
U.S. Information Agency	9.8	9.1	9.3
Department of Veterans Affairs	966.5	1,009.1	1,056.0
Other Crime Control Acts	0.3	0.4	1.8
Total Drug Budget	13,251.2	13,783.5	15,063.5
Supply Reduction	8,559.2	9,211.6	10,093.0
Percent of Total Drug Budget	65%	67%	67%
Demand Reduction	4,691.9	4,571.9	4,970.6
Percent of Total Drug Budget	35%	33%	33%

(Detail may not add to totals due to rounding)

¹ Includes Administration's proposed adjustments to FY 1996 continuing resolution levels.² CTAC is part of Salaries and Expenses as of FY 1996.³ Funding requests reported under Department of State after FY 1995.



**EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20500
1996 NATIONAL DRUG CONTROL STRATEGY
PROGRAM AND BUDGET HIGHLIGHTS**

OVERVIEW

- The President has requested \$15.1 billion for FY 1997 to fund drug control efforts (see Table 1 at the end of this document). This request represents an increase of \$1.3 billion over the estimated FY 1996 enacted level of \$13.8 billion, or a 9.3 percent increase.
- The Federal drug control budget is categorized into four major functional areas: (1) Demand Reduction, (2) Domestic Law Enforcement, (3) International, and (4) Interdiction. Table 2, at the end of this document, displays the resource levels for each of these categories from FY 1981-97. Funding for each functional area is outlined below.
 - Resources for Domestic Law Enforcement, by far the largest component of the National Drug Control Budget, increase by 9.3 percent, from \$7.6 billion in FY 1996 to \$8.3 billion in FY 1997. In total, resources for Domestic Law Enforcement comprise 55 percent of the total drug control budget in FY 1997. These resources support activities such as investigations, prosecutions, corrections, state and local law enforcement assistance, regulatory and compliance programs, and other law enforcement efforts.
 - Resources for Demand Reduction, the second largest component of the National Drug Control Budget, increase by 8.7 percent, from \$4.6 billion in FY 1996 to \$5.0 billion in FY 1997. Demand Reduction includes resources for treatment, prevention, education, and research. Together, Demand Reduction efforts comprise 33 percent of the total budget for drug control.
 - Resources for drug Interdiction increase by 7.3 percent, from the FY 1996 estimated enacted level of \$1.3 billion in FY 1996 to \$1.4 billion in FY 1997. These resources fund enhanced efforts to stop the flow of drugs in source and transit nations, and along the U.S. border. In total, Interdiction spending accounts for 10 percent of the Federal drug control budget.
 - Resources for International programs are significantly increased, by 25.4 percent, from \$320 million in FY 1996 to \$401 million in FY 1997. A majority of the resources for International programs support two agencies: State's Bureau of International Narcotics and Law Enforcement Affairs (INL) and Justice's Drug Enforcement Administration (DEA). Most of the increase in FY 1997 is for INL. International program resources comprise 3 percent of the total budget for drug control.
- Resources for Demand Reduction total \$5.0 billion, or 33 percent of the total drug

control budget. Supply Reduction resources total \$10.1 billion, or 67 percent of the total budget for drug control.

- Demand Reduction resources increase by \$399 million, or 8.7 percent from \$4.6 billion in FY 1996 to \$5.0 billion in FY 1997. These resources are primarily used to support Drug Treatment and Prevention programs, including Research.
- Supply Reduction resources increase by \$881 million, or 9.6 percent from \$9.2 billion in FY 1996 to \$10.1 billion in FY 1997. These resources support the Interdiction, International, and Domestic Law Enforcement activities.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997

The Administration's FY 1997 request includes enhancements to support critical drug prevention and treatment programs, implement the international drug control strategy, enhance efforts to stop the flow of drugs at the border, strengthen local law enforcement efforts, and to give communities the resources they need to combat the drug problems they face every day.

1. Reducing Adolescent Drug Use and Violence

The family is the first and most important line of defense against drug use. Families where parents teach their children moral values and a sense of personal and social responsibility, where there are strong bonds and open communication between parents and children, and where there is a firm and consistent stand against drug use, produce children who are far better equipped to resist the lure of drugs.

The Administration's National Drug Control Strategy makes it a priority to provide parents and communities with the resources needed to target youth and persuade them not to use drugs. The FY 1997 budget includes resources to support this priority.

- ☐ The Safe and Drug Free Schools and Communities Program (SDFSC) -- A total of \$540 million is requested in FY 1997 for the SDFSC program, \$515 million to support grants to governors and State educational agencies for drug prevention and violence prevention. The request also includes \$25 million for SDFSC National Programs to support drug and violence prevention activities. In total, the SDFSC program serves 39 million students in 97 percent of the Nation's school districts.
- ☐ Corporation for National and Community Service -- A total of \$38 million in drug-related resources is requested in FY 1997, to expand the involvement of volunteers in responding to a wide range of community needs, including drug prevention, by reaching high-risk youth and the communities in which they live.
- ☐ Administration for Families and Children (ACF) -- A total of \$82.6 million is requested in FY 1997 for the ACF. The ACF administers several programs that target hard-to-reach and at-risk populations including runaway and homeless youth, and youth gangs.
- ☐ HHS Drug Prevention -- HHS's SAMHSA budget includes \$371.4 million in FY 1997 for drug prevention programs and demonstrations that target high-risk youth, community partnerships, and other public education programs.
- ☐ Department of Labor Drug Prevention Programs -- A total of \$60.9 million in drug-related resources is requested by the Labor Department for drug prevention activities. These activities include employment and training, education, and counseling to help at-risk youth obtain the skills they need to avoid the lure of drug use and succeed as adults in the workplace.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

2. Increasing Treatment In, and Outside, the Criminal Justice System

Treatment must be made available to all those who need it. To this end, the Administration is requesting additional resources to target treatment both inside and outside the criminal justice system. It is clear that chronic, hardcore drug users fuel the continuing high demand for illicit drugs and are responsible for much of the crime, violence, and health problems that plague this Nation. Thus, drug abuse treatment for this population of drug users is of critical importance if this Nation is to succeed in reducing drug use and its consequences. It is also clear that intervention early in the cycle of drug addiction is the best way to shrink the pool of drug users and their demand for drugs. Treatment must be made available to these users too, many of whom are young people, in order to prevent a lifetime of drug addiction and the costs and consequences it would bring.

The total FY 1997 drug control budget request for drug treatment is \$2.9 billion, \$229 million more than the FY 1996 estimated enacted level. Drug control funding for treatment, which comes from a variety of sources, includes the following major components:

- ☐ The Substance Abuse Performance Partnership Grant -- The Administration is requesting a total of \$904 million in drug-related resources in FY 1997. This program is a major source of funds provided to the States to support substance abuse treatment. The goal of this program is to expand and enhance the availability and delivery of quality addiction prevention and treatment services, nationally. According to the most recent estimates provided by HHS, approximately 1.8 million people received treatment in 1994, representing just 52 percent of all those who need treatment. Further, HHS estimates that in 1994, the existing treatment system was unable to provide treatment for 1.7 million people who were in need of it.
- ☐ Substance Abuse Treatment in Federal Prisons -- A total of \$25.2 million is requested in FY 1997 for this program. With this funding, the Federal Bureau of Prisons will be able to provide residential substance abuse treatment and arrange for appropriate transition services for all eligible inmates. Residential treatment includes individual and group activities, lasting from six to 12 months, provided in treatment facilities set apart from the general prison population.
- ☐ Substance Abuse Treatment in State Prisons -- A total of \$35.6 million is requested in FY 1997. This program provides funding for discretionary grants to States to develop and implement residential substance abuse treatment programs within their correctional facilities. To receive grants, States must outline a plan for substance abuse testing of prisoners and include coordination between the State or local drug and alcohol abuse agency and the Department of HHS in the development of residential treatment facilities.

- **Drug Testing -- \$42 million is requested for the Administration's criminal justice drug testing initiative. Under this initiative, all those arrested for Federal crimes would be drug tested before being released back into the community.**

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

3. State, Local, and Community-Based Initiatives

The Administration's National Drug Control Strategy recognizes the import role the States and localities play in addressing the problems of illicit drug use and its consequences. The passage of the Crime Control Act of 1994 (P.L. 103-322) opened new avenues for additional funding to meet this challenge. In FY 1997, the Administration proposes that such avenues be exploited to the fullest extent possible. The following major initiatives will enable State, local, and private agencies to augment their efforts to further reduce drug use.

- ☐ **Community Oriented Policing** -- A total of almost \$2.0 billion is requested for community oriented policing in FY 1997. Of this, \$643.5 million is scored as drug-related. This program serves as the vehicle for the Administration's strategy to fight violent crime and drug use by increasing the number of State and local police officers, promoting the use of community oriented policing techniques, and implementing training programs. By the end of 1996, the Community Policing program will have funded almost 49,000 new police officers. The total budget request for this program in FY 1997 will fund an additional 19,000 officers in local communities. In addition, \$8.6 million is requested for three other closely-related programs: Police Recruitment, the Police Corps, and the Law Enforcement Scholarship Program.
- ☐ **DEA's Mobile Enforcement Teams (MET)** -- A total of \$20 million is requested in FY 1997 to support DEA's MET program. This program provides guidance and other assistance to local police agencies and State and Local police departments to disrupt and dismantle the most violent gangs involved in drug trafficking.
- ☐ **Community Partnerships** -- The budget for the Substance Abuse and Mental Health Services Administration (SAMHSA) includes \$371 million for drug prevention programs. Included in this amount are resources to continue SAMHSA's Center for Substance Abuse Prevention's Community Partnership Demonstration Program. This program promotes coalitions of parents, schools, religious institutions, public housing, business, industry, government, and professionals in developing and maintaining long-term prevention strategies.
- ☐ **Drug Courts** -- A total of \$100 million in FY 1997 will support discretionary grants to State and local criminal justice agencies to provide court-mandated drug treatment and related services to nonviolent offenders. Grants will be used to provide for the full range of services for offender, including individual needs assessments, referrals to treatment, mandatory drug testing, graduated sanctions, and a full range of aftercare services (i.e., relapse prevention programming, health care, education, and vocational training). Violent offenders are not eligible for the Drug Courts program.
- ☐ **Edward Byrne Memorial State and Local Law Enforcement Assistance Program** -- A total

of \$418 million is requested in FY 1997, to provide financial and technical assistance to States and local units of government to control drug abuse and violent crime and to improve the criminal justice system. This program supports multijurisdictional task forces, demand-reduction education programs involving law enforcement officers, programs that provide alternatives to incarceration in jails and prisons, the Weed and Seed Program, and programs to strengthen the operation of local judicial systems.

- [] High Intensity Drug Trafficking Areas Program (HIDTA) -- A total of \$103 million is requested in FY 1997. The HIDTA program currently supports six "Gateway" HDTAs--the Southwest Border, Houston, Los Angeles, Miami, New York, and Puerto Rico/U.S. Virgin Islands--the points through which the vast majority of drugs flow into the country, and one "Distribution" HIDTA--Washington, D.C./Baltimore-- an area where drugs are distributed to a large number of chronic, hardcore drug users. Three of these HDTAs--Miami, Puerto Rico/U.S. Virgin Islands, and Washington, D.C./Baltimore--include measurable drug treatment and prevention initiatives that concentrate on the clientele of the drug distribution organizations. The program also supports three Empowerment HDTAs -- Atlanta, Chicago, and Philadelphia -- which are limited exclusively to Empowerment Zones.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

4. Securing Our Border Through Enhanced Interdiction

One of the Administration's top priorities is to enhance our enforcement operations on the Southwest Border. This focus is critical, because the vast majority of the cocaine consumed in this country enters the U.S. along the Southwest Border. The current goal is to stop the flow of drugs at and between our ports of entry along the Southwest border. To this end, the Administration has proposed two initiatives in FY 1997:

- ☐ Customs Border Initiative -- A total of \$588.4 million is requested for the U.S. Customs Service, of which \$504.4 million supports interdiction efforts. Included in this request is \$51.0 million to provide 657 additional staff at ports-of-entry along the Southwest Border. These additional staff are needed to stop port runners, enhance interagency operations, expand the number of roving teams, augment block blitzes, and enhance other enforcement processes. The increased resources for Customs are in line with increases for the Border Patrol along the Southwest Border.
- ☐ INS Southwest Border Initiative -- A total of \$306.7 million in drug-related resources is requested for the Immigration and Naturalization Service (INS). This request includes \$95.3 million in drug-related resources for the Border Patrol, an increase of 25 percent over the estimated FY 1996 level. The request provides a total of 800 more Border Patrol agents to stem the flow of illegal drugs and illegal aliens across the Southwest border.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

5. Increasing Source Country Program Effectiveness

The President's 1995 Strategy called for a gradual shift in interdiction focus from drug transit areas to countries that primarily serve as the source for illegal drugs. In order to keep the pressure on source countries, the Federal programs supporting source country drug enforcement and drug control must be enhanced.

The FY 1997 budget request includes \$193 million for international narcotics control for the INL. This is an increase of \$78 million over the FY 1996 enacted level of \$115.0 million. In FY 1997 this program will continue the implementation of the President's directive to place more emphasis on source countries, focus on programs that promote alternative development, dismantle narcotics trafficking organizations, and interdict drugs. It will also allow a greater emphasis on multilateral efforts to strengthen democratic institutions in source countries, making them more effective in fighting international drug trafficking organizations. The budget for FY 1996 reflects extensive efforts to integrate counternarcotics police and military law enforcement activities, drug awareness and demand reduction programs, and sustainable development programs. The FY 1997 budget plan continues these efforts. Some of the top funding priorities in this area are:

- ☐ The INL will direct \$116.2 million in resources for Latin America in FY 1997 to focus on the cocaine source countries of Colombia, Peru, and Bolivia, and assist other Latin American governments dismantle trafficking organizations, seize drug shipments, and reduce illicit drug production.
- ☐ Resources totalling \$27.2 million will be used to fund the Inter-Regional Aviation Support program in FY 1997. U.S. aviation assistance supports counternarcotics efforts in Latin America. The U.S.-owned aircraft are based in Colombia, Peru, Bolivia, and Guatemala, and are capable of making temporary deployment throughout Latin America. As a result of successful institution building activities, the Air Wing's 60 aircraft are increasingly flown and maintained by host government units. In FY 1997, the increased funding will further enhance host government aviation capabilities, support law enforcement operations against cocaine and heroin traffickers, and eradicate coca and opium crops.
- ☐ The Administration is requesting a total of \$18.9 million to support International programs of the INL for the Asia/Africa/Europe Regional Program. Funding will be used to enhance the counternarcotics programs in Thailand (\$4 million), Laos (\$2.5 million), Pakistan (\$3 million), and Turkey (\$0.4 million). Also included in this initiative is \$5 million to increase narcotics cooperation of transit countries in the region, fund a pilot crop control effort in Afghanistan, and provide limited training and equipment to Eastern European countries.

MAJOR DRUG CONTROL BUDGET INITIATIVES IN FY 1997, cont.

6. Supporting Programs that Work Through Research and Evaluation

The National Drug Control Strategy must be based on sound theory, solid research, and rigorous individual program evaluation. Facing today's fiscal reality of limited budget resources, decisions about the future course of action for drug control must reflect clear knowledge about what works. The Administration's FY 1997 request for drug control includes \$559.2 million for Research and Evaluation. Most of this request is for the National Institute on Drug Abuse (NIDA), in support of Treatment Research (\$274.6 million) and Prevention Research (\$191.7 million). The Research program also supports ONDCP's Counter-drug Technology Assessment Center (CTAC), with a total of \$17 million requested in FY 1997. CTAC serves as the central counterdrug research and development center for the Federal government.

Supply and Demand Resources

The Anti-Drug Abuse Act of 1988 requires the Director of ONDCP to report on spending for programs dedicated to supply reduction and demand reduction activities. Of the total \$15.1 billion request for FY 1997, \$10.1 billion is for supply reduction programs and \$5.0 billion is for demand reduction programs. The percentage of resources for supply reduction is 67 percent; 33 percent is for demand reduction programs. This is the same percentage allocation as provided in FY 1996. Of the total \$1.3 billion increase in resources requested for FY 1997, \$0.9 billion is requested for supply reduction programs and \$0.4 billion is requested for demand reduction programs.

JOHN -- THIS IS REPETITIVE WITH THE FIRST PAGE'S OVERVIEW. IN ONE OF THESE PLACES WE NEED TO WORK IN THE HISTORICAL TABLE REFERENCE...

JOHN -- WE HAVE NOT USED THE PIE CHART TABLE YET AS WELL.....

Federal Drug Control Spending by Function, FY 1995-FY 1997

(Budget Authority in Millions)

Drug Function	FY 1995 Actual	FY 1996 Estimate ¹	FY 1997 President's Request	FY 96-FY 97 Change	
				\$	%
Criminal Justice System	6,546.4	7,105.1	7,790.5	685.4	9.6%
Drug Treatment	2,692.0	2,679.4	2,908.7	229.3	8.6%
Drug Prevention	1,559.1	1,430.1	1,591.6	161.5	11.3%
International	295.8	319.5	400.5	81.0	25.4%
Interdiction	1,280.1	1,339.4	1,437.2	97.8	7.3%
Research	542.2	569.6	559.2	10.4	-1.8%
Intelligence	336.6	340.4	375.9	35.4	10.4%
Total	13,251.2	13,783.5	15,063.5	\$1,280.0	9.3%
Function Areas					
Demand Reduction	4,691.9	4,571.9	4,970.6	398.7	8.7%
Percentage	35%	33%	33%		
Domestic Law Enforcement	6,983.3	7,552.8	8,255.3	702.5	9.3%
Percentage	53%	55%	55%		
International	295.8	319.5	400.5	81.0	25.4%
Percentage	2%	2%	3%		
Interdiction	1,280.1	1,339.4	1,437.2	97.8	7.3%
Percentage	10%	10%	10%		
Total	13,251.2	13,783.5	15,063.5	\$1,280.0	9.3%
Supply/Demand Split					
Supply	8,559.2	9,211.6	10,093.0	881.4	9.6%
Percentage	65%	67%	67%		
Demand	4,691.9	4,571.9	4,970.6	398.7	8.7%
Percentage	35%	33%	33%		
Total	13,251.2	13,783.5	15,063.5	1,280.0	9.3%
Demand Components					
Prevention (w/ Research)	1,738.7	1,618.6	1,783.3	164.7	10.2%
Treatment (w/ Research)	2,953.2	2,953.3	3,187.3	234.0	7.9%
Demand Research, Total	440.8	462.4	470.2	7.9	1.7%
(Detail may not add to totals due to rounding)					

¹ Includes Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

Drug Control Funding: Agency Summary, FY 1995-FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate¹	FY 1997 President's Request
Department of Agriculture			
Agricultural Research Service	6.5	4.2	4.7
U.S. Forest Service	8.9	8.9	8.9
Special Supplemental Program for Women, Infants, and Children (WIC)	13.9	15.0	15.3
Total, Agriculture	29.3	28.1	29.0
Corporation for National and Community Service	25.6	32.9	38.5
Department of Defense	840.2	814.3	814.1
Department of Education	584.0	618.1	658.8
Department of Health and Human Services			
Administration for Children and Families	91.3	44.9	82.6
Centers for Disease Control and Prevention	44.5	44.1	61.1
Food and Drug Administration	6.8	6.8	6.8
Health Care Financing Administration	252.2	290.0	320.0
Health Resources and Services Administration	36.4	41.5	43.3
Indian Health Service	42.8	42.8	42.8
National Institute on Drug Abuse (NIDA)	436.9	458.4	466.3
Substance Abuse and Mental Health Services Administration	1,372.3	1,097.5	1,284.6
Total, HHS	2,283.2	2,025.9	2,307.5
Department of Housing and Urban Development	300.8	290.0	290.0
Department of the Interior			
Bureau of Indian Affairs	19.9	20.5	20.4
Bureau of Land Management	5.1	5.1	5.1
Fish and Wildlife Service	1.0	1.0	1.0
National Park Service	8.7	8.7	8.8
Office of Insular Affairs ²	1.3	0.2	0.2
Total, Interior	35.9	35.4	35.5
The Federal Judiciary	471.4	506.6	577.3
Department of Justice			
Assets Forfeiture Fund	506.7	444.4	433.0
U.S. Attorneys	213.3	236.7	256.1
Bureau of Prisons	1,703.5	1,820.2	2,037.4
Community Policing	428.9	595.0	652.1
Criminal Division	21.4	21.8	23.8
Drug Enforcement Administration	791.9	852.9	1,008.9
Federal Bureau of Investigation	607.3	624.2	731.6
Immigration and Naturalization Service	177.2	246.1	306.7
Interagency Crime and Drug Enforcement ³	374.9	359.8	372.0
INTERPOL	1.8	1.6	1.8
U.S. Marshals Service	280.5	322.7	347.0
Office of Justice Programs	487.7	667.7	677.7
Federal Prisoner Detention ⁴	198.8	243.5	292.4
Tax Division	0.5	0.3	0.4
Total, Justice	5,794.3	6,436.9	7,141.0
(Detail may not add to totals due to rounding)			

¹ Includes the Administration's proposed adjustments to FY 1996 Continuing Resolution levels.² Formerly the Office of Territorial and International Affairs.³ Formerly the Organized Drug Enforcement Task Forces.⁴ Formerly the Support of U.S. Prisoners.

Drug Control Funding: Agency Summary, FY 1995-FY 1997 (continued)			
(Budget Authority in Millions)			
	FY 1995 Actual	FY 1996 Estimate¹	FY 1997 President's Request
Department of Labor	60.0	60.9	60.9
Office of National Drug Control Policy			
Salaries and Expenses: Operations	10.4	10.9	16.8
Salaries and Expenses: CTAC ²	—	16.0	18.0
High Intensity Drug Trafficking Areas	107.0	103.0	103.0
Special Forfeiture Fund: Director's Discretion	17.6	—	—
Special Forfeiture Fund: Ballistics Technology	3.1	—	—
Special Forfeiture Fund: CTAC	8.0	—	—
Total, ONDCP	146.1	129.9	137.8
Small Business Administration	0.1	0.1	0.1
Social Security Administration	148.9	196.4	202.8
Department of State			
Bureau of International and Law Enforcement Affairs ³			
INL	105.0	115.0	193.0
FMF	13.2	—	—
ESF	19.8	20.0	—
Subtotal	138.0	135.0	193.0
Emergencies in the Diplomatic and Consular Service	0.2	0.3	1.0
Total, State	138.2	135.3	194.0
Department of Transportation			
U.S. Coast Guard	301.2	329.7	345.9
Federal Aviation Administration	17.7	20.0	21.9
National Highway Traffic Safety Administration	29.4	30.2	29.2
Total, Transportation	348.3	379.9	397.1
Department of the Treasury			
Bureau of Alcohol, Tobacco, and Firearms	153.9	172.1	176.4
U.S. Customs Service	543.5	550.9	588.4
Federal Law Enforcement Training Center	17.0	19.6	22.1
Financial Crimes Enforcement Network	11.5	11.6	11.6
Internal Revenue Service	74.4	67.5	67.8
U.S. Secret Service	71.5	67.9	72.8
Treasury Forfeiture Fund	196.4	184.5	173.1
Total, Treasury	1,088.3	1,074.1	1,112.1
U.S. Information Agency	9.8	9.1	9.3
Department of Veterans Affairs	966.5	1,009.1	1,056.0
Other Crime Control Acts	0.3	0.4	1.8
Total Drug Budget	13,251.2	13,783.5	15,063.5
Supply Reduction	8,559.2	9,211.6	10,093.0
Percentage of Total Drug Budget	65%	67%	67%
Demand Reduction	4,691.9	4,571.9	4,970.6
Percentage of Total Drug Budget	35%	33%	33%
(Detail may not add to totals due to rounding)			

1

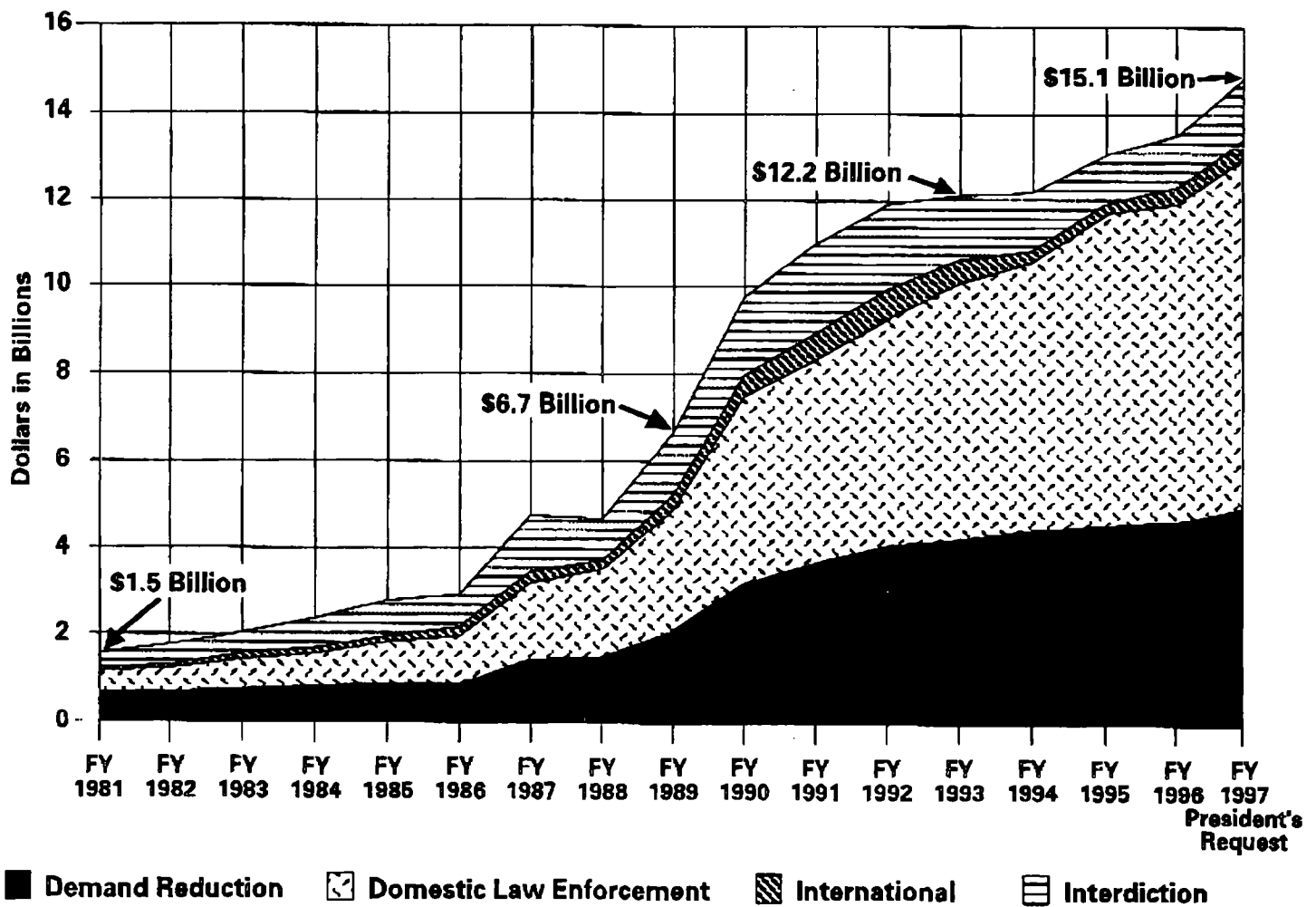
Includes the Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

2

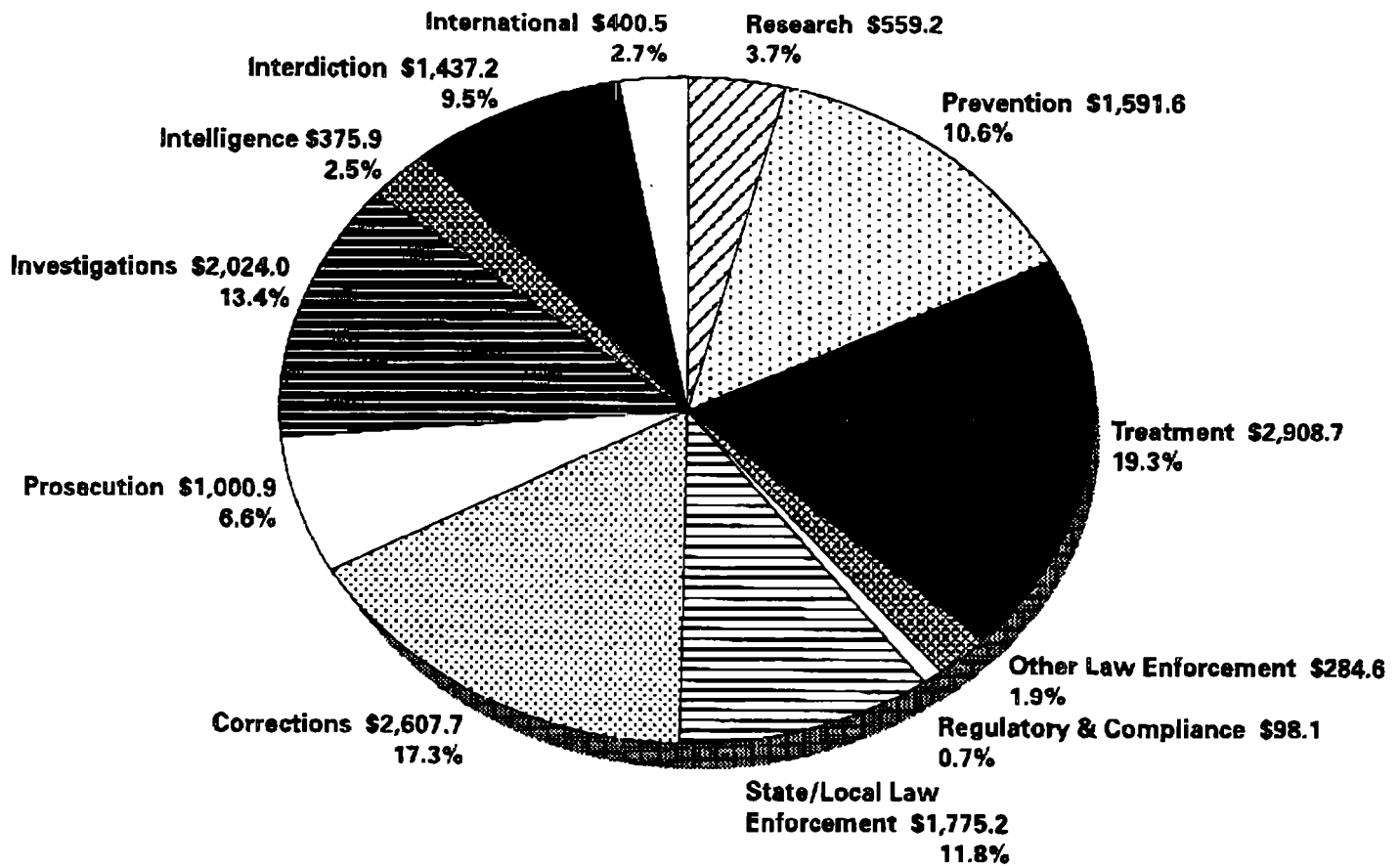
CTAC is part of Salaries and Expenses as of FY 1996.

3

In FY 1995, funding for Foreign Military Financing (FMF) and Economic Support Fund (ESF) programs were not included in the International Narcotics and Law Enforcement Affairs appropriation budget. For presentation purposes, the totals reported in this table for FY 1995 and 1996 include FMF and ESF. In addition, the consolidated International Narcotics (INC) program budget for FY 1997 includes funding for all these efforts.

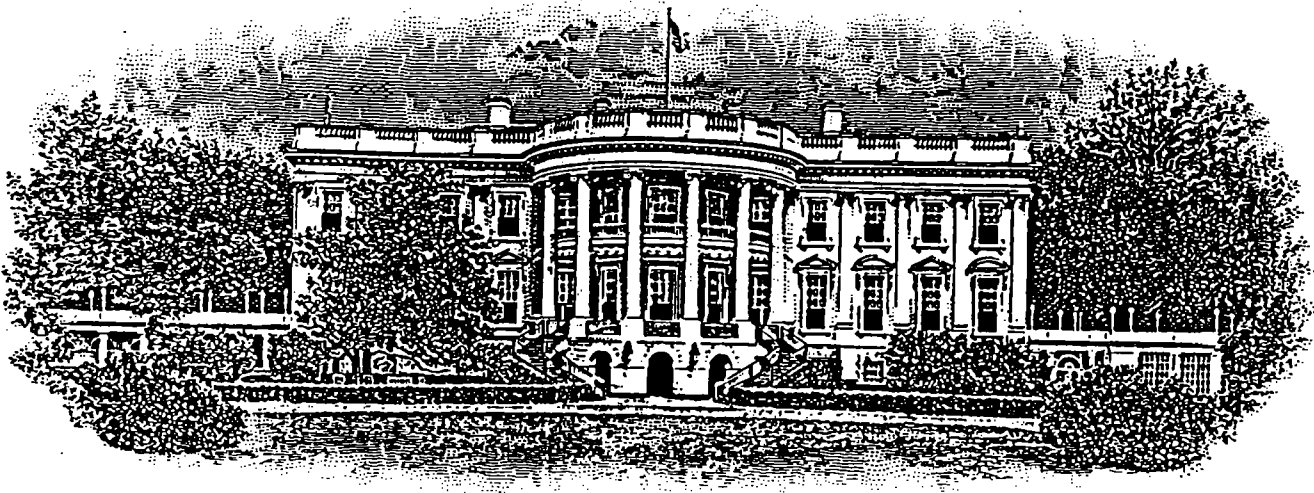
Federal Drug Control Spending by Function, 1981-97

President's Federal Drug Control Budget Request by Detailed Function, 1997 (Dollars in Millions)



TOTAL 1997 BUDGET REQUEST: \$15.1 BILLION

The White House



DOMESTIC POLICY

FACSIMILE TRANSMISSION COVER SHEET

TO: RAM

FAX NUMBER: _____

TELEPHONE NUMBER: _____

FROM: DB

TELEPHONE NUMBER: _____

PAGES (INCLUDING COVER): _____

COMMENTS: _____

Orlando Santana Article

*****DRAFT*****

Memorandum on Implementation of the Administration's Federal Arrestee Drug Testing Policy

December 8, 1995

Memorandum for the Attorney General

Subject: Implementation of the Administration's Federal Arrestee Drug Testing Policy.

More than half of all individuals brought into the Nation's criminal justice systems have substance abuse problems. We continue to witness the same criminal addicts cycling through the court, corrections and probation systems with little effort to change their behavior.

We can and will continue to prosecute and convict these drug offenders. Yet without a change to this cycle, criminal addicts will end up back on the street, committing more crimes, and back into the criminal justice system still hooked on drugs.

Our criminal justice system should be structured to reduce drug demand, not prolong, enhance, or tolerate it. Across the country, employers have reduced drug use among their employees by making abstinence a condition of employment. Our criminal justice system should do the same by requiring abstinence as a condition of pretrial release.

We need to use the powers of the criminal justice system to break the link between drugs and crime -- to use testing and coerced sanctions as a way to reduce the level of drug use in the population of offenders under criminal justice supervision, and thereby reduce the level of drug use and other criminal behavior.

To ensure that we are doing all we can to break the cycle of drugs and crime, I am directing you to target criminal addicts by establishing a national policy for United States Attorneys to affirmatively request pretrial drug testing as a condition of release and to request appropriate sanctions for those who fail. We will not tolerate drug use in our criminal justice system.

The Federal criminal justice system should serve as a model for State criminal justice systems -- where the majority of drug-related cases are processed and the cycle of repeat drug-related offenders is most evident. Therefore, I am also directing you to take all appropriate steps to encourage States to adopt and implement the same policies that we are initiating at the Federal level.

You should report to me in writing by February 29, 1996 on the specific steps you have taken to implement this policy.

William J. Clinton

Copyright 1993 Cable News Network, Inc.
All rights reserved
CNN

SHOW: NEWS 6:19 pm ET

December 2, 1993

Transcript # 602-3

TYPE: Interview

SECTION: News; International

LENGTH: 1046 words

HEADLINE: Drug Czar Says Colombia Won Battle in Drug War

GUESTS: WILLIAM BENNETT, Fmr. Natl. Drug Policy Dir.;

BYLINE: FRANK SESNO

HIGHLIGHT:

Former Drug Czar William Bennett is interviewed regarding America's war on drugs, Pablo Escobar's involvement in international drug trade and the Colombian government's progress in gaining control.

BODY:

FRANK SESNO, Anchor: For years the world watched as Pablo Escobar dealt in his deadly trade. In Washington, Escobar came to personify the far-away drug lord whose millions were earned on America's streets, poisoning young lives. How much damage did Escobar really do? How much of a difference will his death make? Joining us now, William Bennett, the drug policy director in the Bush administration. Thanks very much for coming in.

WILLIAM BENNETT, Fmr. Natl. Drug Policy Dir.: You're welcome, Frank.

SESNO: First of all, the significance of his death.

BENNETT: It is significant. Several lessons here. I mean, there's a real significance. He was the kingpin, after all. And then there's symbolic significance. And in a war on drugs, in Colombia or in the United States, where morale is an important factor, where believing that you can prevail against the bad guys, bringing justice, bringing Escobar to justice matters a great deal. I remember when I was drug czar people would say, 'This guy is richer than Ross

Perot, more powerful than Gengis Khan. He's invulnerable, he's invincible. Will you or the Colombians ever get it?' And the answer we gave is, 'Yeah, sooner or later he'll be taken down.'

SESNO: I traveled with you and with former President Bush down to Cartagena for the drug summit down there about four years ago.

Mr. BENNETT: Right. Right.

SESNO: When you talked to the Colombians, when you talked to other Latin

American governments, how much fear did they have that Pablo Escobar, (a) was becoming very rich and powerful on an illicit trade, and (b) that he was infiltrating and undermining their actual government?

Mr. BENNETT: Oh, the fear was real and palpable. And whatever fear and anxiety and worry we have had about drugs in this country- in Colombia it was- it's always a matter of a very thin line between that government being able to sustain itself or turning into the world's first 'narcocracy,' a government run by drug terrorists and the drug dealers, and Escobar symbolized that to its nth degree because he was the leader of the Medellin Cartel.

SESNO: How much damage did Pablo Escobar do on America's streets?

Mr. BENNETT: Oh, he did enormous damage. I mean, we talk about the bombing, the blowing up of the airplane, but as the kingpin of the Medellin Cartel, who knows? Five to 10 million people who are on drugs are due to the efforts of Pablo Escobar. Enormous influence, very hard to measure.

SESNO: Will this or any other personal action taken, because there are other drug lords after all-

Mr. BENNETT: -Of course-

SESNO: -In any way affect the flow or the price of illegal drugs in America?

Mr. BENNETT: Not in the short run, but maybe in the long run. Look, one of the premises in the war on drugs is that you can win, you can prevail, even against these kingpins. Even against these people of seemingly supernatural powers, as some would have it. Here, the Colombian government showed some grit, they showed some determination, they showed perseverance. I mean, this has been a bloody battle. They have lost a lot of people. And they won. They took him down. If every government showed the same kind of grit and determination, we'd be a lot further along.

SESNO: Who are you talking about?

Mr. BENNETT: I'm talking about us, in part, I'm talking about this administration, which has

shown no interest in this issue to date, and it should show more. If the Colombians can do it, a strong government like the United States ought to be able to do it.

SESNO: Well, let me take the side of this administration, if I may, just to play devil's advocate. They would say that they are fighting the war on drugs. They're changing the priorities is all, they are looking more toward treatment and toward curbing the demand than they are interdiction in the way that your administration do. And you well know that your administration had its critics as well.

Mr. BENNETT: Of course we had our critics, but we stayed at it and I think we made some real progress. But they don't make the case for treatment while they're cutting the treatment budget. What they need to do is turn loose those good guys from the DEA and the FBI and marshals, work with the government of Colombia. I submit to you, Frank, as a newsman, you have not heard very much from this administration on drugs and that is a shame. Maybe this will be the wake-up call. Maybe the example of Colombia, relatively much less strong,

Colombia will be the wake-up call for this administration.

SESNO: Back to Colombia, back to the drug lords for a moment. How many other Pablo Escobars are there still operating, still functioning, are there in the wings?

Mr. BENNETT: Oh, there are always people waiting in the wings, but look at it the other way. Back when I was drug czar they'd announce the list, you know- later, and gotcha, and Escobar- how will you ever get these people. It's now three, four years later. Most of them are dead or out of business or in prison, thanks largely to the determination of law enforcement officials in Colombia and many of them here in the United States.

SESNO: We heard a lot about the Medellin Cartel, of which Escobar was the head. Now we hear about the Calley [sp] cartel.

Mr. BENNETT: Right, Calley has gained in influence-

SESNO: -Also in Colombia-

Mr. BENNETT: -As the pressure has increased on Medellin, but there's no reason to think that the same kind of efforts that worked against Medellin won't against Calley. They should work against Calley.

SESNO: Surprised to hear today that Pablo Escobar was shot, killed?

Mr. BENNETT: Yes, surprised, Frank, but I figured sooner or later this would happen. This was supposed to be the most powerful man on earth. He lived by the sword and he died by the sword.

SESNO: Bill Bennett, former drug czar. Thanks very much for coming in.

Copyright 1990 Federal Information Systems Corporation
Federal News Service

FEBRUARY 9, 1990, FRIDAY

SECTION: COMMERCE & TRADE

LENGTH: 19835 words

HEADLINE: CB

HEARING OF THE SENATE BUDGET COMMITTEE

SUBJECT: FISCAL YEAR 1991 BUDGET PROPOSALS

CHAIRMAN BY: SENATOR JIM SASSER, (D-TN)

WITNESS:

WILLIAM BENNETT, DIRECTOR, OFFICE OF DRUG CONTROL POLICY 608 SENATE
DIRKSEN OFFICE BUILDING

BODY:

MR. BENNETT: Thank you, Mr. Chairman, Senators.

When I took up my duties about a year ago, Mr. Chairman, I said that although America had to win this war, it was by no means certain that we would win it. My view has changed. The war is by no means over, but it is clearly winnable and the momentum is beginning to shift our way. Indeed, while there is still too much bad news, there are scattered but clear signs that we are beginning to win, that the scourge is beginning to pass. If we keep up our efforts, we're going to win.

The line has been drawn. We believe there is a long way to go, but we also believe that the worst is over; in some places we're years away, but we now know where we're going and we know how to get there. There's a plan, there's a strategy. Its general outlines and principles have been agreed to by most in Congress, and we're very pleased about that.

Copyright 1990 American Broadcasting Companies, Inc., All rights reserved.

ABC NEWS

SHOW: 20/20

February 2, 1990

LENGTH: 7866 words

HEADLINE: Playwright to President; Where's My Car?; Dark Side of a Miracle; The Drug War Status Report

The Drug War Status Report

WALTERS: It's time now for our weekly look at the drug war. Today, the president's drug czar, William Bennett, said the administration is beginning to win the war on drugs. He said - and I quote - "It should be over in a few years." His statement came in testimony before the Senate Judiciary Committee. It's chairman, Democratic Senator Joseph Biden, has prepared the first in-depth critique of the president's drug strategy and it raises the question, which drug war is the president winning? Hugh looks at that question in this week's drug war status report.

DOWNS: [voice-over] Senator Biden held drug hearings over 11 months on topics ranging from crack trafficking in rural America to developing new medicines that might help addicts kick their habits.

Sen. JOSEPH BIDEN, (D), Chairman, Senate Judiciary Committee: This being the single, most serious problem facing this country, at least, in my opinion.

DOWNS: [voice-over] Biden does agree with some of the president's strategies, such as greater efforts for law enforcement. In fact, Biden's proposing even more drug agents, far more prisons and more help for state and local police.

Sen. BIDEN: We should be investing a great deal more money, a great deal more money.

DOWNS: [voice-over] But some differences are sharp and fundamental. Unlike the president's plan, Biden states that it's vital that treatment be readily available to any and all who need it. That isn't part of the Bush-Bennett strategy. In fact, their first goal is to reduce overall drug use. Now, that includes everyone who uses drugs, but mostly it means the casual user. Their numbers were falling long before the president took office, from about 23 million in 1985 to only 14.5 million in 1988. Biden implies that the president may have an easy goal because the downward trend is already in place. But what about this drug war, the one we see night after night on the evening news? Biden and others say that it's the world of hard-core addiction, more than casual use, that's producing record homicides, crack-related violence and

emergency rooms on overload. And in his most pointed criticism, Biden accuses the president of not acting boldly to tackle hard-core addiction. Using the administration's own figures, Biden shows that the number of hard-core users has been rising, from 647,000 in 1985 to 862,000 in 1988. The president's goal for 1991 would let the number of addicts keep rising, although at a slower rate. Biden wants to see a real decline.

Sen. BIDEN: Unless we take immediate steps to combat the crisis of hard-core users in these areas, all of our other efforts, in my view, will be wasted.

DOWNS: The different approaches, then, might be compared to different doctors treating a cancer patient. The Democrat, Biden, wants to go right for the tumor. The president is saying, "If you treat the whole patient, in time the cancer will go away." We'll keep you posted.
Barbara?

Copyright 1990 Federal Information Systems Corporation
Federal News Service

FEBRUARY 2, 1990, FRIDAY

SECTION: NEWS MAKERS & POLICY MAKERS

LENGTH: 28329 words

HEADLINE: CB

HEARING OF THE SENATE JUDICIARY COMMITTEE

SUBJECT: NATIONAL DRUG CONTROL STRATEGY

CHAIRMAN BY: SENATOR JOSEPH R. BIDEN JR. (D-DE)

WITNESS:

WILLIAM BENNETT, DIRECTOR, NATIONAL DRUG POLICY CONTROL BOARD 226
DIRKSEN SENATE OFFICE BUILDING, WASHINGTON, DC

BODY:

MR. BENNETT: When I took up my duties less than a year ago, about 10 months ago, I said that although America had to win this war, it was by no means certain that we would win it. My view has changed.

The war is by no means over, but it is clearly winnable. And the momentum, I think, is shifting our way. Indeed, while there's still too much bad news, there are scattered but very clear signs that we are beginning to win. The scourge is beginning to pass. If we keep up our efforts, indeed intensify our efforts, we are going to win.

We are making progress every day. Drug use is down. Drug arrests are up. Drug seizures are up. Drug treatment is up. Seizures of traffickers' and dealers' assets are up.

YOUTH SPEAK OUT
Miami, Florida
December 10, 1995

Dr. Lee P. Brown (ONDCP) and Carol Rasco (DPC) will conduct an interactive session on youth, drug use and violence in anticipation of the White House Leadership Conference with students in the Miami area.

Approximately 24 youth will give their perspective on the increase of drug use by teens and other related topics at a "Speak Out" on Sunday afternoon, December 10 at 3:00 p.m. These youth have been selected with the assistance of Marilyn Culp through the Miami Coalition.

This diverse group of articulate teens has been invited to participate in a discussion of adolescent drug use because of their interest and their knowledge of the issue as well as their leadership abilities.

A short biography for each participant is attached. The youth will expect questions to be asked of them, followed by a discussion. In addition, they will be encouraged to ask questions of Lee Brown and Carol Rasco.

Potential Questions for youth (translate to kid friendly):

What are your thoughts about drug use among kids? How big a problem do you see drug use as being?

What impact do friends or peers have on staying drug free?

What role do parents have on youth drug use?

How can they help kids to stay drug free?

How many of you have younger brothers and sisters?

Are you concerned that younger kids are faced with more drug use?

What can be done to protect them?

Who are the role models for youth? Who are your role models?

Sports figures? Celebrities? Older Siblings?

Teacher or Guidance Counselor? Others?

What influences your sense about what's good or bad, healthy or unhealthy??

How has the media influenced the drug issue? How can the media be a positive influence?

What programs or activities have the most positive effect on drug prevention?

What leadership would you like to see in your community relative to the drug issue?

What do you expect or wish from adults?

What will stop kids from using drugs?

**OVERVIEW OF SCHEDULE
SUNDAY DECEMBER 10, 1995
YOUTH SPEAK OUT**

The twenty four students participating in the Speak Out have been selected from a variety of locations in the Miami area (see attached list). Because the youth will not know each other, Ricia McMahon (ONDCP) and Dennis Burke (DPC) will greet the guests and conduct icebreakers. They will then review the schedule for the event prior to Lee Brown and Carol Rasco arriving at the site.

2:30 p.m. Youth and their Advisors / Chaperons arrive
 Reception with refreshments available

3:00 p.m. Introductions and Icebreakers
 Purpose of the Youth participation today
 Purpose of Speak Out as prelim to WH event
 Review of the schedule for the Speak Out
 Notification of Access by Press after 4:00p.m.
 Brief Q & A and Thanks to Miami Coalition, etc.

CAROL RASCO WILL JOIN THE GROUP FOR ICEBREAKERS

3:25 p.m. Advisors and Chaperons depart reception

.....

3:30 p.m. Arrival of Lee Brown
 Introductions of Youth
 Opening Comments by Lee Brown and Carol Rasco
 Proceed with Questions to Youth
 Dialogue around each question (questions attached)

4:30 p.m. Press Arrive
 Lee Brown and Carol Rasco Introduced
 Lee Brown describes purpose of Youth Speak Out
 Carol Rasco describes WH Leadership Conference
 Carol Rasco reviews interaction with Youth
 Youth are asked to volunteer to give their
 perspective on drug use among teens

Q & A FOR LEE BROWN AND CAROL RASCO

5:20 p.m. Return of Advisors and Chaperons
 Photos of Lee Brown and Carol Rasco with Youth
 Thanks to Youth and other attendees and Miami
 Coalition for assisting in arrangements

5:30 p.m. Farewells and Departure

The Detailed Schedule and Commentary

3:30 p.m.

COMMENTS BY LEE BROWN

Note: In Miami last December for the Summit of the Americas As Director of ONDCP and part of President Clinton's Cabinet must lead the nation in keeping drugs out of the country, preventing drug use before it begins and provide help to those who need treatment.

The National Drug Control Strategy seeks out advice from citizens from all across America.

Input from youth is especially important. Now more than ever - i.e. Monitoring The Future data which indicates increased use of drugs among youth. Your ideas, opinions, experiences and recommendations are valued and needed.

Would like to hear from you this afternoon about drug use and violence and how it affects you as well as how we can avoid drug use by the youth of our country.

The President has called for a White House Leadership Conference on Youth, Drug Use and Violence. Carol Rasco, the Assistant to the President for Domestic Policy, can describe our plans.

3:35 p.m.

COMMENTS BY CAROL RASCO

3:40 p.m.

QUESTIONS TO YOUTH BY LPB AND CR
DISCUSSION FOLLOWS EACH QUESTION

4:25 p.m.

CONCLUDE SEGMENT AND NOTE TOPICS*
TO REVIEW WHEN PRESS IN AUDIENCE
DETERMINE YOUTH VOLUNTEERS WITH PRESS

4:30 p.m.

PRESS ARRIVE

4:35 p.m.

COMMENTS BY LEE BROWN

Give similar introduction as initial comments to youth.
We are conducting a Speak Out with youth from the Miami area as part of the preparation for the Strategy as well as a preliminary discussion prior to the White House Leadership Conference on Youth, Drug Use and Violence in January.

Carol Rasco of the Domestic Policy Council has additional comments.

4:40 p.m.

COMMENTS BY CAROL RASCO

4:45 p.m.

LPB AND CR UPDATE PRESS ON PRIOR DISCUSSION
* EXTENT OF PROBLEM, IMPACT ON PEERS, ROLE
MODELS, MEDIA INFLUENCE, WHAT WORKS
YOUTH VOLUNTEER THEIR PERSPECTIVE
Q & A FOR LEE BROWN AND CAROL RASCO

**ONDCP CONFERENCE - YOUTHS SPEAK OUT
PARTICIPANTS**

PAGE 4

YES (YOUTH EMPLOYMENT AND SUPPORT) FOR GAY YOUTH, WAS HIGH SCHOOL DROPOUT, STOPPED GOING TO SCHOOL AT 14, GOT GED AND IS NOW IN COMMUNITY COLLEGE.

**FROM YOUTH AND FAMILY DEVELOPMENT
STUDENTS**

EUGENE RAY 17 YEAR OLD, AFRICAN-AMERICAN JUNIOR AT NORTHWESTERN SENIOR HIGH SCHOOL, PARTICIPATING IN WRESTING, PLANNING TO ATTEND COLLEGE.

RANDY GRIFFITH 16 YEAR OLD, AFRICAN-AMERICAN JUNIOR AT JACKSON SENIOR HIGH SCHOOL, PLANNING TO ATTEND EITHER FLORIDA INTERNATIONAL UNIVERSITY OR FLORIDA MEMORIAL COLLEGE, MAJORING IN SCIENCE.

TAMARA JOHNSON 16 YEAR OLD, AFRICAN-AMERICAN SOPHOMORE AT CENTRAL SENIOR HIGH SCHOOL, AN UNDER-ACHIEVER, PLANNING TO ATTEND JUNIOR COLLEGE.

TURRIS DAVIS 18 YEAR OLD, AFRICAN-AMERICAN SOPHOMORE AT CENTRAL SENIOR HIGH SCHOOL, AN UNDER-ACHIEVER, FATHER OF ONE-YEAR OLD, LIVES WITH HIS GRANDPARENTS.

BETTY WADLEY 17 YEAR OLD, AFRICAN-AMERICAN JUNIOR AT JACKSON SENIOR HIGH SCHOOL, SINGLE PARENT OF ONE-YEAR OLD, ON HONOR ROLL AND PLANNING TO ATTEND COLLEGE.

EUGIA JACKSON 20 YEAR OLD, AFRICAN-AMERICAN GRADUATE OF NORTHWESTERN SENIOR HIGH SCHOOL, PRESENTLY ATTENDING MIAMI DADE COMMUNITY COLLEGE NURSING PROGRAM.

JENNIFER JOBOLIS 19 YEAR OLD, AFRICAN-AMERICAN GRADUATE OF NORTHWESTERN SENIOR HIGH SCHOOL, PLANNING TO BECOME A POLICE OFFICER WITH THE CITY OF MIAMI AFTER GRADUATING FROM THE ACADEMY.

MARCUS THOMAS 18 YEAR OLD, AFRICAN-AMERICAN GRADUATE OF NORTHWESTERN SENIOR HIGH SCHOOL IN TOP 10% OF HIS CLASS, PLANNING TO ATTEND FLORIDA MEMORIAL COLLEGE JUNE OF '96, MAJORING IN SOCIOLOGY.

**Statement of Thomas J. Gleaton
President of PRIDE
Washington, D.C.
Nov. 2, 1995**

Three years ago PRIDE played the unpopular role of a messenger bringing the unwelcome news that teen drug use was on the rise again. That early warning has now been validated by every national indicator, including Monitoring the Future, the Household Survey, and DAWN.

Today we have the equally unpleasant duty of sounding another alarm. If left unchecked, teen drug use could reach the highest levels in our nation's history in only a few years from now.

In our study of nearly 200,000 students during the 1994-95 school year we found that cigarette use, cocaine use, and hallucinogen use has already reached an eight-year high among students in high school grades 9 through 12. Overall use of marijuana, uppers, downers, and inhalants is now greater than it was when our first warning was sounded in October of 1992.

Hallucinogen use, such as LSD and PCP, has risen by 75% since the 1988-89 school year.

In the past four years, marijuana has exploded in popularity, especially among African-American students. The youngest black males we surveyed -- those in grades 6, 7 and 8 -- increased their marijuana use by 195% in the past four years. These are children as young as 11 years old. The number of black females using marijuana in the same age group rose by 253% during the same time.

Even beer use, which we thought was in check, has risen to a five-year high among senior high school students.

In general, in almost every grade, for almost every drug type, there has been a sustained increase in use since our 1992 announcement.

I doubt you will be able to read all of the numbers on the two charts I am about to display, but I think the trend will be clear.

The first chart is for grades 6 through 8 for cocaine, hallucinogens, and marijuana. The chart tracks the past five years for each drug. The next chart shows downers, uppers, and inhalants.

What you see is a steady increase for the most part for every drug.

The next chart is for grades 9 through 12 for the same drugs over the past five years. This chart shows cocaine, hallucinogens, and marijuana. The next chart is downers, inhalants, and uppers.

Again, the trend is clear.

So what do these numbers portend for the nation. Our study shows that students who carried guns to school, who joined gangs, and who got in trouble with the police were 9 or more times more likely to use cocaine.

The relationship between violent behavior and drug use is not only logical, it is borne out by the numbers.

OCT-31-95 TUE 18:01

PRIDE

FAX NO. 7704585030

P. 03

I want to commend President Clinton for coming here today. Some will blame him exclusively for these data. I would remind them that these increases began in the past administration, they continued into the current administration, and if left unchecked they will accelerate to historic levels in the next administration.

Drug use cannot be blamed solely on one man, or a congressional act, or a musical style, or even on a sinister drug cartel. It is a complex issue that cannot be solved simply. The solution calls for comprehensive national action on all fronts.

With this in mind, I would like to offer what I think would be a good start.

The next chart demonstrates that comprehensive approach can -- and has been -- successful if it combines national leadership, a movement of parents, and federal funding.

This chart is based on Monitoring the Futures lifetime use of any illicit drug for high school seniors. You will see that when parents became aroused about teen-age drug use and formed groups such as PRIDE, Families In Action, and NFP, teen drug use stopped in its tracks in 1979 and fell sharply over the next eight years. When Mrs. Reagan and other national leaders joined the parent movement after 1981, the downward trend gained speed. Then in 1987, federal dollars began to flow as a result of the Omnibus Drug Act of 1986, and the rate of progress accelerated faster.

In the late 80s and early 90s, however, something happened. In the 1989, drug use was cited as the number one problem in the nation. By the 1992 election, the nation's attention had drifted to other issues, and there was talk of winning the war on drugs.

Federal funding for programs like the Safe and Drug Free Schools was cut. There was no mention of drug use in the Contract With America, nor in the last State of the Union address. We lost ground on two fronts -- national leadership and federal funding.

But worst of all was the lost momentum in the first line of defense: the parent movement.

Only one-third of the 200,000 students we surveyed this year said their parents talk to them "often" or "a lot" about the problems of drug use. This number has fallen by 15% since 1991-92.

Only one-third said their parents often set clear rules.

And when they break the rules only one half said they are routinely disciplined.

Yet, as the next chart will show, when parents communicate with their children, their children are less likely to use drugs.

On the left is the annual marijuana use of high school students who say their parents never talk to them about the problems of drugs -- 34%. On the right is the marijuana use of students who say their parents talk to them about drugs "a lot" -- 24%.

The difference represents a reduction in use of 29%.

The most effective drug prevention program in the world -- parental intervention -- is used far less than we think.

Despite the data I have cited, I remain optimistic.

There are indications that the drug issue is beginning to receive the level of strong national leadership that was prevalent in the '80s. President Clinton has made a series of major appearances on the drug issue. Earlier this week, PRIDE, CADCA, NFP and Families in Action attended a Red Ribbon Week press conference with Senators Dole and Grassley. Congressmen Zeff and Rangel in the House are spearheading a bi-partisan effort to focus attention on drug use.

Since March, the prevention field has been successful in retaining millions of dollars in federal funding, though much remains to be done.

In addition to dollars, we must have the parents back. Tomorrow afternoon at 2:30, PRIDE will host a panel discussion creating a new parent movement.

For those of you in the audience who would like PRIDE's national survey report, you can find it on the on-line services of PREVLINe at the Center for Substance Abuse Prevention, or from Join Together On-Line.

Or you can call the PRIDE office in Atlanta at 770-458-9900.

I will now answer questions.

####

DENNIS B-XKE

ADMINISTRATION ANTI-DRUG RECORD

"I'm going to do everything I can to implement the 1995 National Drug Control Strategy...We propose to work more closely with foreign governments to cut drugs off at the source. We propose to boost community efforts to educate young people about the dangers and penalties of drug use...We will work to break the cycle of crime and drugs providing treatment to hardcore drug users, who consume most of the drugs and cause much of the crime and health problems. And we will punish people who break the law more severely."

*President Clinton
February 8, 1995*

VICTORIES AND THE ENORMOUS CHALLENGE

- * This Administration seeks to target the hardcore users---the 2.7 million regular users of heroin and cocaine with intensive treatment programs.
- In 1979, there were 24 million casual (once a month or more) drug users, compared to 12 million now -- a drop of well more than half.
- Americans are spending 23% less on illegal drugs than five years ago -- \$49 billion versus \$64 billion, still an enormous drain on our economy but a marked improvement.

THE COLOMBIAN CALI DRUG CARTEL

- * President Clinton, by being the first president to decertify Colombia, is causing the cartel, the source of 80% of the cocaine that reaches our shores, to be dismantled through U.S.-Colombian efforts. In the ~~last~~ ^{first} month alone, Colombia has taken into custody ~~some~~ ^{more} of the top ~~two~~ ^{five} leaders of the Cali Cartel. Under the pressure of the President's power to "decertify", Colombia can be banned from receiving international loans and U.S foreign aid if it does not cooperate.
- Despite Colombia's having been the original source of nearly all our cocaine for decades, President Clinton is the first President to decertify them, and only grant them a "national interest" waiver that will be removed if they do not bring down Cali cartel leaders.

- 
- A major sting operation in Miami, presaged the Colombian arrests. In May, the Miami High Intensity Drug Trafficking Area (HIDTA), which is coordinated by the President's National Drug Policy Director, indicted several Cali leaders and shared intelligence with the Colombian government, in advance of the Colombians' arresting of the Cali leaders in their own land.
 - The U.S. indictments included several American lawyers representing the cartel, effectively "Benedict Arnolds" who crossed the line. One U.S. lawyer indicted by our task force has now pled guilty to the allegation of assisting in money laundering for the cartel.

DRUG FREE SCHOOLS

- The President used his first veto to protect \$482 million the Congress tried to cut in half for 1995, and to zero out for 1996, for the Safe and Drug Free School program, the only federally funded drug education program in the nation's school districts, which reaches 94% or 30 million of our children in grades 7-12. The program establishes innovative and successful anti-drug counseling, education, intervention, and conflict resolution programs that have reduced drug use as much as 25% in many schools.
- On June 7, the President recognized the 100 best schools in the White House Rose Garden.

DRUG TESTING SCHOOL ATHLETES

- On June 27, the Supreme Court agreed with the Administration's position, argued to the Court by the Solicitor General supporting the school district, that a school district may subject student athletes to drug testing. The Administration believes, and the Court ruled, that the time involved in a drug test is minimal compared to the invaluable message that there can be no drug use by these athletes to whom the entire student body pays so much attention.

NO DRUG USE MESSAGE IN PROFESSIONAL SPORTS

- Throughout May and June, the President's National Drug Policy Director criticized the Yankees for "sending the worst possible message to the youth of America" by hiring multiple drug and criminal offender Darryl Strawberry. Director Brown, Yankees' owner George Steinbrenner, and players' representatives have agreed to meet in the near future to assure a strong anti-drug policy by Major League Baseball and to discuss the rehabilitation of athletes during and after a drug problem.
- Director Brown is also arranging meetings with representatives of basketball,

hockey, and football to assure a no drug use message in professional sports.

ONE BATTLE, ONE TEAM

- The Administration has created seven "high intensity drug trafficking area" joint task forces around the country pulling together all federal, state, and local law enforcement and treatment officials into "one battle, one team." These task forces, each of which receives \$10 – 38 million annually from the Office of National Drug Control Policy, are: New York, Los Angeles, Miami, Houston, Baltimore–Washington, the Southwest Border, and Puerto Rico–Virgin Island.
- In addition to the critical Colombian Cartel indictments mentioned earlier, these task forces have dismembered some of the most significant and heavily armed drug distribution networks.
 - * New York – \$11.6 million: The El Dorado Joint Money Laundering Task Force dismantled ten money laundering operations linked to South America and Hong Kong.
 - * Los Angeles – \$11.5 million: Local Los Angeles HIDTA agencies—working in conjunction with the Newark, New Jersey, Drug Enforcement Administration Field Division, dismantled a Colombian distribution network that received cocaine in Los Angeles and Houston and transported it to the East Coast.
 - * Houston – \$10.1 million: Dismantled five cocaine, one heroin and one marijuana trafficking organizations in FY '1994.
 - * Southwest Border – \$37.7 million: Small task forces dispersed along the 2,000 mile border, dismantled trafficking and drug money laundering orgnaizations.
 - * Washington, D. C./Baltimore, MD. – \$12.6 million: Newly activated, bringing together the largest component of drug treatment and prevention professionals with law enforcement officials to work together as a team, tackling the drug problem from both sides, demand and supply reduction.
 - * Puerto Rico/Virgin Island – \$9 million: Newly designated.
- Around the country, there are a total of eighty similar smaller task forces, and the Administration will be announcing three new major city task forces over the next month.



STOPPING GUN PROLIFERATION

- The President fought for and signed the Brady bill, which requires a background check before the purchase of a handgun.
- The President fought for Congress to ban and signed into law the ban on assault weapons, the arm of choice for drug traffickers and cop-killers.

"HARD LINE" BORDER STRENGTHENING INITIATIVE

- \$70 million allocated to stop drug smugglers from driving recklessly through our ports to move illicit drugs. The immediate impact was a 38% reduction in port runners and the associated violence. "Hard Line" has resulted in the dismantling of a major port-running organization in El Paso. The group is reputed to have smuggled drugs in over 2,000 instances through the port of entry. We are procuring new equipment and increasing manpower to strengthen the border.

TOUGHER SENTENCES -- AND DRUG TREATMENT THAT WORKS:

- The President's 1994 crime bill expanded death penalties to include drug kingpins and providing tougher sentences for cocaine dealers. Complimenting this approach is the President's expanded drug treatment for users.
- A California study shows that for every dollar spent on drug treatment, we get seven dollars back in health care and crime cost savings. The Administration is in a battle with CONGRESS, which has CUT the President's treatment funding request for hard core users for FY 1995 from \$355 million to \$57 million (Congress did maintain \$42 million for drug treatment in federal and state prisons).

DRUG COURTS: TOUGH, SMART ALTERNATIVE TO PRISON

- The Attorney General found from her Florida experience that drug courts force offenders to choose between treatment and prison and save enormous manpower from the legal system. Unfortunately, Congress cut \$17 million of the President's \$29 million request for FY '95. The President saved \$12 million for this program.

MAKING THE DRUG POLICY DIRECTOR A CABINET MEMBER

- Despite the 1988 Anti Drug Abuse Act requiring it, President Clinton was the first President to make the National Drug Policy Director a Cabinet member. Because fighting drugs requires all areas of the government to cooperate --

Handwritten: *Handwritten NC 11/1/96*

Handwritten: *(5)-*

foreign, domestic, education, treatment, prevention, law enforcement, etc. -- and because the law provides that the Director oversee the national anti-drug budget and strategy, the Director needs direct access to the heads of all departments as well as to the President. President Clinton gives this status and access to Lee Brown.

The President has repeatedly emphasized a "no use" drug policy because of the devastating impact of drug abuse on kids and families. The Administration is sending one signal: stop using, buying, and selling drugs. From submitting a \$14.6 Billion comprehensive enforcement and prevention anti-drug budget (FY '96) to a strategy which attacks at all fronts -- tougher sentences, education, and treatment at home, interdiction at the borders, economic pressure on source countries, destruction of drug crops and labs, and indicting and arresting drug kingpins -- the "no use" message is the same.



U.S. Department of Justice

Drug Enforcement Administration

Washington, D.C. 20537

FROM:

Drug Enforcement Administration
Public Affairs Section
Washington, D. C. 20537

FOR ADDITIONAL INFORMATION CONTACT:

James J. McGivney, Chief
Public Affairs Section
(202) 307-7977

FOR IMMEDIATE RELEASE

Friday, June 9, 1995

Today, the Administrator of the Drug Enforcement Administration, Thomas Constantine, congratulated the Government of Colombia on the arrest of one of the world's most notorious cocaine traffickers, Gilberto Rodriguez Orejuela. "This arrest is evidence that no drug mafia leaders are above the law, no matter how powerful they are, and no matter where they hide. The Government of Colombia is to be congratulated for their commitment and persistence. The arrest of Gilberto Rodriguez Orejuela signals the beginning of the end of the Cali mafia."

The Cali mafia is the most powerful drug trafficking organization in history and has operations in many nations of the world, including the United States. According to Constantine, "The Cali mafia has spread its poison, death and destruction to the streets of small towns and major cities around the world." They are responsible for 80 percent of the world's cocaine and have annual profits estimated at \$8 billion.

Gilberto Rodriguez Orejuela and his younger brother Miguel control the most powerful branch of the Cali mafia. Gilberto is the strategic planner of the Cali mafia, and the organization is involved in every stage of the cocaine trade from the jungles of Peru to the streets of the United States. It is customary for the Rodriguez Orejuela organization to contract cocaine shipments to Mexican trafficking organizations who transport the cocaine into the United States.

"The United States and Colombia have worked closely together to target and capture these Cali mafia leaders. Rodriguez Orejuela is a major kingpin in the world cocaine trade," said Constantine. "Rodriguez Orejuela who is known as the 'Chess Player' has been backed into a corner. Thanks to the Colombian Government he has no moves left," said Constantine.

A 1989 U.S. indictment for drug trafficking emanating in New Orleans and evidence shared with the Government of Colombia provided the impetus for Rodriguez Orejuela's arrest. Rodriguez Orejuela was indicted again this week in Miami, along with other members of the Cali mafia, for the illegal importation of over 200,000 kilograms of cocaine over the last 10 years.

Constantine praised the special effort of General Serrano, head of the Colombian National Police. "General Serrano knew this day would come, and the United States is grateful for his commitment and bravery, and the commitment and bravery of the men and women of the Colombian National Police. I met with General Serrano a month ago and he personally assured me that he would do everything in his power to capture the kingpins. He has proven to be true to his word."

###END###

FROM:

Drug Enforcement Administration
Public Affairs Section
Arlington, Virginia 22202

FOR ADDITIONAL INFORMATION CONTACT:

James J. McGivney, Chief
Public Affairs Section
(202) 307-7977

FOR IMMEDIATE RELEASE

Sunday, August 6, 1995



This morning, Thomas A. Constantine, the Administrator of the Drug Enforcement Administration, congratulated the Colombian National Police (CNP) on the arrest of Miguel Angel Rodriguez-Orejuela, another of the world's top cocaine traffickers. Said Constantine, "Combined with brother Gilberto's capture on July 9 and that of Jose Santacruz Londono's on July 5, these three arrests strike a mortal blow against the unholy trinity who lead the Cali mafia. This is the capstone in a series of arrests of major leaders of the Cali drug mafia, perhaps the most significant criminal entity the world has ever seen."

These arrests are the result of a strategy put into place 4 years ago by the DEA, which, along with the CNP, has been instrumental in planning and orchestrating the immobilization of the Rodriguez-Orejuela enterprise.

"It was only a matter of time that Miguel would be arrested. When General Serrano and I met in May he gave his personal assurance that he would do everything in his power to capture the leaders of the Cali mafia. We are extremely gratified to see the results. This sends a clear message to those who think they are above the law. The international law enforcement community will not rest until all the drug kingpins are spending their nights and days behind bars," Constantine added.

Overall, the Cali mafia are responsible for 80 percent of the world's cocaine with annual profits estimated at \$8 billion. Miguel, also known as the "Transportation Specialist," was responsible for the day-to-day operations of the Rodriguez-Orejuela organization, the most powerful of the Cali groups. He micro-managed all aspects of their multifaceted trafficking ventures, which included production, transportation, wholesale distribution, and money laundering. His older brother Gilberto had concentrated on "strategic planning" for the Cali group.

Miguel, who was born in 1943 in Cali, has been involved in drug trafficking since approximately 1980 (see appendix). He is responsible for smuggling multiton quantities of cocaine from Colombia into the United States, Canada, and Europe using a wide variety of sophisticated transportation and smuggling techniques. Seventy percent of the cocaine destined for the U.S. market is smuggled through Mexico.

Constantine added, "While Gilberto's arrest signalled the beginning of the end of the Cali mafia, this arrest further vindicates the honest people of Colombia who will prevail in their courageous fight against the powerful and ruthless narcotraffickers who have threatened their democracy."

FROM:

Drug Enforcement Administration
Public Affairs Section
Arlington, VA 22202

FOR ADDITIONAL INFORMATION, CONTACT:

Catherine H. Shaw, Chief
Congressional & Public Affairs
202-307-7977

FOR IMMEDIATE RELEASE:

Wednesday, July 5, 1995

Thomas A. Constantine, Administrator of the Drug Enforcement Administration (DEA) today congratulated the Colombian Government for the arrest of Jose Santacruz-Londono, one of the leaders of the Cali mafia. "The arrest of Santacruz-Londono in Bogota, Colombia last night is another crippling blow to the Cali mafia. Coupled with the arrest last month of Gilberto Rodriguez-Orejuela, this action by the Colombian National Police demonstrates that the Cali mafia is not invincible. Santacruz-Londono has long been a vicious player in the international cocaine trade, and his arrest is welcome news to the DEA." Constantine said that he hoped "the Colombian Government would keep up the momentum" and continue their efforts against the Cali mafia. "The Colombian National Police has done an outstanding job to date, and General Serrano is to be commended for his leadership and dedication."

Santacruz-Londono's cocaine distribution and money laundering operation centers around the New York metropolitan area. In 1992, DEA seized two cocaine conversion laboratories in Brooklyn, New York that were directly linked to Santacruz Londono. He is considered one of the most violent members of the Cali mafia, and is an expert manager of worldwide cocaine distribution, as well as production and money laundering.

The Cali mafia is responsible for 80 percent of the world's cocaine supply, and has an estimated annual income of \$7 billion (8 times larger than the DEA budget). Financial records indicate Santacruz-Londono's net worth at several billion dollars.



Records indicate two known arrests for Santacruz-Londono. The first occurred in 1976 when he travelled from New York to Costa Rica on a U.S. passport.

The second took place in 1977 when he was arrested in Queens, New York by the N.Y. City Police on weapons charges. He served no jail time. Santacruz-Londono has been a DEA fugitive since April 1980, and has been indicted four times in the United States, most recently in the Cali lawyer case (Operation Cornerstone) in Miami. Constantine said that he hoped that "the Colombian Government would keep up the momentum" and continue their efforts against the Cali mafia.

Santacruz-Londono, the number three leader of the Cali drug mafia, was taken into custody on July 4th by Colombian National Police at 8:00 pm while he dined at the Carbon de Polo Restaurant in Bogota, Colombia.

Santacruz-Londono is one of the premier drug traffickers in the world, who has been involved in large-scale cocaine trafficking since 1970. The Santacruz organization operates in the United States primarily in New York City, Miami, Los Angeles, San Francisco, Houston, Las Vegas, and Chicago. DEA investigations also have tied Santacruz-Londono to drug money laundering operations in various cities in Europe and the Americas.

In addition to drug trafficking, Santacruz is wanted for the 1989 assassination of former Antioquia (Colombia) Governor Antonio Roldan Betancur, and is linked to the 1992 murder of journalist Manuel de Dios Unanue in New York.

Constantine said, "In its war against the Cali drug mafia, the Colombian Government is to be commended for this arrest, and for the recent arrest of Gilberto Rodriguez-Orejuela. However, major mafia leaders like Santacruz-Londono and Rodriguez-Orejuela must be prosecuted and punished to the extent commensurate with their nefarious criminal activities, and cannot be permitted to manage their operations from prison."

RESPONSE TO DOLE OP-ED

Message: Dole's message is carping and narrow, our strategy is broad but underfunded by Congress.

While we welcome Senator Dole to the fight against drug abuse, we were surprised at some of the errors in his September 21 op-ed on rising drug abuse among teenagers. President Clinton's drug strategy is tough and smart: it combines enforcement and punishment with education, treatment and other measures designed to break the cycle of drug addiction and prevent kids from starting drugs. We could make real headway in the war on drugs, if only Congress would give us the tools we have asked for.

Stopping drug abuse begins with tough, no-nonsense enforcement. If only it was as simple as prosecuting every low-level offender we could find, in order to pump the prosecution totals that Senator Dole finds lacking. A numbers game that stresses quantity over quality may be good politics; it is surely bad policy.

We are up against nothing less than a host of organized multi-nationals who will use terrorism to achieve their ends. And as career law enforcement professionals who have fought the drug war on the front lines, we can not in good conscience shortchange the long, hard, labor-intensive cases that put drug kingpins away by focusing instead on their minions, who can be replaced far more easily.

Putting a kingpin away for life, or even invoking the death penalty under last year's crime bill, does so much more to curb the flow of drugs to the street than prosecuting several street-level mules. That's why the Clinton Administration rejected a piecemeal approach, for the first time focusing federal resources on disrupting and destroying major drug trafficking organizations at home and abroad, in order to stop the flow of narcotics across our borders and into our communities.

This policy is beginning to pay off with a string of high-level enforcement successes. "Operation Cornerstone" took two years, but it led to 58 indictments of Cali officials and disrupted plans to import 200,000 kilograms of cocaine into the United States. "Operation Foxhunt" has effectively dismantled one of the Cali Cartel's most powerful factions, leading to 28 arrests and more than \$2 million in seizures. Indicted Mexican drug lord Juan Garcia-Abrego is now on the FBI's "Ten Most Wanted" list, and more than 70 members of Mexican drug lord Juan Garcia-Abrego's organization have been convicted and more than 14 tons of cocaine have been seized. In Chicago, "Operation Crackshot" has put away leaders and members of two of the city's toughest gangs, the Gangster Disciples and the Vice Lords.

Prosecutions and tough sentences like these don't come easy. They take months of hard work, but they will pay off if we don't turn back and abandon them in order to inflate the total numbers of prosecutions.

Don't get us wrong. We are prosecuting street-level dealers where we find them. We are focusing extra resources on __[#] High Intensity Drug Trafficking Areas. We have

why
should
we
admit
low
stats?

increased our use of electronic surveillance. More people are in jail for drug offenses than ever before. But we won't get suckered into a contest between quality and quantity.

Nor will we abandon interdiction in source countries -- even though the House wants to cut our resources by more nearly half, back to 1980s levels.

But tough law enforcement and interdiction can't do the job unless they are complemented by strong education and treatment initiatives.

Our public education efforts have never flagged. They have improved. (Any \$ figures?) Senator Dole himself has highlighted the link between young people and their adopted role models from motion pictures, sports and television. We're doing something about it: with the President's leadership, twenty-two of these role models recently taped public service announcements urging kids to stay off drugs.

That's just the beginning. Our anti-drug strategy is wide and deep, but Congress is tying one hand behind our back:

- Even national ad campaigns can only have limited success if they are not reinforced at a local level. Our Drug-Free Schools and Communities initiative takes drug prevention into the classroom and onto the street -- but Congress is ready to slash the program by more than half.
- Likewise, every dollar in spent on drug treatment can get us back seven dollars in reduced crime and health care costs. But Congress is about to cut more than half a billion from our treatment efforts.
- Hardcore abusers account for a disproportionate share of drugs and commit a disproportionate amount of drug-related crimes. If we can get to these hard core users, we could do a lot to cut abuse and criminal offenses. But Congress appropriated less than one-sixth of the funds we asked for to do the job right.
- As Senator Dole points out, more than half of all people arrested today have substance abuse problems. But the Congress is about to eliminate funding for drug courts, a tough, innovative program designed to break the link between drugs and crime. Drug courts work, because they require offenders to undergo regular drug tests and treatment before they return to the streets. We must give them a chance.
- Local police are the key to making headway on the streets, and last year's Crime Act has already funded 26,000 of the 100,000 police the President promised. [Sentence about how COPS has worked to fight drugs] But Congress is poised to kill the police hiring program and handcuff local cops in their fight against street drugs.
- The rise in marijuana use is directly related to the increased popularity of "gateway substances" like tobacco and alcohol among young people. Senator Dole supports President's Clinton recent efforts to break the link between cigarettes and young

people, but many in Congress have supported the tobacco industry's efforts to thwart the President.

There is so much we can do, if we work together. Like Senator Dole, we agree that the drug problem is something we can fix. But instead of pointing fingers, we need him and the Congress to get in the game, lend a hand, and fund our anti-drug initiatives.

(V-P Public Affairs)

Circle K
Oct. 24th

John

~~Ant~~

John Antiooco
Circle K

Robert
Huzienga

\$261⁰⁰

~~\$258~~

Federated

Allen
Qestram

MAY CO

Ruth
GORMAN

SATURDAY

8:45-

10:01

SUNDAY

~~9~~

7:30-

8:44

Why teen drug use is rising

By Robert Dole

Like most Americans, I share President Clinton's concern about the disturbing rise in teenage cigarette smoking. But when the president recently unveiled his anti-smoking initiative, he failed to highlight what I consider a more urgent problem: teenage drug use.

Teenagers are now resorting to drugs in ever increasing numbers. The most recent National Household Survey on Drug Abuse reveals that marijuana use among teenagers has nearly doubled since 1992, after 13 years of decline. Cocaine emergency room admissions are at the highest levels ever reported. And more teenagers and

Enforcement of the federal drug laws has fallen off sharply.

young adults are now using heroin and LSD.

Today, our children are smoking more dope, smoking and snorting more cocaine, and smoking and shooting up more heroin than at any time in recent memory.

John Walters, former acting director of the Office of National Drug Control Policy, warns: "if [current] trends continue, by 1996, the Clinton Administration will have presided over the greatest increase in drug use and the largest expansion in the supply of illegal drugs in modern American history."

Although then-Gov. Clinton boasted during the 1992 Democratic Convention that President Bush "hasn't fought a real war on crime and drugs . . . [and] I will," his record in office has not matched his campaign rhetoric. Through neglect and mismanagement, bad policy and misplaced priorities, the Clinton administration has transformed the War on Drugs into a full-scale retreat.

The Clinton administration has abandoned the bully pulpit, even though moral suasion is arguably the most powerful tool we can use to reduce the demand for drugs. It's tough to forget former Surgeon General Joycelyn Elders, whose public support for the legalization of drugs is a 180-degree departure from the successful "Just Say No" campaign of the Reagan administration.

Shortly after taking office, President Clinton cut staffing for the Office of National Drug Control Policy — the "Drug Czar's" Office — by more than 80 percent.

Drug interdiction, the process by which drugs are seized before they reach our borders, has become a low priority. Since 1993, we have witnessed three straight years of

budget cuts for interdiction. The president's own interdiction coordinator, Coast Guard Adm. Robert Kramek, has bluntly warned of the need to invest more resources in the interdiction effort and admits that his own office has just six full-time employees.

Enforcement of the federal drug laws has fallen off sharply. Drug prosecutions by the Justice Department have dropped by more than 12 percent since 1992, while convictions fell in 1994 after years of steady increases.

The General Accounting Office recently released a report confirming that the administration's antidrug efforts in the "source" countries (Columbia and Peru, for example) are badly managed and poorly coordinated. The GAO also noted that fighting the illegal drug trade is a low priority in key U.S. embassies, including the embassy in Mexico — despite the fact that 70 percent of the cocaine entering our country today is shipped over the border with Mexico.

Finally, the Clinton administration has placed too much emphasis on treatment for hard-core users. If a treatment program can produce tangible results at a reasonable cost, then it deserves support. But treatment for hard-core addicts is, at best, a hit-and-miss proposition. It is no substitute for a comprehensive strategy that focuses on reducing the supply of illegal drugs as well as preventing our children from every trying drugs in the first place.

These failures have real-life consequences. Almost six out of 10 male arrestees test positive for illegal drugs. More than forty percent of all

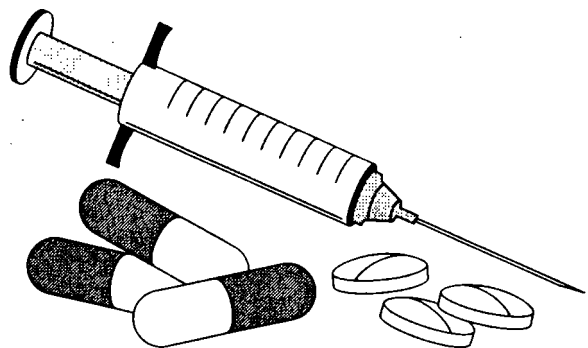
for example, dropped from 2.9 million users in 1988 to 1.3 million in 1992. Overall drug use dropped from 22.3 million users in 1985 to 11.4 million in 1992. This was real progress.

We can repeat these successes only if those of us in positions of authority — parents, teachers, religious leaders, and yes, politicians — are willing to say over and over again that drug use is wrong. The media must also be actively involved in spreading the anti-drug message. As Jim Burke, Chairman of the Partnership for a Drug-Free America, has pointed out: "Looking back at the progress made in changing attitudes in the '80s, it is very clear that the media played a very important role in shaping children's antidrug attitudes. We need them now to again increase their role in that regard."

A good start would be for President Clinton to go on national television to warn our young people about drugs and their dangers.

Second, the president must show he is serious about enforcement. Obviously, federal efforts alone will not stop the illegal drug trade, but there is no excuse for the declining number of federal drug prosecutions and the collapse of the interdiction effort. One of the best ways to restore the public's confidence in our federal law enforcement agencies would be a vigorous, coordinated attack on America's drug kingpins and lieutenants over the next six months.

Third, we must strengthen our "source country" effort by making it a top foreign policy priority. America's drug epidemic will never



reported AIDS cases are drug-related. Drugs are a major contributor to child abuse. And past studies show that heavy drug-users are twice as likely to drop out of high school than those who do not use drugs.

How can we turn this dangerous situation around?

First, we must restore the stigma associated with illegal drug use. There can be no ambiguity: Drug use is wrong. Drug use is criminal. Drugs can and do kill.

Illegal drug use declined throughout the 1980s and early 1990s in part because our culture sent an unmistakable message that drug use was unacceptable and life-threatening. Monthly cocaine use,

be solved if we ignore the coca fields of the Andes or the poppy fields of Asia and Latin America. Global narcotics traffickers too often operate with the support of foreign governments. It is time to make clear that good relations and trade with the United States require serious efforts to stop drug exports.

The drug problem is something we can fix. The sharp decline in drug use during the Reagan and Bush years is an example of how Americans of all backgrounds joined together to protect our children. With the drug problem now worsening, we must renew our commitment to the War on Drugs, with or without President Clinton as an ally.

Robert Dole of Kansas is Senate majority leader.

Al Core's global goofiness

THeard of the Big Bang? Sure. Scientist, David Goodstein, Vice making the front page of the New

ed seven on July 25, that crackdown has intensified. Police say nearly 2 million people have been stopped on the streets and questioned, and most of them, not surprisingly, have been French citizens of north African descent.

Tensions escalated late last month when police launched a huge hunt for Khaled Kelkal, a young Algerian-born man from the Lyon suburbs whose fingerprints were found on an unexploded bomb on the high-speed train track between Lyon and Paris.

Kelkal was killed in a gunbattle with police, and the authorities were sharply criticized when television footage of the incident showed a police officer firing on the wounded Kelkal as he lay on the ground. One police officer was heard on the tape saying, "Finish him off."

The French authorities were further embarrassed when they claimed that Kelkal was responsible for the wave of bombings in France. Hours after his funeral, another bomb exploded outside a subway station in Paris.

(Optional add end)

Police say the device used in the subway bombing Tuesday, a steel canister filled with camping gas and nuts and bolts, was of the same type used in most of the other bombs. In what may have been an attempt to mock the government's efforts to halt the bombing wave, the explosion Tuesday occurred just six blocks from the site of the July 25 blast. Both blasts were on suburban train lines that run underground through central Paris.

Jean-Louis Debre, the French interior minister, told French television late Tuesday that the government "has mobilized like never before," adding 12,000 police officers and 2,500 soldiers to patrol train stations, streets and the country's borders.

"But we can't prevent all bombings, because life goes on," he said. "There are millions and millions of people who each day take subways, trains, buses and cars."

Drug Arrest Seen as Result of Clinton-Zedillo Meeting By Mark Fineman= (c) 1995, Los Angeles Times=

MEXICO CITY It was a simple computer exercise for U.S. drug-enforcement agents targeting the powerful Mexican narcotics cartels that have saturated America's southern border with cocaine.

From informants and intelligence reports, U.S. officials say, the agents meticulously built a data base of addresses where they suspected a top lieutenant of the notorious Gulf drug cartel might show up. They gave the list to Mexican authorities, who plugged it into their own investigation into a cartel that U.S. law-enforcement agents say has been shielded by Mexican officials.

There was no sign of that protection last weekend in Mexico's northern industrial city of Monterrey. There, elite teams from Mexico's federal drug-enforcement agency set up surveillance at key locations. And just before dawn Sunday, Mexican federal agents arrested Jose Adolfo de la Garza allegedly the fifth-ranking member of the Gulf organization as he left a party, apparently at one of the addresses the Americans supplied.

De la Garza was the highest-ranking of the 10 Gulf cartel members arrested this year by Mexican authorities. And on Wednesday, White House officials told the Los Angeles Times that they viewed de La Garza's arrest as the first direct result of stepped-up cooperation between the U.S. and Mexico on narcotics investigations since President Clinton personally urged President Ernesto Zedillo last week to crack down harder on the cartels.

In a one-on-one meeting between the two leaders during Zedillo's state visit to the White House Oct. 10, a senior Clinton aide disclosed, "the president strongly emphasized to President Zedillo" that he should intensify efforts to break the cartels. The aide said it was the second item on Clinton's agenda, after Mexico's troubled economy.

Sunday's arrest of the man who U.S. investigators say directed hit squads that killed enemies and competitors of the Gulf cartel's alleged chief, Juan Garcia Abrego, on both sides of the border, "is the most concrete result to come out of that meeting," the senior aide said.

A spokesman for Zedillo who declared narcotics trafficking Mexico's No. 1 national-security threat and ordered a crackdown on the cartels soon after he took office 10 months ago denied the link between the arrest and the White House summit.

The spokesman confirmed that the two presidents discussed at length the problem of narcotics trafficking. He stressed that Zedillo and Clinton were in "total agreement" that the cartels must be crushed, and he said Sunday's arrest was just one of many such steps by Zedillo's administration this year.

"This is something we have been doing all along," Zedillo's spokesman said. "... And while we have had increasing cooperation with law-enforcement officials in the U.S., my understanding is this arrest was an in-house operation."

(Optional add end)

Aides to both presidents declined to say whether their summit specifically focused on Garcia Abrego, who remains at large more than seven months after U.S. Attorney General Janet Reno placed him on the FBI's 10-most-wanted list and offered a \$2 million reward for his capture.

U.S. and Mexican drug-enforcement agents agree that the Ciudad Juarez drug cartel allegedly run by Amado Carrillo Fuentes most likely has emerged as Mexico's most powerful drug-smuggling organization in the months since they have targeted Garcia Abrego. But they stressed that Garcia Abrego's cartel remains a major threat, with tentacles reaching as far north as New York, Chicago and Houston.

Non-Aligned Movement Thrives as Talks Begin (Cartagena, Colombia) By William R. Long= (c) 1995, Los Angeles Times=

CARTAGENA, Colombia The movement's renowned founding fathers are history Nehru of India, Nasser of Egypt, Tito of Yugoslavia. So is its primary cause: to avoid dominance by one side or the other in the Cold War rivalry between East and West, Moscow and Washington. As that rivalry fades into the past, the very name of the Non-Aligned Movement of nations seems to make little sense any more.

But here it was Wednesday, alive and still growing, as heads of state and government from about 35 countries began two days of talks. Although many analysts had speculated that it would wither and die after the fall of the Berlin Wall and the collapse of the Soviet Union, the Non-Aligned Movement is showing surprising signs of vitality at its first summit meeting since 1992.

The number of countries in the group has increased to 113 from 108 in three years. This week's agenda focuses on many fresh issues, priorities and goals for a changing world.

"Our movement is now a center of attraction and interest for the world," said Gabon's President EL Hadj Omar Bongo in a speech Wednesday. "It is growing with new members, it has drawn many sympathizers."

N T
N T

EXECUTIVE OFFICE OF THE PRESIDE
EXECUTIVE OFFICE OF THE PRESIDE

16-Feb-1996 11:44am

TO: Carol H. Rasco

FROM: Diana M. Fortuna
Domestic Policy Council

CC: Jeremy D. Benami
CC: Elizabeth E. Drye
CC: Molly Brostrom
CC: Dennis Burke

SUBJECT: Drug addicts and alcoholics

I wanted to draw your attention to the attached item in my weekly report. This is the issue that the Wexler Group/Betsey Wright are lobbying on. They represent a company called Maximus that holds the vast bulk of these "referral and monitoring agency" contracts. I met with officials from Maximus, Wexler, and SSA this week (Betsey Wright was not at the meeting).

Monitoring of Drug Addicts and Alcoholics on SSI/SSDI

Federal contracts to monitor drug addicts and alcoholics who get SSI and SSDI benefits would be cancelled if welfare reform legislation is enacted. As part of welfare reform, both Congress and the Administration support legislation to deny benefits based on these disabilities. However, 75% of drug addicts and alcoholics now getting benefits would still qualify for them because they have another disability.

Current Federal law requires drug addicts and alcoholics on SSI/SSDI to enroll in treatment, and imposes sanctions if they fail to comply. These requirements are enforced by Federal contracts with private agencies. Dropping these requirements and cancelling these contracts raises questions about our ability to ensure that drug addicts and alcoholics on SSI/SSDI do not abuse their benefits and to attack the problem of drug abuse. In addition, the private agencies that we pay to monitor these individuals are urging the Social Security Administration not to cancel these contracts. Diana Fortuna met with officials from the firm that holds most of these contracts this week.

P.S. (this is not in the weekly report): The problem with Maximus's argument not to cancel these contracts is there is no fiscal incentive to keep them -- and it would cost money to do so. Today, even though we pay these companies a lot of money, it

is possible that they are cost-effective, because current law lets us sanction or even drop from the rolls those addicts/alcoholics who don't play by the rules. If we change the law, we would lose all those sanctions.

However, at our meeting, Maximus argued these agencies could pay for themselves, because SSA's regs give them the power to deny benefits to ANY beneficiary who does not comply with treatment. This is an argument I had never heard before, and certainly not something SSA now exercises. Under this theory, SSA could cut off benefits for someone who didn't take medication to control a heart condition. This raises plenty of legal and political questions, needless to say. SSA's general counsel is going to look at the issue.

(It is always possible this issue could come up at the drug conference, though I guess that's about youth. Lee Brown had written Alice Rivlin about it, but ONDCP dropped this issue.)

Monday, February 12 @ 6:20 p.m

**Remarks by Attorney General Janet Reno
Methamphetamine Conference
February 13, 1996**

Original Draft Prepared by DEA
(approved by Mr. Constantine)

Edited and Returned to DEA for Review by Criminal Division
(Mary Lee Warren 4-3729)
(Barbara Kittay 6-2379)

Good morning. I'm delighted to be here for what I believe may be one of the most important drug strategy meetings of this decade. Working with the California Attorney General, Bureau of Narcotics Enforcement and Narcotics Officers Association, the Justice Department hopes that this methamphetamine conference will set the agenda for the law enforcement and prevention communities to begin addressing the rapid spread of methamphetamine use and trafficking across our country. This is an issue that is of great concern to all of us here -- and to the citizens we serve.

Beginning a National Dialogue

As I've traveled around this country, I've heard tragic reports from police chiefs and sheriffs, from doctors and social workers about the horrors of methamphetamine. Some law enforcement officers have called it the most lethal drug to hit the streets in the past 30 years. It's not only more addictive

than cocaine and crack -- and a major source of violence -- it's a dangerous and unpredictable chemical.

DEA knows the violence all too well. In 1994, during an undercover operation, Special Agent Richard Fass was killed by methamphetamine traffickers in Glendale, Arizona. Every day, the newspapers report tragic stories of men, women and children, killed by the violent rages of methamphetamine addicts or by the fires and explosions caused by methamphetamine manufacture.

Let's identify what methods are effective and which are not. Let's use the time we have, this week, to exchange ideas and discover from our collective experience what does work and also what does not work.

We are still suffering the effects of the crack epidemic. Crack was a brand new drug in the mid-80s and its virtual explosion onto the drug scene caught us off guard. Over the past ten years, thousands of damaged babies were born to mothers with crack addictions. These children, through no fault of their own, have been doomed to a life-time of health and developmental problems. Violent gangs that formed to market crack are still terrorizing communities all across this country. I fear that our nation will suffer from the lingering effects of the crack problem for generations to come.

Having spent the past decade struggling with the horrific legacy of crack, we are now faced with a new tragedy -- methamphetamine -- unfolding before our eyes. And

-3-

methamphetamine is a drug with all the dangers of cocaine and crack -- and more. Our nation can't afford another drug craze, destined to leave us with more damaged children and communities under siege.

As you know, the warning signs of nationwide methamphetamine abuse are already evident:

- In the last 3 years, methamphetamine-related deaths nearly tripled.
- Last year, emergency room episodes involving methamphetamine tripled.
- Just a few weeks ago, two young children died when the trailer in which their parents were manufacturing speed caught fire and exploded.
- Methamphetamine use is one of the fastest growing drugs of abuse among our teenagers. In a recent study, one foolish teenager glorified methamphetamine as "cheaper than Haagen-Daz and easier to buy than cigarettes."
- Methamphetamine abuse and trafficking are spreading beyond the traditional strongholds of the West and Southwest into urban areas in the Northwest and South. And,

-4-

- Trafficking organizations from Mexico are now dominating the manufacturing and distribution of the drug.

There is no question that methamphetamine poses a real and serious threat to the citizens of our nation. The question is: what steps can we take -- together -- to stop the spread of methamphetamine before its danger grows even more serious to our citizens--and to our law enforcement community? What can we do to avoid another decade of violence, drug abuse and failed lives? What lessons have we learned from our crack crisis that can be applied successfully to the methamphetamine situation? What lessons and advice can we take from those who have been fighting for some time now?

Today we begin a national dialogue on methamphetamine aimed at addressing: 1) enforcement -- initiatives by investigators and by prosecutors; 2) public awareness to the dangers of this powerful chemical; 3) public safety and the danger to our environment; 4) international enforcement; and 6) government and industry regulation of precursor chemicals.

Your task is to pool knowledge and experience, and agree on each of our respective roles in a strategy to eradicate methamphetamine. Everyone's participation is invited; everyone's participation is needed.

-5-

Here to Listen

This morning, I'm here to listen to the assessment of the methamphetamine threat in your states.

Lt. Norbert Liebig of the Nebraska State Patrol best expressed the concern I've heard so often from our law enforcement officers. He said: "I think we're in for a war. ... We've got to come to grips with this. It's everywhere."

In framing our discussion, let us consider the full range of issues:

- from the organizations -- on both sides of the border -- that are responsible for manufacture and distribution;
- to chemical companies in the U.S. and chemical suppliers in foreign nations, who circumvent chemical control laws;
- to the safety concerns of our citizens and our law enforcement officers both from the violence associated with methamphetamine trafficking and those who use the drug;
- to the damage to our environment caused by clandestine methamphetamine labs;

-6-

- and the lifetime health risks of the methamphetamine user, many of whom are children.

While identifying the specifics of these issues will be up to you, I'd like to suggest several areas of concern that you might consider in your discussions:

Need to be Proactive

First of all, law enforcement must begin to be proactive rather than reactive. Often, law enforcement finds itself reacting to a problem after the fact rather than taking steps to prevent a major problem from developing. Controlling damage and reacting to situations that already exist are extremely difficult. We must be prepared and ready to act while the problem is still manageable.

We all know that traffickers are flexible and creative in the operation of illegal businesses. If we shut down one of their routes for smuggling drugs into the U.S., they simply find others. If we limit the source of supply for their chemicals, they find new sources. They find new ingredients, new formulas, new products.

-7-

We must have the same flexibility. We must react -- and react faster -- and we must also anticipate the traffickers next move and be there to counter it.

Not Just a Local Problem

Second, let us shed old notions that methamphetamine is a problem in only some of the communities of this nation. Methamphetamine is not unique to California or the West Coast.

Indeed, we must and will attack methamphetamine nationally and internationally. It increasingly is being produced in Mexico and smuggled into the United States. Clandestine methamphetamine laboratories in Mexico appear to be operated in a similar manner to their counterparts in the United States.

We must identify trafficking organizations that are transporting methamphetamine from sources of supply in Mexico and the Western United States. We must gather intelligence on maritime, air and land transshipment methods and routes used by domestic and international drug trafficking groups.

We must monitor shipments of methamphetamine precursors into the United States, which must be reported under the Controlled Substances Act.

-8-

Our international efforts -- including bilateral and multilateral agreements and cooperative arrangements -- are important. Cooperation with Mexico is especially crucial. The nearly 2,000-mile U.S.-Mexican border is the primary entry point for ephedrine into this country, and Mexican organized crime now controls the illicit manufacture, sale and distribution of methamphetamine in the United States.

While DEA has good working relationships with its Mexican counterparts at the operational level, Mexico still lacks adequate legislation to regulate precursor and essential chemicals and to punish chemical trafficking. In Mexico, ephedrine and pseudoephedrine are regulated under the public health code that has only limited enforcement and carries negligible consequences for violators. The President has proposed changes but the Mexican Congress has not acted.

In the United States, we need to make the federal penalties for methamphetamine trafficking more reflective of the harm caused. At the same time, an increase in penalties in the United States for trafficking in methamphetamine -- and the precursor chemicals ephedrine and pseudoephedrin -- could have a collateral impact in Mexico. It would add to the existing pressure on traffickers -- resulting from a tougher U.S. law enforcement and regulatory environment -- to shift production from the United

-9-

States to Mexico. This possibility makes stronger Mexican efforts even more important.

But make no mistake -- this is an international issue. When, in 1994, Customs seized nearly 6 metric tons of ephedrine at the Dallas-Ft. Worth airport -- and later, when a 6.4 ton shipment was seized in Holland -- we learned that all were part of more than 170 tons of chemicals produced in the Czech Republic and brokered through firms in Switzerland. And we learned of large volumes, originating in India and China and transiting the United Arab Emirates, the Netherlands, Germany, Guatemala and other Latin American countries.

Public Awareness

While law enforcement understands just how dangerous methamphetamine is, we must educate the public about its dangers.

Methamphetamine use is alarmingly high and is surpassing cocaine as the drug of choice in many areas. It's perceived to have less physical consequence than crack cocaine, it's cheaper than cocaine, easier to get, and has longer lasting effect. But there is insufficient appreciation of the human danger posed by this drug.

-10-

The public safety issues are becoming known: in December, in Burns, Oregon, a 150-room Best Western hotel burned to the ground because meth traffickers were cooking a batch of meth in the hotel room. Although in this instance, only a few suffered injuries, the potential for massive loss of life is apparent.

The clandestine nature of the manufacturing process and the presence of ignitable, corrosive, reactive and toxic chemicals at the sites have resulted in explosions, fires, toxic fumes and irreparable damage to human health and to the environment. Every year, fires or explosions at a number of clandestine laboratory sites lead to their discovery. This toxicity and flammability pose great danger to law enforcement. Special training in health and safety measures and careful planning are prerequisites to any laboratory raid. We must include a training program in the strategy we develop.

Hazardous chemical wastes, the by-products of the clandestine drug manufacturing process, are disposed of by unsafe and illegal methods -- operators dump them on the ground or in nearby streams and lakes, pour them into local sewage systems or septic tanks, or bury them. When clandestine laboratories are seized, it is law enforcement that must comply with the environmental controls that protect this nation's natural resources and the public health and safety. Here, too, we must

-11-

be trained in environmental protection and compliance. Let's agree to make this a priority in our work.

Role of Chemical Suppliers

Finally, let us work with industry -- and those who regulate industry -- to contain the role of illicit chemical suppliers. Methamphetamine manufacture is dependent upon the availability of precursor chemicals. Preventing the diversion of precursor chemicals can have significant impact.

Because the drug-producing countries, such as Bolivia, Peru, and Colombia, for cocaine, and Southeast and Southwest Asia, for heroin, and now Mexico for methamphetamine, are **not** large chemical producing nations, traffickers must import their chemical supply. And, these chemicals are predominately diverted from "legitimate" industries. Drug traffickers use their creativity and resourcefulness to obtain these chemicals.

It is important for the suppliers of chemicals to recognize that these chemicals come back to their own nations in the form of cocaine, heroin and psychotropic drugs. Along with the drug abuse and drug trafficking, come increased crime, violence and immense human suffering. In short, illicit chemical suppliers are contributing to this destruction and violence.

-12-

In 1995, DEA seized over 25 metric tons of ephedrine and pseudoephedrine from three major rogue chemical companies. Since we have reason to believe the chemicals were going to be used in the clandestine manufacture of methamphetamine, these companies are subject to prosecution on criminal charges.

In one of the more recent cases, records seized during the execution of search warrants indicated that a rogue manufacturer had purchases close to 191 metric tons of ephedrine and pseudoephedrine powder during 1994 and 1995. The majority of these chemicals were converted to ephedrine and pseudoephedrine tablets and diverted to methamphetamine traffickers.

Let us establish a relationship with industry -- with the chemical companies that import/export and distribute listed chemicals used to manufacture methamphetamine -- and let us garner the cooperation of legitimate firms. Specifically, let's require chemical suppliers to identify suspicious orders of precursor and essential chemicals, glassware and other equipment and determine which chemical suppliers are, whether wittingly or unwittingly, responsible for precursor chemical diversion.

A Time for Action

What we do here today will affect the future of our fight against methamphetamine. We will not sit by while another drug

-13-

disaster sweeps this nation and jeopardizes the future of the next generation.

Let's focus our attention and our nation's attention on this threat -- let's target those who produce and distribute it -- let's enlist government and private industry, law enforcement and private citizens, the prevention community, teachers and school administrators -- let's alert an unsuspecting nation to the emerging methamphetamine threat and devise a coordinated and comprehensive strategy against it.

NYT
1-22-96

Leading Conservative Voice Endorses Legalizing Narcotics

By CHRISTOPHER S. WREN

The war on illicit drugs has yet to gain prominence in this campaign year, although public concern about drug abuse is unabated.

Indeed, a recent Gallup poll reported that 84 percent of the 1,020 adults surveyed last September viewed drug abuse as a crisis or serious problem for the United States, more so than health care, welfare or the Federal budget deficit.

Positioning the Republicans to seize the issue, Senator Bob Dole, the majority leader, and Speaker Newt Gingrich last month announced the formation of a task force of 18 Congressional Republicans, a group intended to fill what Republicans labeled "the leadership void" on drug policy left by the White House.

Now the evangelist of libertarian Republicanism, William F. Buckley Jr., has taken to his pulpit hoping to force a debate about drugs. In what would seem uncharacteristic for a conservative political weekly, Mr. Buckley's National Review asserts that it is time to make narcotics legal.

"The War on Drugs Is Lost," announces the cover of the new issue of National Review, and for 15 pages Mr. Buckley and a half dozen other proponents make their arguments for dropping the criminality of marijuana and even harder drugs, like cocaine and heroin.

Far from endorsing drugs, National Review's editors insist in an editorial that "we deplore their use; we urge the stiffest feasible sentences against anyone convicted of selling a drug to a minor."

"But having said that," the editorial continues, "it is our judgment that the war on drugs has failed, that it is

Mr. Buckley, who plans to follow up with three televised debates on his PBS program, "Firing Line," has advocated legalization before. So to varying degrees have the other contributors. Besides Judge Sweet, they are Steven B. Duke, a law professor at Yale University; Joseph D. McNamara, a former police chief in Kansas City, Mo., and San Jose, Calif.; Ethan A. Nadelmann, director of the Lindesmith Center, a research institute in New York; Mayor Kurt L.

Schmoke of Baltimore and Thomas Szasz, a psychiatrist at Syracuse University.

They generally support Mr. Buckley's thesis that "the cost of the drug war is many times more painful, in all its manifestations, than would be the licensing of drugs combined with intensive education of nonusers and intensive education designed to warn those who experiment with drugs."

His view was not shared by prominent Republicans like Senator Dole, who said yesterday, "Legalizing drugs is a terrible idea that would only raise the white flag of surrender."

The prospect also angers law-enforcement officials and narcotics experts whose views were absent from National Review's colloquium.

"I think it would be a disaster," said Thomas A. Constantine, the head of the Drug Enforcement Administration in Washington. "As a citizen, I'm appalled at adding one more social ill to a country that already has AIDS and murders."

Legalizing drugs, he said, would encourage more people to experiment, increasing addiction and creating a substantial black market for those not old enough to buy drugs legally. For the socially and financially well off to propose legalization is elitist, Mr. Constantine said, because "the hard-core drug problem exists in the most vulnerable part of our society," including among poor or jobless minority groups.

Taking the libertarian view, Mr. Buckley wrote that "those who suffer from the abuse of drugs have themselves to blame for it." He argued that their plight should be subordinated to that of nonusers whose life, liberty and property were threatened by the climate that illegal drugs have created.

Opponents of legalization include the Center on Addiction and Substance Abuse at Columbia University, which released a study last September on the consequences of legal-

"Drugs like heroin and cocaine are not dangerous because they are illegal," the report said, "they are illegal because they are dangerous."

Dr. Herbert Kleber, the center's medical director, said there were about 15 million alcoholics and 2 million cocaine addicts in the United States. "Cocaine is much more addicting than alcohol," he said in an interview. "There is every reason to believe if you make cocaine as freely available, the number of addicts will rise" and even exceed the number of alcoholics.

Senator Charles E. Grassley of Iowa, a co-chairman of the new Republican task force, reported: "There's absolutely no sentiment on Capitol Hill for drug legalization. In fact, drug legalization would be an invitation to the Mad Hatter's tea party."

At the White House, Rahm Emanuel, a special assistant to President Clinton, rejected the notion that the President had ignored the drug problem. He also criticized Mr. Buckley's stance.

"The National Review may want to throw in the towel, but we're not," said Mr. Emanuel, who advises the President on narcotics matters. Legalization, he said, "is wrong because it sends the wrong signal to children and because it's defeatist."

A call for making drugs legal is quickly denounced.

diverting intelligent energy away from how to deal with the problem of addiction, that it is wasting our resources, and that it is encouraging civil, judicial and penal procedures associated with police states."

Robert W. Sweet, a Federal judge in New York who contributed one of the essays in National Review, noted that proposed Government spending

on the drug war would exceed \$1 billion this year, with more than \$1 billion going to Federal prisons, while overall drug use remained constant. "Our present prohibitive policy has failed, flatly and without serious question," he wrote.

In a telephone interview from Florida, Mr. Buckley said that National Review's endorsement of legalization is "a dangerous one, in view of the association of drugs with evil." He expressed the hope that "the thinking community will now begin to face the issue."

izing narcotics. By making drugs as easy for young people to get as cigarettes and liquor are now, it concluded, "legalization of drugs such as heroin, cocaine and marijuana would threaten a pediatric pandemic in the United States."

30 -

From : PITCH

PHONE No. : 966 4361

Aug. 16 1995 4:39PM, P02

AFNT BY: NFIA;

8-16-95 16:15; 4049847137 ->

988 4961;

#4/5

A12 THE WALL STREET JOURNAL MONDAY, AUGUST 14, 1995

POLITICS &

Alcoholic Beverage Industry Lobbies for Bill To Gut Substance Abuse Agency Seen as Threat

By PHIL KUNTZ

Staff Reporter of THE WALL STREET JOURNAL

WASHINGTON—Soon after the House passed its last major spending bill this month, Coors Brewing Co. sent two cases of beer to the office of the subcommittee that wrote the measure.

The alcoholic beverage industry had good reason to be grateful. The bill would cut the Center for Substance Abuse Prevention, an agency the industry says promotes an antidrinking message threatening to its bottom line. Thanks in part to aggressive lobbying by alcohol interests, the bill also would severely restrict public policy advocacy by groups that receive federal grants, including many CSAP grantees critical of the industry.

"It drives our wholesalers nuts to know that their lux dollars are being used by groups that are trying to drive them out of business," says David Rehr, a lobbyist for the National Beer Wholesalers Association, which also sent thank-you six-packs to Capitol Hill. "This is our response: We want to cut their funding, stop their lobbying and basically end the use of that structure to bash the beer industry."

Taking the Offensive

As the Clinton administration aims tough regulations at tobacco products, the alcoholic beverage industry is quietly protecting its flank by taking the offensive. How the center fared in the House shows how well business interests can meld with the new Republican Congress. The GOP wants to slash spending, cut off federal funds to advocacy groups and get government off industry's back. Wiping out most of the center's \$239 million budget would accomplish all three goals for the Republicans and the alcohol industry. Appropriations Committee aides say the panel was aware of complaints about the agency but was motivated by budget-cutting pressures. "It's pretty devastating," says Elaine Johnson, the agency's director.

So far, the industry hasn't been as

ing after-school and summer activities for youths, counseling for pregnant women, drug-free workplace programs, education efforts and good-health workshops. It also offers training, runs a clearinghouse for prevention information and develops anti-drug ad campaigns. The House spending bill would preserve a \$176 million anti-drug block grant, but the center's programs would be merged with some others, which together were funded by \$223.3

"Most of these programs will disappear" unless the Senate restores the cuts, says James Copple, head of Community Anti-Drug Coalitions of America. "We will lose a national voice."

That voice has been linking the alcohol industry almost from the start. The industry raised a ruckus several years back when participants at two CSAP-sponsored conferences were urged to back pending antidrinking bills, including advertising limits. Congress's General Accounting Office concluded that the center's grantees had violated laws against using federal money to gin up support for legislation.

Criticism Heats Up

But the center's critics didn't take a serious swing until this year. Their efforts were aided by a study of the agency's activities by the John Locke Foundation, a conservative think tank in North Carolina. The author, Doug Bandow, is a longtime critic of lobbying by federally funded grantees. He says an alcohol industry lobbyist suggested he investigate the agency this past spring.

"In short, taxpayers have paid to arm neo-prohibitionists for political battle," the report concludes. It cites examples of CSAP-funded groups and publications that criticize the industry, advocate new regulations or seem to promote abstinence, even for adults.

"We are not neo-prohibitionists; we recognize that alcohol is accepted in our society," says the center's Ms. Johnson. "Everything a grantee delivers as a product doesn't mean we agree with it whole-

"The message of substance abuse prevention about no-use or even responsible use undermines their ability to sell their product."

"The no-use message doesn't work," responds Coors lobbyist Richard Crawford, noting that the industry spends millions of dollars advocating moderation. The wholesalers' Mr. Rehr says eradicating alcohol abuse "wouldn't seriously impact our profits."

Some in the industry saw the evolution to the CSAP they were seeking in Mr. Bandow's report: Dismantle the agency and shift the funds to other antialcohol abuse efforts. Alcohol lobbyists brought hundreds of copies and peppered Capitol Hill with them. The wholesalers, Coors, the Beer Institute and the Distilled Spirits Council of the United States all made the rounds complaining about the center, though some didn't explicitly advocate gutting the agency.

They found sympathetic ears in the now Republican majority, with which several have long been allied. The Beer Institute's president is former GOP Rep. Ray McGrath of New York. The Coors family's Castle Rock Foundation donates \$900,000 a year to conservative causes. The company's political-action committee gives most of its money to Republicans, as does the wholesalers' PAC. The liquor council's PAC is much more Democratic, as was the alcohol industry as a whole — until it reversed course for the 1994 election.

Perhaps most helpful to the industry was Republican Rep. Henry Bonilla of Texas, a member of the appropriations subcommittee in charge of the CSAP. "He definitely played a role in cutting their

successful in the Senate. GOP Sen. Nancy Kassebaum of Kansas, chairwoman of the committee rewriting the law that created the center in 1986, introduced a bill last week that does nothing to address the industry's complaints. But the industry has made the rounds to other members, whose aides have begun raising concerns. "By no means is this fight over," says Mr. Rohr, the wholesalers' lobbyist. "We need to open up a multi-front war."

The CSAP is part of the Department of Health and Human Services, supports hundreds of nonprofit groups, financ-

sale." She denies officially advocating controversial measures opposed by the industry. Yet some publications written by the center itself, not grantees, seem to do just that. One says that "laws to restrict availability and access" as well as "price increases" have been "used effectively" as part of antiabuse strategies.

Mr. Copple, who lobbies for CSAP grantees, estimates that up to 30% of the groups favor abstinence - a stance that infuriates industry lobbyists. The industry is "concerned that somebody's going to decide not to drink," Mr. Copple says.

800 4301

08-18-95 04:28PM P002 #33

SENT BY: NFIA;

8-15-95 15:16; 4049347137 ->

068 4361;

#5/5

Alcohol Watch

The alcohol industry alleges that the Center for Substance Abuse Prevention advocates goals, policies and messages that some in the industry oppose. Some examples:

- CSAP-funded "community partnerships" have succeeded in "lowering legal blood alcohol content" for drunk-driving laws
- One of the CSAP's "major goals" is to "reduce alcohol consumption by 20%"
- "We all pay a price for alcohol use and abuse—about \$119 billion each year" in health costs and lower productivity

Source: CSAP publications and advertisements

budget," says Mr. Bonilla's spokeswoman. The lawmaker has complained for years that the center refuses to fund groups that accept alcohol industry money. The agency denies that, but the industry successfully persuaded the committee to order it to stop doing so, anyway.

A tougher challenge involved the amendment barring grants to any group that does more than a minimal amount of political advocacy. Part of a broader GOP attack on left-leaning lobbies, the provision was attacked vigorously by Democrats on behalf of nonprofit groups.

Motivated by its plaque at the center, the beer wholesalers became the rider's most vocal supporter among business groups. The group sent out 7,000 faxes to its members and had five employees working the phones, cajoling wholesalers across the country to call their representatives. Mr. Rebr regularly updated the GOP leadership on which members needed prodding. "I don't know of any group that lobbied as hard as the beer wholesalers," says an aide to a prominent sponsor GOP Rep. Ernest Istook of Oklahoma.

988 4361

08-16-96 04:28PM P003 #33

2/22/96 NY TIMES

"All the News
That's Fit to Print"

The New York Times

VOL. CXLV . . . No. 50,345

Copyright © 1996 The New York Times

Good People Go Bad in Iowa, And a Drug Is Being Blamed

By DIRK JOHNSON

NEWTON, Iowa, Feb. 16 — In this small town surrounded by corn fields, nothing but Sunday morning church bells ever made much noise, and the jail sat three-quarters empty most of the time.

And then about a year or so ago, things started to go haywire.

Crime began to soar, coupled with an outbreak of irrational behavior: a man with a spotless record pulled a string of burglaries; some parents suddenly became so neglectful that their children were taken away; a man fled his workplace to get a gun, terrified that helicopters were coming after him; motorists in routine traffic stops greeted the police with psychotic tirades.

Prosecutors linked all of these cases and many more in this town of 15,000 people to the influx of the drug methamphetamine, and its frequent side-effects of paranoia and violent behavior.

A problem for several years in California and other Southwestern states, the drug is now making its way across America, ruining lives and families along the way and raising the concern of policy makers in Washington.

"Meth seems to have taken control of these people," said Steve Johnson, the prosecutor here in Jasper County, where the 24-bed jail is now overflowing, and 90 percent of the inmates have a problem with the drug.

"It's scary stuff. We're pretty frustrated and don't know exactly what to do to get it under control."

The drug, also known as crack or ice, is a stimulant that is swallowed, snorted or injected. It is much cheaper than cocaine, and its high lasts longer, the authorities say. Users may stay awake for several days at a stretch, feeling euphoric and full of energy before finally plunging into terrible depression and paranoia.

"This is the most malignant, addictive drug known to mankind," said Dr. Michael Abrams of Broadlawn Medical Center in Des Moines, where more patients were admitted during the past year for abuse of methamphetamine than for alcoholism. "It is often used by blue-collar workers, who feel under pressure to perform at a fast pace for long periods. And at first, it works. It turns you into wonder person. You can do everything — for a while."

Crack, wicked as it is, cannot compare to the destructive power of methamphetamine, Dr. Abrams said. He said the drug, because of its molecular structure, is more stimulating to the brain than any other drug.

The effects of cocaine, whether snorted or smoked, might be gone from the brain in 5 or 10 minutes, Dr. Abrams said, while methamphetamine continues to work on receptors in the brain for 8 to 24 hours.

The price of the drug here might be \$100 a gram, about the same as that for powdered co-

Continued on Page A19, Column 1

Short of Money, the French

PHOTOCOPY
PRESERVATION

Good People Go Bad in Iowa Town, and a Drug Is Blamed

Continued From Page A1

caine, but would last a user for a week while the cocaine would probably be used in a day.

Cocaine, which comes from the coca plant, is a natural substance. Methamphetamine is purely synthetic. "The body has enzymes that break down cocaine," he said, "but not with methamphetamine."

Methamphetamine causes psychotic and violent reactions, he said, because the drug throws out of control the production of the brain chemical dopamine, which plays an important part in movement, thought and emotion, as is the case with schizophrenia. Over time, the drug damages the brain.

"A person addicted to this stuff looks and acts exactly like a paranoid schizophrenic," he said. "You cannot tell any difference."

He said that a crack addict could reach the same point of psychotic behavior but that it would take "much much longer and much more of the drug."

The drug, combined with the effects of sleep deprivation, can cause people to go mad, with ghastly consequences. In a case last July, a man in New Mexico, who was high on methamphetamine and alcohol, beheaded his 14-year-old son and tossed the severed head from his van window onto a busy highway.

The drug has already exacted a big death toll in Western states. In California, it was blamed for more than 400 deaths from overdose and suicide in 1994, the latest year with complete records on the drug. In Phoenix, it killed 122 people in 1994, the authorities said.

Here in Iowa, the ravages of the drug have reached what law-enforcement and health officials call an epidemic level. The police in Des Moines seized \$4.5 million worth of methamphetamine in the last year alone.

And for the first time in Polk County, which includes Des Moines, arrests for drugs now surpass the



Travis Swope, 17, died from the use of methamphetamine.

number of arrests for drunken driving. Methamphetamine accounts for 65 percent of the drug arrests.

The drug is often manufactured in makeshift laboratories in rural areas, where the stench given off during its production is more likely to go undetected, and where law-enforcement agencies are more thinly spread.

Drug agents found seven such laboratories in Iowa last year. In the first six weeks of this year, they found five more. One of them, in a house trailer near the small town of Centerville, exploded and burned a man over 40 percent of his body.

The drug is also making its way into schools throughout Iowa, with some ghastly consequences.

One night about a year ago, 17-year-old Travis Swope of Waterloo sat down with his parents, Tim and Keely, and began to tremble. "I'm scared," the boy told them. He said he could not eat or sleep, and that he had been taking a drug called crank.

His parents, who had never heard of the drug, were shocked, but sup-

'This is the most malignant, addictive drug known to mankind.'

portive. Mr. Swope, a maintenance worker at the John Deere Company, said his union insurance would cover drug treatment. The next day, however, Travis said he would quit on his own. And his parents believed him.

"I was in denial," Mr. Swope said. "I thought it was something he'd get through."

Travis, who was a first-rate athlete, seemed better for a while. But then he lost weight and looked pale, all the while insisting that he was not using drugs. Then his manner changed.

"He had never been disrespectful to us," his mother said. "But all of a sudden, he'd be like, 'I'll be home when I decide to come home!' That wasn't Travis. It was like he was a different kid."

At the end of September, there was a blow-up with his father, and Travis was told to leave the house.

On Oct. 6, Travis checked into a hospital, feeling as if he had a terrible case of the flu. In fact, the drug had broken down his immune system and he had developed a form of meningitis. Ten days later, he was dead.

"Learn about this drug, and sit down with your sons and daughters," said Mrs. Swope, her voice breaking with emotion as she talked with a reporter. "I learned way too late, and I feel like I failed him. Travis was a really good kid — not a perfect kid. He made some wrong decisions, and this drug sucked him away."

Mr. Swope said there were times he avoided discussions about drugs with his son, because he feared it would lead to a confrontation. "But I would give everything to have him sitting here now," he said, "being mad at me."

While it seems puzzling why otherwise intelligent people would risk ruining their lives with this poison, drug counselors point out that stimulants have long held appeal in American culture. Going back more than a generation, students, athletes and workers have sought endurance by taking "uppers" or "speed" in tablets called Black Cadillacs or White Crosses.

The old country song by Dave Dudley, "Six Days on the Road," spoke in the voice of a long-haul trucker in a big hurry: "I'm taking little white pills, and my eyes are open wide."

Methamphetamine made inroads among many blue-collar people because it did not carry the stigma of being a hard drug, the authorities said.

"Crack has the stigma of being an inner-city drug, and powder cocaine is thought to be for affluent people," said Mike Balmer, the chief deputy sheriff in Jasper County. "But speed was a working-class drug. It's what people used to get them through a shift at the factory or keep up on a construction site."

Indeed, the use of methamphetamine goes back many years, perhaps to the 20' or 30's. But today's form is far more powerful, and deadly.

Years ago, the authorities said, a typical street dose of methamphetamine consisted of perhaps 20 percent of ephedrine, the ingredient that delivers the kick. New methods that emerged in the late 1980's and early 90's, often using a synthetic pseudoephedrine, have yielded a much more potent substance. Now the drug contains over 90 percent of the active ingredient.

Even before the big influx of methamphetamine, the use of stimulants were a problem in Iowa. A public health survey in 1993 found that the use of stimulants like amphetamines among Iowans was twice the national average, a finding that caused some scholars to wonder if an intense Midwestern work ethic was partly to blame.

The latest statistics show that



Tim and Keely Swope feel that they failed their son, Travis, after he told them he had a problem with methamphetamine and died within a year.

more than 35 percent of the people going to Iowa prisons last year reported using methamphetamine. And 90 percent of the people being committed to the mental health facilities in Polk County have used methamphetamine.

In some cases, the psychotic behavior provoked by the drug becomes permanent. The drug also causes body sores, which are worsened by the incessant scratching by users who feel like bugs are crawling over their bodies.

To fight the drug, Iowa has begun a radio and television advertising campaign to warn people of the dangers. A new prosecutor has been

added to the United States Attorney's office in Des Moines, just to concentrate on drugs. At least five counties in Iowa have hired extra prosecutors to deal with the rising tide of methamphetamine cases.

"They haven't seen much of this in the East Coast," said Tom Murtha, the director of the First Step-Mercy Franklin Center, an alcohol and drug treatment center. "But it's coming."

More national news appears on pages A22 and B6-12.