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001. paper	re: NSC Presidential Review Directive (PRD) (1 page)	06/10/1993	P1/b(1)
002. paper	Fact Sheet (2 pages)	06/16/1993	P1/b(1)
003. paper	re: Interdiction (3 pages)	05/18/1993	P1/b(1)
004. paper	re: Fact Sheet - Southwestern Border (1 page)	06/07/1993	b(7)(E)
005. paper	re: Interdiction (7 pages)	00/00/0000	b(7)(E)

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FOLDER TITLE:

Office of National Drug Control Policy Briefing Book: Hearing Before the Senate
Appropriations Committee - June 1993 [binder] [2]

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RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
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Divider Title: _____

Federal Drug Control Spending by Function
FY 1991 – FY 1994
(\$ Millions)

	1991 Actual	1992 Actual	1993 Enacted	1994 President's Budget	FY93 – FY94 Change		FY89 – FY93 Change	
					\$	%	\$	%
Criminal Justice System	4,385.6	4,943.1	5,374.8	5,782.5	407.7	8%	\$2,613.4	95%
→Drug Treatment	1,874.2	2,199.8	2,367.7	2,538.1	170.4	7%	1,221.4	107%
Education, Community Action, and the Workplace	1,479.2	1,538.7	1,524.4	1,789.9	265.5	17%	799.0	110%
International	633.4	660.4	538.0	489.3	(48.7)	-9%	234.0	77%
Interdiction	2,027.9	1,960.2	1,746.2	1,765.1	18.9	1%	305.5	21%
Research	450.1	504.5	530.9	548.2	17.2	3%	300.3	130%
Intelligence	104.1	98.6	128.7	127.4	(1.3)	-1%	75.3	141%
Total	10,954.5	11,905.2	12,210.8	13,040.6	829.8	7%	\$5,549.0	83%

**NATIONAL DRUG CONTROL BUDGET
BY FUNCTION**

(\$ Millions)	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
DRUG ABUSE TREATMENT														
Department of Defense	12.4	21.4	23.3	24.1	18.5	19.8	20.9	22.1	12.4	18.6	15.0	17.4	14.8	15.2
Department of Education	6.8	7.3	9.1	11.3	12.7	15.9	20.0	24.9	22.8	61.2	74.1	88.8	87.7	88.8
Administration for Children and Families	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	31.7	31.7	31.8	31.8
ADAMHA	158.1	120.0	130.1	128.5	136.5	130.7	263.3	281.0	463.9	727.9	774.9	829.2	0.0	0.0
SAMSHA	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	884.2	962.3
Health Care Financing Administration	70.0	70.0	80.0	90.0	100.0	110.0	120.0	130.0	140.0	170.0	190.5	201.8	231.8	261.2
Health Resources Service Administration	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	13.2	16.5	20.9	39.5
Human Development Services	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.9	0.0	0.0	0.0	0.0
Indian Health Service	1.5	1.6	2.1	2.3	2.4	2.4	21.7	16.2	18.7	30.1	32.4	32.2	41.4	35.9
Judiciary	4.2	4.9	5.3	6.8	8.3	10.8	15.9	21.2	23.3	31.9	34.6	36.5	41.3	50.8
Bureau of Prisons	2.9	2.9	2.8	2.7	3.1	3.3	3.8	4.3	4.1	8.0	10.7	21.5	22.3	24.5
Office of Justice Programs	0.0	0.0	0.0	0.0	0.0	1.2	19.6	8.1	34.4	88.9	83.1	80.0	87.8	87.9
ONDCP	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.2	4.0	5.6	5.7	5.5	1.6
Department of Veterans Affairs	259.9	277.5	296.4	316.7	343.9	341.8	341.8	360.7	425.8	492.9	608.4	838.6	898.2	938.7
	513.8	505.6	549.1	582.2	625.3	635.7	827.1	868.5	1,146.3	1,636.4	1,874.2	2,199.8	2,367.7	2,538.1

OVERVIEW

DRUG TREATMENT

The overall effectiveness of drug treatment is well established. Treatment has been found to reduce illicit drug use and criminal behavior, and to improve the social and occupational functioning of drug abusers. Recent evidence indicates that it is also a useful AIDS prevention strategy.

For the majority of those addicted to drugs such as heroin or cocaine, a single episode of treatment will not provide a cure. Drug abusers may pass through cycles of drug dependence, treatment, abstinence, and relapse. However, a commitment to the care of individuals affected with addictive behavior over their lifespan is crucial and effective because each treatment episode extends and maintains abstinence.

It is estimated that 4 million persons will meet the clinical criteria for drug dependency and abuse in FY 1994. The treatment goal for FY 1994 is approximately 2.5 million persons. Of this total, funding will serve 1.4 million persons, creating a shortfall of close to 1.1 million persons (420,000 slots). In order to meet the treatment goal, an additional \$2 billion will be required.

OWNERSHIP

Most treatment programs are privately owned (82%). Of these, 78% operate as not-for-profit organizations. State and local governments directly operate 15% of treatment programs. The Federal government, primarily through the Bureau of Prisons, Department of Defense, Indian Health Service, and Department of Veterans Affairs, operates 3% of treatment units. Native American tribal governments own less than 1%.

COST

The current cost of drug abuse treatment is relatively low. However, the cost varies greatly depending on the setting.

- o Hospital inpatient care is the most expensive on a daily basis (\$300-600 per day), but usually it is of short duration (30 days or less).
- o Treatment in nonhospital residential programs is less expensive on a daily basis (\$50-100 per day), but it commonly lasts longer (a few months to two years).
- o Programs that do not require the individual to live-in are the least expensive, both on a daily basis (\$5-15 per day) and over a full course of treatment, which can extend over several years.

The type of treatment setting that individuals enter usually is not based on diagnostic considerations, but rather, whether they have insurance, what their personal preferences are, or what modes of treatment are available in the local community.

FINANCING

Private Insurance. The extent of private insurance coverage for drug treatment improved throughout the 1980s. In 1990, more than 90% of insurance plans had explicit coverage for drug treatment. Even individuals without explicit benefits in their private insurance coverage are likely to find that some services are reimbursable.

Government Financing. Unlike the general health care system, where only 42% percent of the cost of services is reimbursed through government sponsored financing programs (Medicare, Medicaid, workers' compensation, public assistance, etc.), government supplies 75% of the funds for drug treatment. The States traditionally have been the major source of government funds for treatment followed by the Federal Government and then county and local agencies.

- o The major funding mechanism that the Federal Government uses is the Substance Abuse Block Grant which is administered by the Department of Health and Human Services. The Block Grant is allocated to States (and Territories) using a formula that takes the characteristics of the State's population into account. Each State then redistributes the funds either directly to treatment providers or to county or local governments which in turn give the funds to providers. The estimated portion of the FY 1993 appropriation for the Substance Abuse Block Grant that will go to drug treatment is \$462.3 million.
- o The Federal Government also makes "categorical" grants to States and treatment providers to support treatment capacity expansion, innovative treatment approaches, improve the quality of treatment, or to ensure services for underserved or special populations. In FY 1994, the Administration has requested \$286.8 million for categorical programs. Examples of initiatives supported include:
 - capacity expansion (\$88.9 million);
 - programs for drug abusing women and their children (\$49.2 million);
 - programs directed toward certain critical populations (\$44.7 million); and
 - treatment projects directed towards those involved in the criminal justice system (\$33.0 million).

Health Care Reform. It is likely that treatment for drug abuse will be included in the President's proposed national health reform package.

TREATMENT CAPACITY

ONDCP estimates that by the end of FY 1994 the Nation will have approximately 608,000 drug treatment slots serving 1.5 million persons (956,000 persons less than those who need and can profit from treatment). However, in many parts of the Nation drug treatment programs continue to be confronted with waiting lists, while in other areas there is a great deal of unused capacity in hospitals and other facilities that can be used for drug treatment.

- o At any point in time 21 percent of the slots are unfilled.
- o Government-owned and private non-profit programs operate over capacity, while the more expensive, for-profit programs are under capacity.

SOLVING THE CAPACITY PROBLEM

The Administration is planning to take steps that can alleviate the waiting list and the unused capacity problem.

- o The Administration is requesting \$2.54 billion for drug treatment for FY 94. This includes funds to treat persons with co-morbid substance abuse problems and youths under 21 years of age with alcohol problems. Overall this represents an increase of \$170 million, or 7 percent, over the FY 1993 level. The increase includes:
 - \$23 million that will be used to maintain residential treatment slots for pregnant and postpartum women, supported in FY 1993 by the one-time earmark of set-aside funds from the Substance Abuse Block Grant; and
 - \$67 million to be used to increase funding for the Treatment Capacity Expansion Program (CEP) to treat an additional 30,000 persons.

Additional approaches have been suggested.

- o HHS could be encouraged to make all awards of categorical grants for drug treatment conditional on the applicant's submission of documentation describing the size of their waiting lists and the extent to which they are operating near or over capacity. The size of waiting lists could be a major criterion in making any drug treatment grant award decision.
- o HHS could require States to maintain a system for measuring the size of waiting lists and to plan for their elimination as a condition of receiving Block Grant funds. HHS has already

taken steps in this direction with regard to the treatment of injecting drug abusers.

IMPROVING THE QUALITY OF DRUG TREATMENT

There is great variation in the general quality of services that treatment providers deliver to their clients. When clients are provided the wrong type of treatment, failure is almost certain.

- o To improve the general quality of these services, ONDCP has considered conditioning the receipt of block grant funds on program accreditation. ONDCP is already encouraging States to define treatment outcome standards. In the future, it may be possible to allocate funding based upon individual program performance.
- o To ensure that clients are matched with the appropriate type of treatment, HHS continues to encourage centralized intake assessment and referral, and the adoption of standardized Treatment Improvement Protocols.

OFFICE OF NATIONAL DRUG CONTROL POLICY

TREATMENT INITIATIVES

QUESTION

What are the major treatment initiatives in FY 1994, and how many additional treatment slots will be funded?

ANSWER

- o The Administration is requesting \$2.54 billion for drug treatment, of which \$1.1 billion is for drug related expenditures of the SAMHSA Center for Substance Abuse Treatment (CSAT). This includes funds to treat persons with co-morbid substance abuse problems and youths under 21 years of age with alcohol problems. This is an increase of \$93 million, or 9%, over the FY 1993 level.
- o Of the \$93 million, \$23 million will be used to maintain residential treatment slots for pregnant and postpartum women, supported in FY 1993 by the one-time earmark of set-aside funds from the Substance Abuse Block Grant. An additional \$67 million will be used to increase funding for the Treatment Capacity Expansion Program (CEP) to treat an additional 30,000 persons. In addition, \$7 million will be reallocated from expiring grants within the CSAP Pregnant Women and Infants program to the CEP to partially offset the impact of inflation for this existing Federal treatment capacity.

Addicts can learn safe drug use

4-year study in city finds decline in HIV infection

By Jean Latz Griffin
Public health writer

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A four-year study of Chicago intravenous drug users shows that the spread of HIV infection can be slowed by teaching addicts to stop sharing dirty needles and clean all drug paraphernalia with water and bleach.

The study results contradict the belief that addicts will not take precautions to protect their health because of self-destructive tendencies. Blood-contaminated

hypodermic needles, water and "cookers" used to mix drugs are primary ways of transmitting HIV, which causes AIDS.

The study of drug users, financed by the National Institute on Drug Abuse and the Illinois Department of Drug and Substance Abuse, is thought to be one of the most comprehensive, long-range surveys of its kind.

Researchers followed the same addicts and tested them for new HIV infections rather than just asking them about their behavior.

The results could become the basis for programs to reduce the spread of HIV infection in neighborhoods where drug use is endemic.

The research will be presented Monday at the ninth International Conference on AIDS in Berlin by Wayne Wietel, epidemiologist at the University of Illinois at Chicago School of Public Health and director of the project.

"This is a profoundly important study," says Wietel.
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BURRELLE'S

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tant project ... that indicates the effectiveness of outreach programs in the community," said Dr. Richard Needle, chief of the community research branch of the National Institute on Drug Abuse. "It is a unique study that tells us something we didn't know before."

Eli, 45, is one of the participants. He was lucky enough not to become infected with HIV in the 21 years he used drugs before he enrolled in the study, and he says he intends to keep it that way.

"I used to share needles and water, but my habits have done an absolute about-face due to this program," Eli said. "These people make you stop and think: 'It will only take me two minutes flat to get some bleach and clean this needle.' That way you don't just grab it from the guy ahead of you, shoot up, and maybe get AIDS."

Chris, 42, said she has been using drugs since she was 19. She still uses heroin, even though she is on a methadone program, but says she always uses a clean needle.

"I know people who are infected and sick with AIDS," she said. "I definitely want to avoid that. I'm fighting every day of my life."

Although the 640 addicts in the study might seem a small number in comparison to large national studies of thousands of people, Needle said it is a significant achievement to have followed that many drug users for four years. It

also is a large enough number from which to draw conclusions, he said.

"Street addicts who are not in treatment are a hidden population who are difficult to reach, maintain relationships with, and follow over time," Needle said. "We are so pleased with the results of this work that we are teaching people in 20 other cities how to do it."

The approach used by Wiebel and his teams of outreach workers is consistent with the strategy recently recommended by the National Research Council and the National Academy of Sciences.

From 1988 to 1992, researchers at the UIC School of Public Health have followed two groups of HIV-negative drug addicts on the Far North and Near Northwest Sides.

Researchers interviewed them and tested their blood for HIV every 6 to 11 months. The men and women were paid \$25 for each interview.

The first two blood tests, in November 1988 and June 1989, showed that 5.7 percent and then 5 percent of the addicts had become infected with the human immunodeficiency virus.

By the third test, in December 1989, the rate of new infections dropped to 1.4 percent and held steady through June 1992, the date of the last interview.

"Critics of previous studies have said that drug addicts will lie about whether they clean their needles or stop sharing needles," Wiebel said. "But you can't fake a blood test. They have to be telling the truth."

"We have seen a dramatic decline in the numbers of new infections and of those who say they are sharing needles."

The decline in new infections supports studies in San Francisco and Cleveland in which addicts reported that they had stopped sharing needles after education and bleach-distribution programs. But neither of those studies tested addicts for HIV infection.

The decline also refutes the results of a Seattle study that suggested that there was no benefit of education because even intravenous drug users who were not given education on safe drug use reported that they had stopped sharing needles in a four-month study. Those study subjects also were not tested for HIV.

"Too many programs stop after six months or a year and say education doesn't work," Wiebel said. "You have to keep going longer than that to see a change in behavior."

As part of the research, field workers went into "shooting galleries," where addicts congregate to use drugs, and walked the streets talking to addicts and handing out free bleach and water, condoms, and safe-sex information.

In just the last year, outreach workers talked to more than 20,000 people.

The subjects were often encountered in the galleries or on the streets and given information and cleaning supplies. But even though they were not singled out for special treatment, researchers believe the regular contact helped keep the addicts away from risky behavior.

"We believe that being in the study was an extra dose of prevention," said Mary Utne O'Brien, the project's research di-

rector. "People would say, 'Boy, you guys really made me think about this.'"

One drawback of this kind of an epidemiological study is that it is difficult to set up a control group. Since the study did not have a control group of addicts who were not given information or bleach, researchers used two separate measures to determine whether other factors were affecting results.

Both measures showed that drug addicts in Chicago who were not included in the project were more likely to continue to share needles.

When addicts in the study were first interviewed, Wiebel said, every one admitted that he or she had shared needles and water with other addicts. By June 1992, only 14 percent said they still sometimes shared drug-injecting equipment.

In contrast, a study by the National Institute on Drug Abuse found that 49 percent of addicts entering drug treatment in Chicago in 1991 said they had shared needles, compared with 70 percent in 1987. Also, the UIC study recruited new participants in June 1992 and found that 42 percent were still sharing needles.

"It's not a perfect comparison because the other studies didn't follow the same group of addicts," Wiebel said, "but we believe that it provides a good benchmark."

"We know that behaviors are changing everywhere," Needle said, "but it is more than likely that the behavior changes seen in Chicago were caused by the project and those changes resulted in a reduction of infection."

OFFICE OF NATIONAL DRUG CONTROL POLICY

SUBSTANCE ABUSE BLOCK GRANT

QUESTION

What is the status of grant awards to the States, under the Substance Abuse Block Grant?

ANSWER

- o Regulations to implement the new program were published on March 31, 1993. As of June 10, 1993, 59 of a possible 60 applications have been received, and 55 block grants have been awarded by the Department of Health and Human Services.

- o However, some concerns persist regarding compliance with the regulation that requires States to pass and enforce laws prohibiting the sale of tobacco products to persons under age 18.
 - States that do not comply stand to lose 10 percent of their allotment in Fiscal Year 1994.
 - However, compliance requirements were not detailed in regulations published on March 31, 1993, and they are still under development in the Center for Substance Abuse Prevention.
 - Some States that have not passed laws fear that they will be found noncompliant and lose part of their Fiscal Year 1994 funding. Some State drug agencies argue that the lack of concrete Federal requirements leaves them vulnerable to the powerful forces that are lobbying against such legislation.
 - There is at least one State (Texas) where the legislature, which meets biennially, might adjourn without passing the required legislation and is not scheduled to meet in Fiscal Year 1994.

- o In short, implementation of this program will require timely publication of requirements and prudent Federal oversight and enforcement. ONDCP will work to HHS on both of these fronts.

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6/10/93

OFFICE OF NATIONAL DRUG CONTROL POLICY

SUBSTANCE ABUSE BLOCK GRANT

QUESTION

Why is the Administration proposing that the Substance Abuse Block Grant be cut?

ANSWER

- o The slight decrease in the Substance Abuse Block Grant must be viewed in light of the Administration's Fiscal Year 1994 budget request for drug treatment, which is \$2.54 billion, an increase of \$170 million over Fiscal Year 1993.
- More specifically, the slight decrease in the block grant program (\$14 million or 2.5 percent) is directly offset by significant increases in the Capacity Expansion Program (\$74 million or 590 percent) and the Pregnant and Postpartum Women and Infants Program (\$23 million or 188 percent).
- o These programs offer the States the most effective means to expand treatment capacity for the populations and areas in greatest need.

OFFICE OF NATIONAL DRUG CONTROL POLICY

CAPACITY EXPANSION PROGRAM AND THE SUBSTANCE ABUSE BLOCK GRANT

QUESTION

Why is the Administration proposing to continue the Capacity Expansion Program by providing treatment dollars directly to the cities and circumventing the States and the Substance Abuse Block Grant allocation process?

ANSWER

- o The Substance Abuse Block Grant remains the primary source of Federal support for drug treatment nationwide. The block grant has proven effective in supporting and expanding treatment services to the general population, and the Administration continues to support it. However, there is an underutilization of treatment facilities in many areas of the country, and the block grant does not allow the Federal government to provide additional treatment slots to areas where severe shortages exist, usually urban areas.
- o On the other hand, the Capacity Expansion Program is designed to target Federal funding to increase the number of drug treatment slots for the populations and areas in greatest need.
- o This approach does not circumvent the States or the existing allocation process. Only the States are eligible to receive Capacity Expansion Program funds and awards are made based on State needs assessments.
- o To enable the States to make real progress in expanding treatment capacity, the Clinton Administration is seeking \$89 million for the Capacity Expansion Program in Fiscal Year 1994, an increase of \$74 million or 590 percent over the previous year.

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET - TREATMENT ON DEMAND

- o The main goal of drug treatment is to get drug users off of drugs and to help them stay off. To successfully achieve this goal, treatment must be available, appropriate and effective. To this end, we should have two major objectives: first to expand treatment capacity, particularly for the populations and areas where there is the greatest need; and second, to improve treatment effectiveness and accountability.
- o Providing treatment to those who need it when they want it is good health and social policy. Many believe that treatment success is heavily dependent upon the individual client's motivation and resolve to stop using drugs when he enters treatment. Addicts who willingly seek treatment should not be denied the opportunity to receive it when they are most likely to benefit from it.
- o In addition, according to the Institute of Medicine's Treating Drug Problems treatment is cost effective. The report shows that during and after treatment, drug use and criminal behavior declines and employment increases relative to untreated comparison groups. The utility of these results substantially exceeds the costs of the treatment.
- o It is estimated that 4 million persons will meet the clinical criteria for drug dependency and abuse in FY 1994. The treatment goal for FY 1994 is approximately 2.5 million persons. Of this amount, funding will serve 1.4 million persons, creating a shortfall of close to 420,000 slots. In order to meet the treatment goal, an additional \$2 billion will be required.
- o Treatment for substance abuse will be included in the proposed national health insurance package of the First Lady's Task Force. Such coverage will enable all Americans to obtain drug treatment when they need it.

OFFICE OF NATIONAL DRUG CONTROL POLICY

INDIAN HEALTH SERVICE

QUESTION

Given the problems that Native Americans are experiencing with substance abuse, why is the Administration requesting a 13 percent decrease in treatment and prevention funding for Native Americans from \$44.9 to \$38.9 million?

ANSWER

- o The Administration is not requesting a decrease in services. The Fiscal Year 1994 Indian Health Service (IHS) budget request of \$38.9 million for prevention and treatment will maintain current services. This request for direct services constitutes a 5 percent increase over Fiscal Year 1993 (\$37 million) and a 10 percent increase over Fiscal Year 1992 (\$35.2 million).
- o The apparent decrease of 13 percent (i.e., from \$44.9 million to \$38.9 million) is due to the inclusion, in the Fiscal Year 1993 budget, of \$7.9 million for construction and renovation of regional treatment centers in the States of Arizona and Washington.
- o Requests for construction are not made every year. Such requests were included in IHS budgets for Fiscal Years 1990, 1991, and 1993. There was no request for construction in Fiscal Year 1992 and there is no request for construction in Fiscal Year 1994.

OFFICE OF NATIONAL DRUG CONTROL POLICY

WAITING LISTS

QUESTION

What will the Administration do about the long waiting lists for drug treatment?

ANSWER

- o Waiting lists, as an indicator of needed treatment capacity, must be attacked in three ways: capacity must be added where it is most needed; existing allocation of treatment capacity must be reviewed for needed adjustment; and the States must be called upon to monitor treatment utilization and waiting list information.
- o There are steps that the Administration has already taken or is planning to take that can alleviate both the waiting list and the misallocation problem.
 - President Clinton has asked Congress to appropriate an additional \$126 million in Fiscal Year 1994 for treatment. At least \$73.6 million will go for capacity expansion in areas of documented need.
 - HHS will be encouraged to make all awards of categorical grants for drug abuse treatment conditional on the applicant's submission of documentation describing the size of their waiting lists and the extent to which they are operating near or over capacity. Size of the waiting list should be a major criterion in making any drug treatment grant award decision.
 - HHS should require the States to maintain a system for measuring the size of waiting lists and to plan for their elimination as a condition of receiving Block Grant funds. HHS has already taken steps in this direction with regard to the treatment of injecting drug abusers.
 - National health insurance will help bring costs down, increase access, and utilize resources more fully.

OFFICE OF NATIONAL DRUG CONTROL POLICY

VETERANS' SUBSTANCE ABUSE PROGRAMS

QUESTION

What explains the significant increase in substance abuse treatment funding in the Department of Veterans Affairs?

ANSWER

- o The requested drug budget of the VA reflects an increase of nearly 60 percent, from \$590.6 million in FY 93 to \$943.8 million in FY 94; however, the increase is more apparent than real.
- o VA has changed the way it scores its budget regarding drug resources, adding areas of expenditure that were not included in the past.
 - VA is now counting among its drug treatment costs 51.2 percent of the costs of other specialized services provided to patients with drug abuse disorders. In past budgets, 33.5 percent of these costs were included.
- o In the final analysis, the increase for FY 94 is closer to 4.5 percent. Using VA's old method of calculating its drug budget, the budget would have increased from about \$590.6 million to about \$617.2 million. This allows for some increase in drug-related medical care and the continued provision of drug treatment.
- o The change in the way VA calculates its budget warrants review. I will work with VA officials to conduct such a review and will ensure that VA's method for determining its drug budget produces a budget that accurately reflects VA's level of anti-drug activity.

OFFICE OF NATIONAL DRUG CONTROL POLICY

TREATMENT QUALITY

QUESTION

What does this Administration plan to do to improve the quality of treatment?

ANSWER

- o Efforts have been undertaken to improve the effectiveness of treatment and to increase its availability. The President's 1994 Budget request increases Federal funding for treatment by 7% over the 1993 level, allowing providers to expand and improve treatment.
- o A major effort to improve quality and track the effectiveness of the programs falls under the requirement of the State Plans. States are required to submit plans that estimate the need for treatment resources for the State, regions of the State and for special populations, and that indicate how the State will manage Federal Block Grant funds together with State appropriations to address these needs.
- o Clients are often provided the wrong type of treatment. When this occurs, failure is almost certain. To ensure that clients are matched with the appropriate type of treatment, ONDCP continues to encourage centralized intake and to support the development of Treatment Improvement Protocols, which provide treatment programs with standard operating procedures for screening specific populations.
- o There is great variation in the general quality of drug treatment. To improve the general quality of these services, we will seek to condition the receipt of block grant funds on program accreditation. Also, we encourage States to define treatment outcome standards and to allocate funding based upon individual program performance. Treatment Improvement Protocols also will include guidance on treating specific populations.

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET - NEEDLE EXCHANGE PROGRAMS

- o Federal law prohibits the use of ADMS Block Grant funds for needle exchange programs, although the use of research and demonstration funds is permitted.
- o Scientific information on the efficacy of needle exchange programs has been mixed. However, NIDA-funded evaluations of needle exchange programs in New Haven and Seattle are underway, and should provide additional information. Many cities are experimenting with such programs and reliable data might be generated by some of these experiments.
- o Earlier ONDCP analysis found that needle exchange programs often attracted a low-risk population and always experienced a very high rate of attrition. This resulted in a progressively smaller and safer program population. The combined impact of low-risk entrants and high attrition virtually guaranteed that program statistics would become progressively more positive.
- o On the other hand, significant results have been achieved through outreach to high-risk populations, with services that do not include needle distribution. NIDA programs have been successful in encouraging drug users to both enter treatment and reduce their risk of contracting the HIV virus by providing information on AIDS and by distributing, and providing training in the use of, bleach and condoms.
- o In short, available data demonstrate that outreach programs are superior in all respects to needle exchange programs. They reach high-risk populations, get many to enter treatment and/or change high-risk drug use behaviors, and get some to change high-risk sexual behaviors.
- o ONDCP, in conjunction with HHS, will examine data on the effectiveness of needle exchange programs to determine whether existing Federal policy should be changed.

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5/17/93

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FACT SHEET - MEDICAL MARIJUANA

- o There is some evidence that therapeutic doses of tetrahydrocannabinol (THC), a psychoactive ingredient of marijuana, can reduce eye pressure of glaucoma patients, relieve nausea and spark appetites in cancer/chemotherapy patients, and reduce muscle spasms of M.S. patients.
- o Until recently, smokable marijuana was made available, by the National Institute on Drug Abuse (NIDA), to individual patients under the supervision of licensed physicians, registered with DEA, conducting research protocols, approved by the Food and Drug Administration (FDA). This program is referred to, under the Investigational New Drug (IND) program, as the "compassionate" or "single-patient" IND.
- o Approved active applications totaled 46, as of June 23, 1991, and only 16 approved applicants were receiving marijuana. All were patients not helped by other medications and many were terminally ill. Most approved applicants were suffering from glaucoma or from nausea associated with cancer chemotherapy, although a few were afflicted with HIV-wasting syndrome.
- o On June 23, 1991, the FDA stopped action on single-patient INDs, refused to provide marijuana to the 30 approved applicants who had not yet received it, and commenced a medical review of the program.
- o On March 6, 1992, the Public Health Service (PHS), parent agency of FDA, formally terminated the provision of marijuana plant material, based on the results of medical review. According to PHS,
 - Termination of the program was justified to avoid sending the wrong message regarding marijuana use and because single-patient INDs do not yield significant research information.
 - There are effective medications available for virtually all of the symptoms associated with the conditions suffered by marijuana IND applicants.
 - Smoked marijuana has not been proven safe and effective for nausea associated with cancer therapy, HIV-wasting syndrome, spasticity associated with multiple sclerosis, or glaucoma.
- o Although they can no longer receive smokable marijuana,

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patients not helped by other medications may be prescribed synthetic THC pills (trade name Marinol, Schedule II), under the IND provisions.

- o The Administration will review the 1992 PHS decision and consider reinstating the marijuana IND program for certain illnesses.
 - Research does not indicate that proven effective medications are available for HIV-wasting syndrome or for muscular disorders. In fact, PHS is now conducting an interactive study of Marinol and Megace for HIV-wasting syndrome, with clinical trials underway.
 - It is appropriate to provide relief for those suffering from wasting syndrome and spasticity, pending the availability of alternative medications. And reinstating the program (especially for the 2 conditions cited above) would be consistent with available medical research.
 - A balanced approach is necessary to recognize the medical utility of certain drugs with abuse potential. It should be noted that Cocaine is on Schedule II of the Controlled Substances Act, while Marijuana plant material remains on Schedule I, as a drug of high abuse potential and no proven medical use.
 - Controlled medical provision of Marijuana might spur neglected research on the effectiveness of alternative methods of administration of THC. Although there is a growing body of research on the negative health and behavioral consequences of chronic marijuana use, little rigorous research on the therapeutic effects of marijuana has been conducted recently. PHS has expressed an interest in conducting such research and will be encouraged to do so.

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FACT SHEET - MEDICATIONS DEVELOPMENT

- o The Administration proposed \$47 million for medications development in Fiscal Year 1994, an \$2 million increase over Fiscal Year 1993.
- o The Medications Development Program, which is administered by NIDA, is coordinated with the private sector and the Food and Drug Administration to develop new and improved medications for treating drug addictions.
- o Important progress has been made with heroin dependence treatment medications. NIDA has nearly completed all registrational studies for the approval of LAAM (levo-alpha-acetylmethadol hydrochloride), an longer-acting alternative to methadone. LAAM is dosed every other day and may prove more acceptable to some addicts.
- o NIDA is working closely with FDA and DEA to expedite the review and approval of LAAM and the associated Federal regulations necessary to make it available at treatment centers. As a result, LAAM will probably be approved in late spring.
- o NIDA is also completing a registrational trial of buprenorphine, a unique opiate treatment agent.
- o Finally, NIDA has developed a new 30 day dosage form of the narcotic antagonist naltrexone, which is currently under study.
 - Agents which work in heroin treatment dependence will also work for the treatment of other forms of opiate addiction (i.e., prescription drugs which are opiate based).
- o A number of potential cocaine medications have also been identified by researchers to offer promise in treating cocaine and crack addicts. Desipramine, flupenthixol, amantadine, buprenorphine, and other potential agents are among those compounds for which more rigorous (double-blind, placebo controlled) clinical trials are being pursued to determine if they will ultimately be useful.
- o Through interagency agreements, NIDA has made use of the Department of Veterans Affairs' (VA) hospitals and Cooperative Studies Programs to run clinical trials. NIDA has had access

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to a large pool of addicts (substance abuse is often the number one psychiatric disorder in many VA facilities) and the VA has provided inpatient and outpatient facilities at cost effective rates. VA facilities have had the opportunity to participate in cutting edge research, to upgrade facilities,

and to integrate clinical research and training opportunities into their treatment mission.

- o While new medications are being developed, psychosocial therapies remain the primary method of treatment for most addictions. Pharmacological treatments will help stabilize patients and allow them to derive the full benefit from their treatment regimens, and will reduce the compulsive drug seeking behaviors and injection drug use which spreads AIDS, hepatitis, and tuberculosis. However, psychosocial therapies will still be necessary to allow addicts, many of whom live highly disordered lives, to successfully re-integrate into society.

- The primary psychosocial therapies are behavioral, supportive, and psychodynamic, and critical research continues to improve them as well.

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INFORMATION BRIEF: LAAM

Background

Since the 1960s, methadone has been widely accepted in the United States as the standard maintenance treatment for opiate dependence. However, methadone must be administered daily, is effective for only 24 hours, and can cause withdrawal symptoms. Also, most addicts in the programs must go to a clinic every day for their methadone and as a result continue to lead lives centered around the daily consumption of a drug. Some addicts are permitted to self administer methadone and take home up to six dosages of the drug. Although this practice benefits addicts and reduces the cost of administering methadone programs, it increases the risk of methadone being illegally diverted/misused.

The limitations associated with methadone have led researchers to seek similar but longer-acting compounds with fewer side effects. Among the compounds evaluated is levo-alpha-acetylmethadol hydrochloride (LAAM), a synthetic version of methadone, developed in 1948 and tested as an analgesic and as a treatment for opiate dependence. Supporters maintain that LAAM will reduce some of the side effects of methadone (e.g., excessive sedation and daily withdrawal symptoms) and will increase the employability of addicts and decrease their criminal activity. Also, LAAM only needs to be administered once every 48 hours. ONDCP has worked with HHS to gain prompt and careful review of LAAM.

Status of LAAM

The FDA reviews all new medications to assure that they are safe, efficacious, and that the benefits of the medication outweigh any adverse side effects. FDA's Drug Abuse Advisory Committee, which is reviewing the development of LAAM, will met on June 7-8 to make a final determination on LAAM. The Committee agreed that:

- o The data provided about the safety and efficacy of LAAM support its approval; and
- o The labeling and dosing instructions for LAAM are adequate for the safe use of the drug.

As a result, FDA is expected to approve the drug in late June or early July 1993 and LAAM should be available for commercial use late this summer.

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PRISON AND JAIL DRUG TREATMENT

QUESTION

What will you do to provide drug treatment in State prisons and jails? In Federal prisons?

ANSWER

- o A new working relationship is being forged between the Departments of Justice (DOJ) and Health and Human Services (HHS) to focus more sharply on the need for intervention and treatment services for drug-dependent offenders. ONDCP will work directly with these Departments to foster coordinated action.
- o Support for States and localities will proceed on three fronts.
 - Criminal justice and substance abuse block grants will target the treatment of drug-dependent offenders as a priority for expenditure.
 - Discretionary and categorical grants will demonstrate effective approaches, document treatment models, and provide support for program infrastructure, such as management information systems.
 - Technology transfer programs, such as the HHS Treatment Improvement Protocol (TIP) program, and technical assistance programs, such as the DOJ Treatment Alternatives to Street Crime (TASC) assistance and management information system programs, will continue.
 - ONDCP will track the progress of these efforts through its working groups.
- o On the Federal level, the Bureau of Prisons (BOP) and the Administrative Office of the United States Courts (AOUSC) are working cooperatively to provide drug treatment in both institutional and community corrections settings.
 - In Fiscal Year 1993, drug education is available in all BOP institutions, outpatient treatment and counseling is available in all institutions, and residential treatment is available in 31 institutions, with plans to expand to

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36 institutions in Fiscal Year 1994 and 40 institutions in Fiscal Year 1995.

- In Fiscal Year 1992: 12,500 inmates participated in drug education; nearly 11,800 in outpatient programs; over 1,100 in residential programs; and 123 in the transitional services program.
- Under the transitional services program, BOP contracts with community drug treatment programs -- often "piggy-backing" on existing AOUSC contracts -- to provide treatment services for offenders in transition for institutions to the community. An estimated 200 offenders will participate in this program in Fiscal Year 1993, and 500 are projected to participate in Fiscal Year 1994.

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FACT SHEET - MILITARY FACILITIES FOR DRUG TREATMENT

- o The potential offered by these facilities for drug treatment and corrections purposes is not yet realized. To date none is being used as a drug treatment facility, although active planning is underway for the use of two sites in Pennsylvania and drug and alcohol program administrators in some States (e.g., South Carolina) have commenced discussions regarding the use of bases scheduled for closure.
- o On the other hand, numerous surplus facilities are being used for the homeless because organizations that serve the homeless can and do avail themselves of the priority provided for the homeless under the McKinney Act. Similar priorities are not established in law for drug treatment.
- o Until recently, there has been a limited expression of interest in military facilities on the part of State and local treatment and corrections officials. There were a number of reasons for this: the lack of timely and complete information on available facilities; the lack of desire by locals to have a treatment center in the community; the limited utility of facilities, due to isolated locations and limited or seasonal availability; the need for assistance in meeting Federal application requirements; and concern about the potential cost of needed repairs.
- o To remedy some of these problems, ONDCP, the Department of Health and Human Services, and the Commission on Alternative Utilization of Military Facilities are taking action.
 - The 1992 Report of the Commission on Alternative Utilization of Military Facilities focused both on underutilized facilities and base closures with more timely and extensive information.
 - Furthermore, personal property programs of the Department of Defense and the General Services Administration were included in the Commission report. Personal property available through base closings has considerable potential for use by drug treatment programs.
 - Finally, DHHS continues to provide up-to-date information and assistance to the states on all sources of real and personal property.

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Divider Title: _____

Federal Drug Control Spending by Function
FY 1991 – FY 1994
(\$ Millions)

	1991 Actual	1992 Actual	1993 Enacted	1994 President's Budget	FY93 – FY94 Change		FY89 – FY93 Change	
					\$	%	\$	%
Criminal Justice System	4,385.6	4,943.1	5,374.8	5,782.5	407.7	8%	\$2,613.4	95%
Drug Treatment	1,874.2	2,199.8	2,367.7	2,538.1	170.4	7%	1,221.4	107%
→ Education, Community Action, and the Workplace	1,479.2	1,538.7	1,524.4	1,789.9	265.5	17%	799.0	110%
International	633.4	660.4	538.0	489.3	(48.7)	-9%	234.0	77%
Interdiction	2,027.9	1,960.2	1,746.2	1,765.1	18.9	1%	305.5	21%
Research	450.1	504.5	530.9	548.2	17.2	3%	300.3	130%
Intelligence	104.1	98.6	128.7	127.4	(1.3)	-1%	75.3	141%
Total	10,954.5	11,905.2	12,210.8	13,040.6	829.8	7%	\$5,549.0	83%

**NATIONAL DRUG CONTROL BUDGET
BY FUNCTION**

(\$ Millions)	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
DRUG ABUSE PREVENTION														
Action	2.5	6.8	6.9	6.8	6.9	6.9	7.8	5.9	10.1	10.5	12.5	10.0	9.9	10.1
Agency for International Development	0.0	0.0	0.0	0.0	1.2	1.9	5.2	4.5	3.1	5.4	7.1	7.8	5.0	3.5
Department of Defense	21.2	36.2	46.4	49.8	63.0	63.4	77.8	83.8	69.7	66.8	71.5	73.6	72.0	73.7
Department of Education	2.9	2.9	2.9	2.9	3.0	2.9	203.0	229.8	354.5	541.7	609.1	626.1	612.7	620.0
Administration for Children and Families	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	74.6	79.4	83.8	83.8
ADAMHA	16.1	30.0	32.5	32.1	34.1	32.6	98.4	85.2	150.7	329.7	420.1	441.6	0.0	0.0
SAMHSA	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	418.9	455.9
Centers for Disease Control	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	20.0	25.2	29.3	28.6	31.2	36.6
Family Support Administration	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.0	2.0	0.0	0.0	0.0	0.0
Human Development Services	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	43.9	57.1	0.0	0.0	0.0	0.0
Indian Health Service	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.7	2.9	3.0	3.5	3.0
Dept. of Housing & Human Develop.	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	8.2	96.3	150.0	165.0	175.0	265.0
Bureau of Indian Affairs	0.0	0.0	0.0	0.0	0.0	0.0	3.5	0.8	2.6	2.2	3.1	3.6	4.4	4.3
Bureau of Land Management	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.3	0.3	0.4	0.4	0.2
National Park Service	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2	0.4	0.4	0.3	0.6	0.6
OTIA	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.4	0.7	0.6	0.6
Drug Enforcement Administration	0.0	0.0	0.0	0.1	0.1	0.4	0.9	1.9	2.2	2.2	2.2	2.1	1.5	1.5
Office of Justice Programs	0.0	0.0	0.0	0.0	0.0	3.3	3.7	7.4	13.0	34.2	21.6	21.3	20.3	20.3
Department of Labor	43.4	25.9	35.8	36.0	37.3	33.1	41.1	37.5	38.6	46.0	60.9	61.5	70.5	72.7
ONDCP	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.2	4.0	5.6	5.7	5.5	1.6
Small Business Administration	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.0	0.0
Federal Aviation Administration	0.4	0.2	0.4	0.5	0.4	0.5	0.9	5.5	4.3	9.1	7.3	7.3	8.1	7.5
Department of Veteran Affairs	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5	0.5	0.5
Community Investment Program	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	128.375
White House Conference	0.0	0.0	0.0	0.0	0.0	0.0	2.0	2.5	0.0	0.0	0.0	0.0	0.0	0.0
	86.4	101.9	124.9	128.1	146.0	145.0	444.3	464.7	725.4	1,238.0	1,479.2	1,538.7	1,524.4	1,789.9

OVERVIEW

EDUCATION, COMMUNITY ACTION, AND THE WORKPLACE

One of the most important goals of the Nation's anti-drug effort is to prevent Americans, especially young people, from ever using drugs. The Federal government administers several programs to assist States, local governments, and nonprofit organizations in developing drug prevention and education programs. Many of these programs target diverse populations such as young people determined to be at high-risk of using drugs, pregnant women, elementary and secondary school students, and employed individuals.

Most Federal prevention programs are administered by the Departments of Health and Human Services (HHS), Education (ED), and Housing and Urban Development (HUD). HHS oversees implementation of the Substance Abuse Block Grant, 20 percent of which must be spent by the States on primary prevention and early intervention, as well as numerous discretionary grant programs including the High Risk Youth and Community Partnership Programs. ED administers the Drug-Free Schools and Communities Block Grant, which provides funding for drug education to virtually every school district in the Nation. HUD oversees the Drug Elimination Program, which provides grants to public housing authorities for anti-drug activities.

DRUG-FREE SCHOOLS AND COMMUNITIES PROGRAM

The Drug-Free Schools and Communities Program will be considered for reauthorization in 1994. ED has recommended that the program be continued, but expanded to include anti-violence programs. In addition, ED has recommended that the formula used to distribute funds be modified to better reach those areas most devastated by drugs and that a new national evaluation reporting system be established to assess the effectiveness of the program.

HIGHER EDUCATION

Department of Education regulations require institutions of higher education to certify that they have anti-drug policies and drug prevention programs. All have certified. However, studies show that drug use on college campuses, especially alcohol use among underage students, is still a significant problem, and that college and university anti-drug programs are usually "harm reduction" programs rather than "prevention programs."

Beginning in 1992, colleges and universities were required to report to parents, students and prospective students on crimes related to substance abuse--an approach which will focus greater attention to the problem.

COMMUNITY-BASED PREVENTION

- o Community Partnerships. Since Fiscal Year 1989, the Federal government has awarded about 250 grants to establish community-based anti-drug partnerships. These partnerships bring all segments of the community, including businesses, schools, churches, police, and health officials, together to reduce local drug use. The Administration has requested \$117 million for partnerships for Fiscal Year 1994 -- a \$12 million increase over the previous year.
- o Community Policing. The Federal government is committed to providing funding for community policing. The Administration has requested \$137.5 million in Fiscal Year 1994 to support this approach. These funds will be awarded primarily through the Administration's newly proposed Community Investment Program.
- o Public Housing. The Administration is also committed to ensuring that public housing developments are drug-free. To assist in this effort, the Administration has requested \$267 million for grants to public housing authorities for Fiscal Year 1994 -- a \$90 increase over the previous year.

ALCOHOL

ONDCP's authorizing statute restricts its purview to illegal substances and prohibits ONDCP from addressing alcohol abuse by adults. Because alcohol is an illegal substance for those under 21, ONDCP may address the problem of alcohol use by young people.

Most communities believe that alcohol use by teens presents a greater threat than illegal drugs. The Federal government assists State and local government efforts to reduce alcohol use through a variety of drug prevention programs, including the Drug-Free Schools and Communities and High Risk Youth Programs. Such programs provide young people with education about the harmful effects of alcohol use.

Other Federal alcohol prevention programs are aimed at pregnant mothers to provide them with information on the toxic effects of alcohol on the unborn.

DRUG-FREE WORKPLACE

Drug use is a major concern for American business because nearly 70% of current users of illegal drugs are employed. Drug use in the workplace adversely affects employee health and safety, productivity, and health care costs. However, the workplace can also be used to reach and treat users.

- o The best comprehensive drug-free workplace programs include a written policy against drug use, employee education, employee

assistance programs, supervisory training, and drug testing where appropriate.

- o Evidence indicates that drug testing can deter drug use. Testing programs have led to marked decreases in drug use in the military and in large corporations. Currently, the Federal Government is undertaking research to determine which drug testing rates (i.e., 50% vs 100%) of employees should be employed to deter drug use.
- o Statistics show that most small businesses, where over 50% of the workforce is employed, do not have a formal policy on drug use. Drug policy experts believe that drug users have been gravitating towards small businesses to avoid testing programs conducted by large companies.
- o The Federal Drug-Free Workplace Program was established in 1986 by Executive Order 12564. In 1991, ONDCP was designated as the lead agency in administering the program. All Federal agencies have an approved plan for implementing their drug programs, but some agencies have not fully implemented their plans (e.g., Department of State).

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FACT SHEET - COMMUNITY PARTNERSHIP DEMONSTRATION GRANT PROGRAM

The Community Partnership Program, initiated in 1990, provides resources to assist drug-infested communities in implementing long-term, coordinated, comprehensive, drug and alcohol prevention programs that can become self-sustaining and replicable. These grants establish effective coalitions of organizations representing parents, schools, academia, business, industry, and professional organizations. Coalitions are designed to consolidate resources already available in the community and to design long-term approaches that meet the needs of their particular locality.

- o In 1990 and 1991, 252 new community partnerships were awarded, balanced geographically among 45 States, the District of Columbia, Puerto, and the US Virgin Islands.
- o In 1992 and 1993, 244 continuation grants were awarded each year.
- o In 1993, the Community Partnership program was changed to allow smaller grants and to permit the grant recipient to use a larger proportion of its funding for implementation, including direct services.
- o Another new requirement of the 1993 program is that each partnership must include representatives of schools, law enforcement, and public housing (when applicable) as part of their community coalitions.
- o In 1993, approximately \$104.7 million was appropriated for this program, an increase of \$6 million over 1992 levels.
- o The 1994 budget request for the community partnership program is \$116.7 million. HHS estimates that approximately 284 grants will be awarded: 237 continuing grants and 47 new ones.

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DRUG-FREE SCHOOLS AND COMMUNITIES STATE AND LOCAL BLOCK GRANT

QUESTION

Why didn't the Administration request more funding for the Drug-Free Schools and Communities State and Local Block Grant?

ANSWER

- o The Drug-Free Schools and Communities Act, which authorizes the Drug-Free Schools and Communities State and Local Block Grant, is up for reauthorization this year. The Department of Education (ED) is reviewing all the programs authorized by the Act and will submit a reauthorization proposal to Congress as part of the President's Fiscal Year 1995 budget.
- o ED anticipates that it will propose that significant changes be made to the block grant program and, given this, did not believe it would be appropriate to expand the program at this time.

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HUD'S DRUG ELIMINATION GRANT

QUESTION

Why did the Administration increase HUD's Drug Elimination Grant Program from \$175 to \$265 million -- a \$90 million (51 percent) increase over the current budget?

ANSWER

- o Funding for HUD's Drug Elimination Grant Program was expanded because the program will now support additional activities. The \$265 million requested by HUD will fund a new initiative -- Community Partnerships Against Crime. This program will provide public housing authorities with greater support from local law enforcement agencies, additional security personnel, and protective services. The program will fund community policing initiatives to prevent crime and drug dealing in public housing complexes. It will also fund youth initiatives and residential service programs.

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FACT SHEET - PRIVATE SECTOR ROLE IN PREVENTION

- o The private sector has done an excellent job in supporting drug prevention programs both at the local level and through national programs. Private sector organizations contribute substantial funds as well as volunteer efforts to help implement drug prevention programs. This support reflects local commitment to solving drug problems within communities.
- o The community anti-drug partnerships funded by the Department of Health and Human Service's Center for Substance Abuse Prevention (CSAP) require that many segments of communities be involved in anti-drug efforts, including businesses, schools, police, parents, churches, treatment programs, social and health care services. Thus far about 250 partnerships have been funded and are leading local efforts across the Nation to reduce drug use.
- o A major private sector supporter of community partnerships is the Robert Wood Johnson (RWJ) Foundation which has provided over \$45 million to fund 14 "Fighting Back" community partnership grants. These grantees are bringing communities together to take back their streets, their schools, and their families from the blight of substance abuse.
- o Organizations such as the Elks, Moose, Rotarians, Boys and Girls Clubs of America, Boy Scouts, and many other service clubs manage drug prevention programs. These organizations participate in community-wide efforts as well as carry out their individual program goals.
- o The Partnership for a Drug-Free America, another private sector organization, has been instrumental in arranging for \$1 million per day of free anti-drug messages in the media.
- o The American Bar Association is providing pro bono services to assist local community coalitions on how to develop and enforce local laws regarding drug paraphernalia sales and related issues.

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ALCOHOL

QUESTION

The abuse of alcohol, especially by young people, is a significant problem. In fact, many communities believe that alcohol abuse presents a larger problem than illegal drug abuse. Will you address alcohol in the Strategy?

ANSWER

- o Although ONDCP's authorizing statute restricts its purview to substance on the DEA schedule (which does not include alcohol), I do intend to include alcohol in our Strategy as it pertains to young people.
- o Alcohol is the most widely used drug in the world and there is no question that alcohol abuse -- particularly among the young -- presents one of the more serious problems and challenges society faces. We know that excess alcohol consumption affects the liver, the brain, and the heart. We know that excess alcohol has a profoundly toxic effect on the unborn and that children born to alcoholic mothers are at risk for lower birth weight, cardiac defects, and learning deficits. And we know how many of our young people die of alcohol-related deaths.
- o And let me add that the responsibility for eliminating alcohol use by our children is widespread. Communities must ensure that the laws relating to alcohol consumption are tough and enforced. Schools have got to deliver prevention messages targeted at young people. The alcohol industry has to take a hard look at their marketing practices so they do not, even inadvertently, encourage underage drinking. And finally, and most important, it is parents who play the key role. We know that illegal use of alcohol is linked to low parental involvement and supervision. And so, it is parents who must tell their children in no uncertain terms that alcohol is harmful and illegal and that nothing short of abstinence will be tolerated. And then parents have to set a good example.

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DRUG-FREE WORKPLACE

QUESTION

Are drug-free workplace programs effective in reducing drug use? What constitutes an effective program? Is drug testing integral to the success of a drug-free workplace program?

ANSWER

- o Because two-thirds of drug users are employed, the workplace is critical for reaching and treating users. Drug-free workplaces can be effective in "denormalizing" and deterring drug use, preventing accidents, and bringing drug users to treatment before their drug use has become difficult to treat. For these reasons, I support a strong drug-free workplace component in the National Drug Control Strategy.
- o A recent study by the United States Postal Service demonstrates the effect of drug use on the workplace. The study showed that after three years employees with a positive pre-employment drug test had 66 percent higher absenteeism, were 77 percent more likely to be fired, took 25 percent more sick leave, were 84 percent more likely to take leave without pay, and were 140 percent more likely to be absent without leave.
- o To respond to workplace needs, NIDA developed the "Model Plan for a Comprehensive Drug-Free Workplace Program," which has been adopted by Federal agencies and is available to the private sector. Based on an accumulating body of evidence, NIDA's model and the best private comprehensive programs include:
 - Written policy against drug use,
 - Employee education about the dangers of drugs,
 - Employee Assistance Programs to help volunteers and supervisor referrals get good assessment and treatment,
 - Training for supervisors to recognize and deal with impaired workers, and
 - Drug testing where appropriate.
- o Although evidence on drug testing's deterrent effect has not been fully studied in the private sector, there is evidence

OFFICE OF NATIONAL DRUG CONTROL POLICY

from the public sector:

- Since random testing began in the Departments of Defense and Transportation, both have seen significant declines in the use of drugs by employees in "sensitive" positions.
- DOT found the rate of positive drug tests fell from 0.87 percent in 1987 to 0.24 percent in early 1991.
- Within DoD, the Department of the Army found 0.62 percent positive test results in Fiscal Year 1987 falling to 0.26 percent in Fiscal Year 1990.

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DRUG TESTING

QUESTION

The Reagan/Bush Administrations were strong advocates of drug testing. Will the Clinton Administration continue this policy?

ANSWER

- o During the campaign, President Clinton stated that he supported the idea of pre-employment drug testing for safety-sensitive and security-related positions, such as certain law-enforcement and military personnel. At the same time, he expressed concern that random drug testing could be administered in an unfair and arbitrary manner, and stressed that any testing should include strict standards to ensure accurate results and equitable implementation.
- o President Clinton also emphasized his strong support for employee drug education programs and stated that drug testing is no substitute for expanding drug treatment and education.
- o The Clinton Administration will examine existing Federal drug testing programs and policies and make adjustments, as necessary, for a fair and effective program.

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DRUG TESTING

QUESTION

Would you support the increased use of drug testing programs for recipients of Federal dollars? Defense contractors? Welfare recipients? Federal grantees? etc.

ANSWER

- o Drug testing is a very powerful tool which has been very successfully used in the military, in treatment and in drug free workplace programs. The use of illegal drugs undermines the economy, the health, and the very future of this nation. I believe we need to think more broadly how we can most effectively utilize this technology to best achieve the goals of the Clinton administration.

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DRUG TESTING REQUIREMENTS FOR REGULATED INDUSTRIES

QUESTION

The Federal government requires that certain regulated industries (e.g., airlines) have rigorous drug education and testing programs in place. Some industries have argued that testing costs are too high and that they should be given more flexibility in determining who should be tested and how often. What position will the Clinton Administration take on this issue?

ANSWER

- o President Clinton supports pre-employment drug testing for safety-sensitive and security-related positions, such as certain law-enforcement and military personnel. At the same time, he expressed concern that random drug testing could be administered in an unfair and arbitrary manner, and stressed that any testing should include strict standards to ensure accurate results and equitable implementation.
- o President Clinton also emphasized his strong support for employee drug education programs and stated that drug testing is no substitute for expanding drug treatment and education.
- o We will examine closely the concerns of regulated industries and will consult with industry leaders before making a decision on changing drug testing requirements.
- o Our goal will be to adopt a drug testing policy that will ensure public safety at a reasonable cost. Also, expanded drug education and treatment will be the central focus of any Federally mandated drug-free workplace requirements.

(SOURCE FOR CLINTON'S POSITION: Candidate Clinton's Responses to a September 1992 Center on Addiction and Substance Abuse Questionnaire)

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FACT SHEET - DFSCA REAUTHORIZATION

- o The DFSCA, which provides funding to States to implement drug education programs in schools, will be up for reauthorization in 1994. Earlier this year, the Department of Education (ED) held public hearings on the reauthorization and convened an in-house working group to prepare recommendations. ONDCP participated in the development of the recommendations which included expanding the scope of the DFSCA to include anti-drug violence programs, consolidating several of the DFSCA's discretionary grant programs, and initiating a new evaluation reporting system.
- o Additionally, ONDCP proposed that the formula of the DFSCA's block grant be modified to better reach those areas most devastated by drugs.

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Divider Title: _____

Federal Drug Control Spending by Function
FY 1991 – FY 1994
(\$ Millions)

	1991 Actual	1992 Actual	1993 Enacted	1994 President's Budget	FY93 – FY94 Change		FY89 – FY93 Change	
					\$	%	\$	%
Criminal Justice System	4,385.6	4,943.1	5,374.8	5,782.5	407.7	8%	\$2,613.4	95%
Drug Treatment	1,874.2	2,199.8	2,367.7	2,538.1	170.4	7%	1,221.4	107%
Education, Community Action, and the Workplace	1,479.2	1,538.7	1,524.4	1,789.9	265.5	17%	799.0	110%
→ International	633.4	660.4	538.0	489.3	(48.7)	-9%	234.0	77%
Interdiction	2,027.9	1,960.2	1,746.2	1,765.1	18.9	1%	305.5	21%
Research	450.1	504.5	530.9	548.2	17.2	3%	300.3	130%
Intelligence	104.1	98.6	128.7	127.4	(1.3)	-1%	75.3	141%
Total	10,954.5	11,905.2	12,210.8	13,040.6	829.8	7%	\$5,549.0	83%

**NATIONAL DRUG CONTROL BUDGET
BY FUNCTION**

(\$ Millions)	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
INTERNATIONAL														
Agency for International Development	0.0	15.7	9.2	10.6	6.7	23.5	7.1	9.9	13.3	54.5	189.6	250.2	134.8	96.4
DoD (506(A)(2) & Excess Def. Articles)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	65.0	53.3	0.0	0.0	0.0	0.0
Assets Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	12.4	14.0	13.2
Drug Enforcement Administration	31.0	34.3	36.9	42.8	51.0	67.7	91.1	97.4	97.6	141.3	172.4	161.4	166.6	170.5
Federal Bureau of Investigation	0.0	0.0	0.0	0.0	0.0	0.0	1.3	1.1	1.1	1.5	1.8	2.2	1.8	1.8
International Narcotics Matters	34.7	36.7	36.7	41.2	50.2	55.1	118.4	98.8	101.0	129.5	150.0	144.8	147.8	147.8
Interpol	0.1	0.1	0.1	0.1	0.1	0.2	0.6	0.8	0.7	1.1	1.3	1.9	1.9	1.9
U.S. Marshals	0.0	0.0	0.0	0.1	0.2	0.2	0.3	0.5	0.6	0.9	3.5	2.6	2.8	2.8
Treasury Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.6	6.1
Bureau of Politico/Military Affairs	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	21.6	114.5	107.6	75.3	52.3	38.7
Emer. in the Dip. & Consular Service	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	0.0	0.0	0.3	0.3
U.S. Information Agency	1.0	1.0	1.0	1.0	1.0	1.0	2.0	1.0	2.8	3.4	7.3	9.7	10.1	9.9
	66.8	87.8	83.9	95.8	109.2	147.7	220.9	209.3	304.0	500.1	633.4	660.4	538.0	489.3

;

OVERVIEW

INTERNATIONAL DRUG CONTROL PROGRAMS

Efforts to reduce the use of illegal drugs in America include programs and initiatives in source countries where drugs are produced and from which they are exported to the United States by major trafficking organizations.

Central to this endeavor is the destruction of trafficking infrastructures through the investigation, prosecution, punishment, and, where appropriate, extradition of drug traffickers and money launderers; the seizure of drugs and assets; and the destruction of processing and shipping facilities.

Currently, the principal objectives of the United States in this area are to strengthen the political commitment of the governments of drug producer and transit countries by helping them strengthen their laws, legal institutions, and programs, and increasing the effectiveness of their own law enforcement and security activities to enable them to take action against drug trafficking organizations.

COCAINE

A major component of the international effort is the support of the principal cocaine producing countries -- Colombia, Peru, and Bolivia -- in their efforts against drug trafficking organizations.

- o The first goal is to strengthen the political commitment and institutional capability of these governments to confront the cocaine trade.
- o The second goal is to work with these countries to increase the effectiveness of their law enforcement and military activities against the cocaine industry, including planning law enforcement, paramilitary, and military operations against trafficking organizations and coordinating them with other countries.
- o The third goal is to work with these countries to inflict significant damage on the trafficking organizations by disrupting or dismantling the operations and elements of greatest value to them.
- o The fourth goal is to strengthen and diversify the legitimate economies of the Andean nations to enable them to overcome the destabilizing economic (and political) effects of eliminating cocaine.

Assistance is conditioned on drug-control performance and the existence of sound economic policies of the host countries. In

some instances, assistance is further conditioned on a country's meeting specific human rights criteria.

In addition, the U.S. attempts to limit or deny Andean trafficking organizations access to potential source countries (Brazil, Ecuador, and Venezuela) for the production, transportation, or financing of illicit drugs by encouraging these governments to take aggressive action against Andean traffickers infringing on their territory.

The National Security Council review and coordination process is considering a number of actions which could improve the effectiveness of both U.S. and host nation efforts to reduce the flow of drugs in and from the Andean region. In addition, discussions are ongoing concerning the nature of our continuing presence in Peru.

o Andean Strategy Funding:

FY92: \$410.3 million
FY93: \$267.3 million
FY94: \$214.9 million (requested)

HEROIN

Heroin use indicators and data on price, purity, and seizures give cause for concern. Nearly 60 percent of the heroin available for consumption in the U.S. is imported from Southeast Asia; consequently, intelligence efforts are attempting to improve identification and understanding of Asian trafficking organizations.

Efforts are being made to increase cooperation with foreign governments in the Pacific Rim (Japan, Hong Kong, Malaysia, and Thailand), including the updating of extradition treaties and the negotiation of Mutual Legal Assistance Treaties to facilitate the exchange of evidence and information.

- o Annually, the U.S. must certify the adequacy of the efforts of foreign countries to take action against drug trafficking. All countries have been certified except Burma, Iran, and Syria.

INTERNATIONAL DEMAND REDUCTION

Illicit drug use is increasing in virtually all regions of the world. The U.S. seeks to motivate other countries to act vigorously to curtail domestic drug supply and demand, and to work cooperatively with other nations to end international trafficking.

The U.S. provides general information, research findings, and

technical expertise to other countries our U.S. demand reduction efforts and helps train foreign educators, health professionals, and other specialists.

The U.S. also sponsors a broad range of exchange and information programs.

The U.S. engages developed countries in support of international demand reduction objectives through consultative mechanisms, bilateral activities, and multilateral organizations.

- o Some fear that NAFTA will increase drug trafficking through Mexico, but cooperation with Mexico is excellent on a variety of counternarcotics issues.
- o San Antonio Summit: progress to implement programs in law enforcement, demand reduction, and economic development has been slowed by President Fujimori's "auto-coup" and by elections in other countries in the region.

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Appropriations Committee - June 1993 [binder] [2]

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P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
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b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

OFFICE OF NATIONAL DRUG CONTROL POLICY

INTERNATIONAL PROGRAM

QUESTION

What is proposed for the Andean Strategy? Will you continue to support this program? Do you support the certification of Andean county anti-drug efforts?

ANSWER

- o The FY 1994 request for the Andean program is \$215 million. This is comprised of \$96 million for law enforcement, \$86 million for economic assistance, and \$33 million for military assistance.
- o The Andean Strategy has four principal objectives: 1) to strengthen political will and institutional capability; 2) to increase the effectiveness of law enforcement and military activities against the cocaine trade; 3) to inflict significant damage on trafficking organizations; and 4) to strengthen and diversify legitimate economies.
- o The Administration's request for FY 1994 is \$52 million less than the FY 1993 enacted level, due to a cut in economic assistance in Colombia (-\$5 million), Peru (-\$18 million), and Bolivia (-\$30 million).
- o As to whether I will continue to support this program, I do not believe it would be wise policy to walk away from those nations that have clearly demonstrated a national will to work with us to reduce the availability of drugs. However, I do intend to undertake a thorough review of the program and policies in this area -- as the NSC has already begun -- and to make recommendations to the President on how to best proceed.
- o As for the certification process, I intend to make recommendations to the President about which countries to certify. This will be one of the issues addressed in my review of the Andean programs and policies.

NOTE: An Andean Strategy funding table and a list of certifications are attached.

**INTERNATIONAL NARCOTICS CERTIFICATION SUMMARY 1/
1987-1991**

COUNTRY	1987				1988 2/				1989				1990				1991				1992				1993			
	CERT. WITH EXPL.	NAT'L INT. CERT.	NO CERT.		CERT. WITH EXPL.	NAT'L INT. CERT.	NO CERT.		CERT. WITH EXPL.	NAT'L INT. CERT.	NO CERT.		CERT. WITH EXPL.	NAT'L INT. CERT.	NO CERT.		CERT. WITH EXPL.	NAT'L INT. CERT.	NO CERT.		CERT. WITH EXPL.	NAT'L INT. CERT.	NO CERT.					
AFGHANISTAN			X				X				X				X				X				X					
THE BAHAMAS	X				X				X				X				X				X							
BELIZE	X				X				X				X				X				X							
BOLIVIA	X				X				X				X				X				X							
BRAZIL	X				X				X				X				X				X							
BURMA	X				X				X				X				X				X							
CHINA 4/																				X				X				
COLOMBIA	X				X				X				X				X				X							
ECUADOR	X				X				X				X				X				X							
GUATEMALA 3/																	X				X							
HONG KONG	X				X				X				X				X				X							
INDIA	X				X				X				X				X				X							
IRAN			X				X				X				X				X				X					
JAMAICA	X				X				X				X				X				X							
LAOS			X				X				X			X			X				X							
LEBANON			X				X				X			X			X				X							
MALAYSIA	X				X				X				X				X				X							
MEXICO	X				X				X				X				X				X							
MOROCCO	X				X				X				X				X				X							
NIGERIA	X				X				X				X				X				X							
PAKISTAN	X				X				X				X				X				X							
PANAMA	X						X		X			X				X				X								
PARAGUAY	X						X		X			X				X				X								
PERU	X				X				X				X				X				X							
SYRIA			X				X				X				X				X				X					
THAILAND	X				X				X				X				X				X							
VENEZUELA 4/																				X				X				

KEY:
 CERT = Provided a Presidential Certification
 CERT WITH EXPL = Certified With an Explanation
 NAT'L INT CERT = Provided a National Interest Certification
 NO CERT = Not Provided a Certification

1/ All FAA Section 481(b) certifications listed on this table were made on March 1 of the calendar year indicated. Only one certification has been sent to the Hill on any other date. In January 1990, the President sent an out-of-cycle certification for Panama. The Congress did not pass the joint resolution of approval required for out-of-cycle certifications, but, rather, provided assistance and lifted sanctions, notwithstanding the lack of a certification.

2/ The first certifications with "explanations" were provided in FY 1988. At the time, however, they were called "justifications" and not "explanations". The term "explanation" was first used in 1989. Beginning in 1991, State dropped the basic certification in favor of "certification with explanation." For this reason, the "Cert" column is drop from the table beginning with 1991.

3/ Guatemala was not added to the certification list until 1991.
 4/ China and Venezuela were added to the certification list in 1992.

U.S. ANDEAN STRATEGY NARCOTICS-RELATED ASSISTANCE
 Authorized Program by Fiscal Year - Budget Authority
 (\$ in Millions)

COUNTRY	FY 1990 Actual	FY 1991 Actual	FY 1992 Actual	FY 1993 Estimate	FY 1994 Request
COLOMBIA:					
Military Assistance					
FMF	\$69.734	\$34.500	\$28.200	\$15.600	\$18.000
IMET	\$1.500	\$2.593	\$2.296	\$2.200	\$2.000
Economic Assistance					
ESF	\$2.328	\$50.000	\$54.879	\$20.000	\$15.000
DA	\$1.540	\$0.000	\$0.000	\$0.000	\$0.000
Law Enforcement					
INM	\$20.000	\$20.000	\$23.383	\$25.000	\$25.000
FMF	\$1.996	\$12.500	\$18.800	\$10.400	\$12.000
DEA Support	\$4.900	\$6.200	\$6.500	\$6.500	\$6.500
SUBTOTAL	\$101.998	\$125.793	\$134.058	\$79.700	\$78.500
PERU:					
Military Assistance					
FMF	\$0.000	\$6.813	\$0.000	\$0.000	\$0.000
IMET	\$0.458	\$0.524	\$0.113	\$0.740	\$0.500
Economic Assistance					
ESF	\$3.286	\$60.014	\$94.500	\$40.000	\$22.500
DA	\$0.468	\$0.000	\$0.000	\$0.000	\$0.000
Law Enforcement					
INM 1/	\$19.000	\$19.000	\$12.500	\$17.500	\$17.000
FMF	\$1.000	\$5.600	\$0.000	\$0.000	\$0.000
DEA Support	\$3.600	\$4.700	\$4.100	\$4.100	\$4.100
SUBTOTAL	\$27.812	\$96.651	\$111.213	\$62.340	\$44.100
BOLIVIA:					
Military Assistance					
FMF	\$38.228	\$30.000	\$20.000	\$14.400	\$12.000
IMET	\$0.552	\$0.899	\$0.900	\$0.900	\$0.900
Economic Assistance					
ESF	\$33.413	\$76.500	\$99.879	\$70.000	\$40.000
DA	\$8.601	\$11.437	\$1.954	\$8.471	\$8.471
Law Enforcement					
INM	\$15.700	\$15.700	\$15.700	\$17.000	\$17.000
FMF	\$1.000	\$5.000	\$5.000	\$3.600	\$3.000
DEA Support	\$8.400	\$10.100	\$10.900	\$10.900	\$10.900
SUBTOTAL	\$105.894	\$149.636	\$154.333	\$125.271	\$92.271
Andean Narcotics Information System (ESF):	\$0.000	\$0.500	\$0.000	\$0.000	\$0.000
TOTAL ASSISTANCE:					
Military Assistance					
FMF	\$107.962	\$71.313	\$48.200	\$30.000	\$30.000
IMET	\$2.510	\$4.016	\$3.309	\$3.840	\$3.400
Economic Assistance					
ESF	\$39.027	\$187.014	\$249.258	\$130.000	\$77.500
DA	\$10.609	\$11.437	\$1.954	\$8.471	\$8.471
Law Enforcement					
INM	\$54.700	\$54.700	\$51.583	\$59.500	\$59.000
FMF	\$3.996	\$23.100	\$23.800	\$14.000	\$15.000
DEA Support	\$16.900	\$21.000	\$21.500	\$21.500	\$21.500
SUBTOTAL	\$235.704	\$372.580	\$399.604	\$267.311	\$214.871
DOD SECTION 506(a)(2)	\$27.800	--	\$7.000	--	--
EDA	--	\$3.099	\$3.251	--	--
SUBTOTAL	\$27.800	\$3.099	\$10.251	--	--
GRAND TOTAL	\$263.504	\$375.679	\$409.855	\$267.311	\$214.871

1/ FY 1990 law enforcement assistance for Peru includes \$9.0 million in support from the INM Interregional Airwing.

The FY 1993 and 1994 FMF split between military assistance and law enforcement is an estimate only. AID is developing an estimate for FY 1994. For now, the figures for AID's DA are placeholders. DEA is developing an estimate for FY 1994. For now, the figures for DEA Support are placeholders.

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INTERNATIONAL NARCOTICS CONTROL CERTIFICATION

QUESTION

Do you support the international narcotics control certification process? Will you propose any changes to it?

ANSWER

- o I recognize the need under the Foreign Assistance Act of 1961 to identify those countries from whom we get meaningful cooperation against drug traffickers and those from whom we don't, in leveraging resources to best advantage.
- o I support the certification process. The Administration is reviewing the law to see if improvements are warranted.

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BUDGET CUTS

QUESTION

What is your reaction to the proposed deep cuts to State's (INM) counternarcotics budget, Economic Support Funds (ESF) and Foreign Military Financing (FMF) by the House Appropriations Foreign Operations Subcommittee for FY 1994? What will be the impact on our international efforts?

ANSWER

- o The proposed cuts may threaten the viability of our international program. I strongly oppose such cuts until the Administration has the opportunity to complete its review of our current strategy and the President decides what resources are needed.
- o The House Subcommittee on Foreign Operations Appropriations cut the State Department's Bureau for INM from \$147.8 million to \$100 million for FY94. The subcommittee also cut some \$700 million out of the FY94 security assistance accounts that could affect some, but not all of our international programs. How specific programs may be affected is not known.

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GUATEMALA COUP

QUESTION

**What impact will the recent coup in Guatemala have on U.S.-
Guatemalan drug control efforts there?**

ANSWER

- o The political upheaval in Guatemala had very little impact on U.S.-Guatemalan drug control cooperation. The Guatemalan legislature has elected former Human Rights Ombudsman Ramon de Leon Carpio as President to finish former President Serrano's term which ends 14 Jan 1996. U.S. counternarcotics assistance to the GOG is still "under review." Operation CADENCE, a joint Guatemalan Treasury Police and DEA air interdiction program continued on an *ad hoc*, low visibility basis, as did DEA investigative cooperation. All other U.S. assistance remains suspended pending further consideration by the U.S. Government.

OFFICE OF NATIONAL DRUG CONTROL POLICY

MEXICO SITUATION

QUESTION

Recent press reports suggest a rise in drug trafficking in Mexico. What is your assessment of the situation there?

ANSWER

- o On 24 May, Juan Jesus Cardinal Posadas Ocampo was shot to death at the Guadalajara airport. On 9 Jun, trafficker Joaquin "El Chapo" Guzman Loera was arrested in connection with his killing.
- o Evidence points to the Cardinal's death being inadvertent. Guzman was the target; the shooters were members of the Arellano Felix trafficking organization, based in Tijuana. The "hit" was in retaliation for Guzman's attempt to kill brothers Ramon and Francisco Arellano Felix in a Puerto Vallarta nightclub on Nov 92. The Arellano Felix brothers are nephews of the Felix Gallardo family, one of the two or three most powerful criminal organizations in Mexico.
- o Despite media rhetoric, Guzman is not a "kingpin." He is a second- or third-echelon trafficker who has been steadily rising through the ranks of a polydrug organization referred to as the "Guadalajara" or "Sinaloa" cartel.
- o The Guadalajara cartel is not new. It has existed for several decades. It has existed in its present form since at least 1985. Currently, it is composed of the Felix Gallardo, Caro Quintero/Quintero Payan, Gonzalez Murillo and Fonseca Carillo families. The Salcido family was a principal until October 1991; it is unclear if the family still holds this position.
- o Guzman is known to have been involved in the 1990 Douglas border tunnel operation. He has NADDIS and NCIC records dating back to at least 1985. There is at least one outstanding U.S. Federal warrant on him stemming from a Customs case. However, there apparently is no plan by any U.S. agency to request his extradition. There is no good reason at this point to consider such a move. Guzman's involvement in the recently discovered Otay Mesa border tunnel is unclear. His current "assignment" is believed to be managing operations on the Chiapas State-Guatemala border.

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- o Numerous other arrests have resulted from the Cardinal's death. At least 13 other drug traffickers have been arrested. A number of public officials also have been arrested for their involvement, including the chief of the Jalisco State Police and four subordinates; a local municipal police chief, and at least six members of the MFJP/PGR, including four "delegados," high-ranking officials in charge of MFJP drug prosecutions for each state.
- o The assassination of Cardinal Posadas focused the spotlight on Mexico's trafficking problem more brightly. However, the Government of Mexico has been one of the United States best international partners in the war on drugs. The U.S. and Mexico will continue to cooperate on intelligence, law enforcement and customs inspection programs.
- o Following the Posadas assassination, the Salinas Administration stated its intention to more vigorously pursue Mexican drug trafficking organizations on all fronts, including money laundering and arms trafficking. The U.S. should support the Government of Mexico with whatever technical expertise and advise that is available.
- o Despite the recent negative publicity, Mexico made significant gains in 1992 drug control efforts.
 - Mexico's air interdiction program netted 28 metric tons of cocaine, 17 aircraft, numerous vehicles and 96 arrests.
 - The GOM created an all-source counternarcotics intelligence center.
 - The GOM assumed overall financial responsibility for their counternarcotics efforts, after many years of U.S. assistance.

THE WALL STREET JOURNAL MONDAY JUNE 7, 1993

Mexican Drug Problem Takes New Tack

Growth in Domestic Use of Hard Stuff Is Prompting Concern

By MATT MOFFETT

Staff Reporter of THE WALL STREET JOURNAL

MEXICO CITY — The recent drug-related murder of a Roman Catholic cardinal was sadly reminiscent of the drug-linked violence long endured by Mexico's neighbors in South America. Less widely noted, though no less disturbing, is the way Mexico is beginning to imitate the narcotics consumption habits of its neighbor to the north.

The number of drug abusers in Mexico is still relatively small, but the use of hard drugs such as cocaine is growing at a rate that raises profound concern among experts. In a survey of 44 health and justice institutions by the Mexican Psychiatric Institute, the percentage of all drug users who reported recent consumption of cocaine grew to 9.5% last year from only 1.4% in 1989.

At a drug clinic in a tumbledown block building in the Mexican capital's working-class Venustiano Carranza district, Dr. Pedro Torres Chavez treated 40 cocaine abusers last year compared with only one or two the year before. "This problem came from nowhere," he says.

The ravages of cocaine haven't spared the wealthy. Former U.S. First Lady Betty Ford traveled to the Pacific port of Mazatlan last month to inaugurate the Oceanica Institute, an addiction-treatment facility that has a consulting agreement with the California center bearing her name. A five-week Oceanica program costs \$10,000, but the 36-bed center is getting more applicants than it can handle.

The emerging abuse situation is an especially bitter blow for a country that had long maintained that the root of the drug-trafficking problem was unbridled demand in the U.S. The anti-corruption czar of the last Mexican administration blamed the multibillion-dollar narcotics industry largely on American society's "moral, psychological and familial deformities."

But that attitude is being reassessed as Mexican addicts move beyond their traditional drugs of choice, marijuana and inhalants such as rubber cement. "Cocaine is no longer someone else's problem," says Rafael Guarneros, a Mexico City assemblyman who recently held hear-

ings on drug abuse.

It's little solace, but Mexico clearly isn't the only Latin American country trying to deal with the problem. An Organization of American States commission recently found that cocaine use had risen over the past year in five of seven Central American countries surveyed. "We have heard from many of our governments that drug use is on the rise in Latin America," said Anna Chisman, demand reduction specialist.

Analysts are still groping for a reason that explains why Latin America, after

The situation is an especially bitter blow for a country that had long maintained that the root of the drug-trafficking problem was unbridled demand in the U.S.

years of serving almost exclusively as a conduit for hard drugs, is suddenly becoming a consumer as well. Some suggest that U.S. drug interdiction efforts are forcing traffickers to rechannel some cocaine to domestic markets. Others say the popularization of cocaine is an unintended consequence of moves by several Latin American leaders to open up their economies and cultures to the world.

"All I know is that one day last year, cocaine was just there on the street," says Alfredo Ugarte, a vendor in the teeming

markets of the Iztacalco neighborhood. About two dozen times in a six-month period, Mr. Ugarte paid the going rate of about \$50 for a gram of cocaine. Mr. Ugarte didn't realize how strong the drug was until one day when he caught a whiff of the billfold in which he had recently stored cocaine. The residue caused him to shake uncontrollably. He entered a treatment center that day.

Mexico is especially vulnerable because of the extreme youth of its population, half of which is under the age of 20. Antonio Frias Ramirez, who runs a home for adolescent addicts in the crime-ridden barrio of Tepito, says his charges have recently reported the availability of crack, inexpensive and highly addictive smokable cocaine. "Until a year ago, these were things we only saw in imported movies," said Mr. Frias Ramirez. "What can we do?"

Like their neighbors to the north, Mexicans are finding the answers elusive. At the Mexico City assembly hearings last October, experts presented an array of proposals that included everything from legalizing drugs to placing warning signs in front of the homes of known traffickers. While one psychologist suggested a national education push beginning in grade school, another specialist disparaged "pseudo-educative activities."

Dr. Manuel Palacios Ramos, who runs a treatment center, could only reminisce about when times were less complicated. "In our father's times, the family protected its members," he said. "Now at the end of the millennium, it's incapable of giving an answer to the needs of man as it previously did."

Elusive enemies

Tijuana drug cartel gains upper hand in war with police; fears of greater chaos are raised

By Gregory Katz

Mexico City Bureau of The Dallas Morning News

TIJUANA, Mexico — By the time the *federales* arrived on Capistrano Street last week in pursuit of the Tijuana drug traffickers wanted in the May 24 killing of Cardinal Juan Jesus Posadas Ocampo, the trail was cold, very cold.

In fact, the comfortable two-story house they raided was still decorated with Christmas lights because the drug kingpins using it to hide weapons abandoned the house nearly six months ago when they got a tip that it was under surveillance.

That didn't keep Mexico's Federal Judicial Police from making a showy

arrival in Chevy Blazers and Jeep Cherokees filled with agents carrying rifles, pistols and walkie-talkies. They surrounded the property, burst inside and found a concealed cache of AK-47 assault rifles — but no people.

"I don't know what they're doing. No one has been there since December," said neighbor Lilia Villaseñor. "I was afraid they would hurt my little sister, who was playing in the street. We had no idea there were criminals there, or weapons, or anything unusual. The owners just disappeared."

For the more than 1 million people living in the crowded border city, called "the Medellín of Mexico" by U.S. drug agents, the incident reveals how the Tijuana drug cartel headed by brothers Benjamin and Javier Arellano Felix has gained the upper hand in its battle with police.

The Arellanos' dominant position was strengthened this week with the fall of their chief rival, Joaquín "El Chapo" Guzmán, who was arrested in Guatemala and sent to a Mexican jail. Both brothers remain at large despite a \$5 million reward for their capture and a nationwide search.

Mexican officials and U.S. drug agents said Mr. Guzmán's organization has tried for two years to grab a

piece of the action in Tijuana from the Arellanos. They say the Arellanos have lucrative ties to Colombian cocaine traffickers willing to share their profits with Mexican traffickers able to help them smuggle contraband into the United States.

The result of Mr. Guzmán's power play was a violent war that led to a string of killings on both sides of the border — and eventually to the cardinal's death. Officials said the churchman was killed inadvertently when an Arellano assassination plot aimed at Mr. Guzmán went awry.

Now that Mr. Guzmán is behind bars, the Arellanos are Mexico's most-wanted men. If they survive the pressure generated by the cardinal's slaying, officials say the brothers will once again enjoy unchallenged control of smuggling between Tijuana and California, the busiest and most profitable drug route from Mexico to the United States.

U.S. drug enforcement agents say the drug organization that dominates the Tijuana crossing makes millions of dollars in two ways: by moving its own shipments of marijuana, cocaine and heroin north, and by allowing the shipments of other traffickers — notably Colombian cocaine dealers — for a price.

"The group that controls the Tijuana border can control what moves and what doesn't move," said Bob Sheppard, chief of the U.S. Drug Enforcement Administration office in San Ysidro, Calif. "Nothing moves if they are not paid."

The Tijuana route boomed in the late 1960s and early 1970s because of the popularity of marijuana in the United States. But its use declined markedly after that because of the success of a Mexican government anti-drug effort known as "Operation Condor."

It has come back stronger than ever in the last eight years, bankrolled initially by Colombians looking to avoid a crackdown on their operations in South Florida.

Last month, more than 10 tons of cocaine were seized, said Julius Beretta, head of the DEA's San Diego

office.

Worries

The influence of the Colombian dealers and the Mexican smugglers' ability to use political protection to avoid arrest — at least until the cardinal's death — has caused fears that Mexico's drug-related chaos may soon rival the situation in Colombia, where government institutions have been undermined by the traffickers.

Mexico has not fallen to that level, U.S. drug agents say, even though revelations since the cardinal's slaying have shown that some ranking officials, including a state police chief and several federal agents, were in league with the traffickers.

Jorge Carpizo, Mexico's attorney general, admitted that there were "traitors" within his Justice Department. He said he was facing intense pressure to curtail his anti-drug operations.

The failed raid on the house on Capistrano Street, and similar operations at more than a dozen other residences in Tijuana, offered a chilling glimpse of the arsenal the gangs have built and their ability to use contacts within the police force to evade arrest.

Police have found dozens of assault rifles, fragmentation grenades and semiautomatic pistols in the smugglers' houses. But they have not been able to sever the web of paid informers within police ranks who warn smugglers when a raid is imminent.

The tip that caused the traffickers to flee is but one tiny illustration of the pervasive corruption in the ranks that has crippled the attempts of prosecutors and police to bring the Arellanos and other dealers to justice.

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One of the most curious aspects of the slaying is the way the Arellanos managed to escape aboard a commercial Aeromexico flight for Tijuana that was mysteriously held up to wait for them during the chaos that followed the cardinal's death.

Cautious approach

Mr. Carpio has vowed to make the Arellanos' capture a national priority. But Justice Department agents in cities such as Tijuana, where the traffickers are feared, are more cautious in their approach to the cartel.

Jesus Luis Orozco, a top Justice Department agent in Tijuana, seemed alarmed at the prospect that his men might actually find one of the Arellano brothers. He seemed nervous at the mention of their names and claimed to know nothing about the city's leading cartel.

"We don't know where they are," he said. "I don't know what they look like. I don't know anything about them, really, except what I read in the newspapers. We have raided some houses, but the houses were vacant."

On Capistrano Street, agents assigned to guard the seized house are

wary of being outgunned by the traffickers, who have purchased dozens of automatic weapons on the black market in the United States.

"This is useless against what they have," said security Agent Gonzalo Perez, gripping the pistol in his holster with contempt. "Only the army has the weapons to fight them."

Even the round-the-clock security team protecting the house is not above suspicion. Police placed special seals on the doors and gates to prevent unauthorized entry. Many of the seals have been neatly cut, raising the prospect that evidence inside has been stolen or tampered with.

Deflecting any criticism, Mexican Justice Department officials in Tijuana blamed the broken seals on a rainstorm last week. They did not explain how a torrential rain would produce a cut that appeared to have been made by a knife or scissors.

The highly publicized search for the cartel leaders has also been hampered by the loss of the element of surprise.

While the traffickers hide, apparently enjoying advance word about police actions, an elite squad of Federal Judicial Police sent from Mexico

City operates out of Tijuana's best-known hotel, located in the city's tallest building.

Their departures are trumpeted by security men who stride through the hotel lobby carrying weapons. They travel in easily recognizable motorcades.

The men they are searching for, on the other hand, have traditionally kept a low public profile. The Arellano brothers have rejected the swaggering posture favored by other Latin American drug barons.

"They are not typical dealers who go around saying, 'Look at me, I'm important,'" said the DEA's Mr. Sheppard. "They don't have an entourage. They don't wear gold chains. They don't act that way."

He said the family, which has been charted by the DEA for more than a decade, has now moved into legal businesses such as trucking and construction.

Recruiting 'juniors'

While the chiefs stay out of sight, some midlevel members of the organization have been spotted by local journalists at Baby Rock, a cavernous, grotto-style disco complete with indoor waterfalls where French champagne costs more than \$300 a bottle.

The Baby Rock is reputed to be a favorite place for recruiting "juniors" — the young scions of Mexico's upper crust elite — to work as traffickers. The lure is glamour and fast money for bringing drugs through a border station most of the youths have already crossed dozens of times without being searched.

The well-educated, polished young men make perfect "mules," agents say. Their English skills and fashionable clothes help them negotiate U.S. Customs with ease. Impoverished Mexicans who don't speak

English are much more likely to be stopped and searched.

The Arellanos have also recruited from the ranks of street gangs in nearby San Diego. Several gang members have been jailed in Mexico, and others face charges in the United States.

U.S. officials believe that the battle for control of Tijuana is to blame for a series of murders in San Diego and in the cities of Imperial Beach, Chula Vista and National City, all located in the 15-mile stretch that separates San Diego and Tijuana.

"In the last year and a half, there have been a string of homicides here

in Tijuana that happen in a way — one here, one there — that doesn't seem to be linked until the pattern is

studied," said Mr. Beretta, chief of the San Diego DEA office. "The violence is unprecedented."

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OFFICE OF NATIONAL DRUG CONTROL POLICY

NORTHERN BORDER RESPONSE FORCE (NBRF)

QUESTION

The GAO recently issued a report that criticized Mexico's Northern Border Response Force (NBRF.) Should the U.S. continue to support this program? Is the NBRF an integral part of the U.S. air interdiction system along the southwest border? How effective is our air interdiction system along the southwest border?

ANSWER

- o The GAO report evaluates a U.S. and Mexican effort to introduce helicopters into Mexico's Northern Border Response Force (NBRF) program. The U.S. leased 21 helicopters to Mexico in 1991 and 1992. The GAO report covers several problems we have encountered, such as: delays in equipment delivery because of DESERT STORM and in some cases equipment unavailability. Consequently, the 21 helicopters have not been deployed as originally planned.
- o The NBRF scored early successes which caused the drug traffickers to shift their operations to other areas of Mexico and Central America. This forced the NBRF to cover larger areas with the same equipment and personnel. The U.S. supplied helicopters are limited in range and speed, so the trafficker shift has reduced their usefulness. We are working with the Mexicans on ways to make the best use of the helicopters, such as in secondary investigations and interdictions.
- o The GAO report acknowledged successes in the overall air interdiction program in Mexico. Since its formation in 1990, the NBRF has seized 85 metric tons of cocaine and disrupted air transport of drugs through Mexico. However, if the helicopters are not going to be used in an effective manner, then we should explore alternatives for their use elsewhere in Mexico or the region.

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET - PABLO ESCOBAR

- o The capture of Pablo Escobar would probably not have a direct impact on drug trafficking to the United States, since Escobar no longer controls the bulk of cocaine shipments to the U.S.
 - Pablo Escobar is the head of the so-called Medellin cartel, which at one time dominated the Colombian drug trade.
 - Escobar's negotiated surrender in 1991, his bloody purge of disloyal lieutenants last summer while he was in prison, and the government manhunt following his escape in July 1992 have left his organization in tatters. Former Escobar associates have formed new alliances with other Medellin and Cali groups and are gaining control over what remains of the Medellin drug scene.
 - Since 1989, the Medellin cartel's share of the world drug trade has steadily decreased. The Cali cartel now dominates the world cocaine market.
- o Nevertheless, the U.S. has a vested interest in seeing that Escobar is recaptured as soon as possible.
 - The Colombia government's reputation is at stake, both at home and abroad.
 - The massive manhunt for Escobar is being carried out largely by military and police forces which would otherwise be dedicated to counternarcotics efforts. As a result of the hunt, increased counter-guerilla activity and poppy eradication efforts, cocaine seizures in Colombia have dropped significantly since last summer.
 - Escobar's recapture will allow the Colombian government to better concentrate it's efforts against the Cali cartel.

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OFFICE OF NATIONAL DRUG CONTROL POLICY

PUBLIC DIPLOMACY

QUESTION

The Drug Czar's office has often been used to promote international drug control, meeting with foreign presidents, ministers, ambassadors, and dignitaries to explain U.S. efforts and intentions in drug control, and encourage other nations to do more in the fight against drugs. How much importance do you attach to this role?

ANSWER

- o As the world's largest drug consuming nation, I think we have an obligation to be leaders in international drug control -- not as the world's drug policeman, but to share expertise and knowledge we have developed in confronting our drug problem. I think one of ONDCP's primary roles should be to explain what the President's National Drug Control Strategy is to both domestic and foreign audiences.
- o Drug use is increasingly looked upon as a global problem and anything my office may do to encourage other countries to take active measures against drug use and trafficking could help us reduce our own burden. I understand that the NSC is reviewing, among other things, our drug control efforts within multilateral organizations to see if we are getting positive results. However, I do believe that regional or multilateral coalitions can be effective tools in the fight against drugs.

OFFICE OF NATIONAL DRUG CONTROL POLICY

HUMAN RIGHTS, DEMOCRACY & DRUGS

QUESTION

The Administration has stated a strong commitment to human rights and democracy issues. What is the relationship of counternarcotics activities to these issues and what is its priority in terms of policy and funding?

ANSWER

- o As long as counternarcotics efforts do not contribute to human rights violations and undemocratic behavior, I think aggressive drug control policies and programs should be pursued. Counternarcotics should have the same importance as a U.S. objective as the promotion of human rights and democracy. All these complement each other.
- o U.S. drug control assistance can promote respect for human rights and the development of strong democratic institutions. Building a stronger judicial system and improving host nation law enforcement entities to attack the trafficking infrastructure, in addition to solidifying democratic structures, also helps remove the primary threat to democracy in Latin America -- the traffickers.

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET - INTERNATIONAL DEMAND REDUCTION

International Epidemiology

- o For the past two years, ONDCP has sought to develop a broad-based initiative to motivate countries of strategic importance (the Andean group; Mexico and Caribbean transit countries; and the Europeans) to initiate or intensify surveys that can determine the level, nature, direction and consequences of drug use, and that can then motivate these countries to act more vigorously against drug supply and demand on their own. The U.S. now supports epidemiology in Colombia, Peru, Ecuador and Bolivia; assists the Organization of American States to develop a surveillance program in Central America; participates in border programs with Mexico; and is developing a Caribbean surveillance network linked to NIDA through the State of Florida.

U.S.-Spanish Demand Reduction Bilateral Agreement

- o In November, 1991, the U.S. and Spain entered a bilateral agreement which created a joint Demand Reduction Commission to discuss demand reduction issues of interest to both. The Commission met in Washington in May 1992, when the Spanish sought full briefings on U.S. demand reduction policies and programs. Spain may seek a reciprocal meeting in Madrid in 1993.

Demand Reduction Actions that follow the San Antonio Summit

- o The March, 1992, San Antonio Summit (involving the U.S., Colombia, Peru, Bolivia, Ecuador, Venezuela and Mexico) concluded with a Declaration that, among other actions, urges the participant countries to intensify national efforts in the areas of public awareness, prevention, treatment, scientific research and training. The Bolivian Government is to chair a meeting early in 1993 to discuss ways to further support the terms of the Declaration.

U.S.-Mexican Demand Reduction Working Group

- o At the first meeting of the Working Group in October, 1991, the U.S. and Mexico agreed to discuss drug prevention and treatment specific to Hispanic populations in the U.S.; hold a joint technical seminar on prevention education;

and to exchange data base information on drug use. Mexico may ask for a reciprocal meeting in Mexico City during the coming year.

Commission on Narcotic Drugs (CND), Vienna, April 1993

- o The coming session of this annual meeting of the United Nations' principal drug control agency will discuss demand reduction as a global issue. The French have agreed to draft a resolution on the subject and circulate it to the U.S. and others, prior to submitting it for consideration at the CND. The Vienna CND meeting is one of four or five international fora involving demand reduction where ONDCP representation is requested or desired.

International Private Sector Initiatives

- o Several initiatives are planned to promote the increased involvement of U.S. and foreign private sectors in curbing drug demand abroad. The most important involves a U.S.-generated initiative to convene a major international conference on drugs and the private sector, scheduled to take place under U.N. auspices in mid-September, 1993, likely in Europe. ONDCP has been involved in the planning of this conference, and may be asked to attend.

OFFICE OF NATIONAL DRUG CONTROL POLICY

ALTERNATIVE DEVELOPMENT

QUESTION

What role should Alternative Development play in our international counternarcotics programs?

ANSWER

- o I would like the opportunity to review the entire international drug control strategy before making comments on any part of it in particular. The National Security Council is now conducting a formal interagency policy review, and I should first review its findings.

OFFICE OF NATIONAL DRUG CONTROL POLICY
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LEVERAGE ON HOST NATION INITIATIVES

QUESTION

A source country strategy is difficult to manage because U.S. interests are often hostage to the political will of source country leaders to pursue drug control objectives. Yet the U.S. continues to cooperate with marginal performers like Peru, by granting them certification and continuing assistance programs. Is there additional leverage the U.S. can apply to improve host nation drug control initiatives?

ANSWER

- o Your question raises a difficult issue, because our allies around the world -- not just in the Andes -- do not always assign the same high priority to drug trafficking and illicit drug use as we do. For some countries there are other problems that they believe pose greater threats to their societies. We have to recognize this and adjust our policies accordingly. Before addressing any specific countries, I first would like to thoroughly review the entire drug control strategy and let the ongoing interagency policy review of our international strategy complete its work.

OFFICE OF NATIONAL DRUG CONTROL POLICY

NAFTA & DRUGS

QUESTION

There has been speculation in the press that the North American Free Trade Agreement (NAFTA) will offer major new opportunities to the traffickers. What do you believe the impact of NAFTA will be on drug flow to the U.S. and should we take actions now to counter any adverse effects NAFTA may have?

ANSWER

- o First, I am not aware that anyone in the U.S. government has closely examined the impact NAFTA is likely to have on the flow of drugs through Mexico to the United States. I know that NAFTA will reduce tariffs, but will not reduce border controls on our side of the border. However, I need to consult with the U.S. Trade Representative's office and law enforcement organizations concerned with our southern border to assess how NAFTA will impact the drug trade. We should also take a look at the Southwest Border Strategy to determine how effective cross-border law enforcement has been and how we may improve it to ensure that a more open trade regime is not exploited by the traffickers.
- o Second, we already have excellent cooperation with the Mexican Government on a variety of counternarcotics issues. Perhaps we could look at ways to improve Mexico's Northern Border Response Force coverage of northern Mexico and to develop better intelligence on what actually happens to drugs transitting this area.

NAFTA and the Drug Threat

By John Dillin

Staff writer of The Christian Science Monitor

WASHINGTON

THE North American Free Trade Agreement (NAFTA) has run into another potential obstacle - narcotics smuggling.

There is growing concern that the agreement, which would lower trade barriers between the United States, Mexico, and Canada, would also let down America's guard against illegal drugs.

Mexico already is America's major source of marijuana, and a leading supplier of heroin. Most of the cocaine that reaches the US also passes through Mexico.

The latest controversy erupted when the National Security Archive (NSA), a private research group, obtained a confidential memorandum from the US Embassy in Mexico City. NSA got the document through the Freedom of Information Act.

Written by an American intelligence officer, the memo warns that "well-known drug organizations" in Mexico are setting up business fronts to facilitate illegal drug exports to the US. The fronts, located near the Mexico-US border, include assembly plants, recycling operations, and warehouses, the memo indicates.

Reinforcing the memo's urgency, Mexico's recent upsurge in narco-violence spilled onto the front pages when drug traffickers last week gunned down Roman Catholic Cardinal Juan Jesus Posadas Ocampo at the Guadalajara, Mexico, airport. The killers apparently mistook Cardinal Posadas for a rival dealer.

The two events set off alarm bells in Congress, which will vote on NAFTA later this year. Even supporters of NAFTA expressed concern. "This is a serious problem. It can't be minimized, nor swept under the table," says George Grayson, an expert on Mexico, and author of a new Foreign Policy Association monograph on NAFTA.

Two members of Congress, Rep. Helen Bentley (R) of Maryland and Rep. Marcy Kaptur (D) of Ohio, immediately fired off a bipartisan "Dear Colleague" letter, saying: "Congress should not approve the NAFTA deal unless it and our borders are locked tight from drug runners."

Some independent experts strongly disagree with those views, however. They say the narcotics threat is being overblown.

Peter Reuter, co-director of the RAND Drug Policy Research Center, says: "It is not difficult to smuggle cocaine into this country. Making it a little cheaper [because

of NAFTA] isn't going to make a major difference."

Even without free trade, Dr. Reuter notes, Mexico became the major source of illegal drugs in the US at least five years ago.

Colleen Morton, vice president of the Institute of the Americas in San Diego, says closer ties to Mexico might actually help control the illicit drug trade.

"The drug problem has been a very divisive and difficult problem between the US and Mexico, so anything we can do to improve the relationship between the two countries should help," Ms. Morton says.

A State Department official concedes that free trade would probably help drug smugglers, but discounts the threat. The official, who asked not to be identified, explains: "If you look at Europe, where they lowered barriers, there is an increased movement of all kinds, legitimate and not legitimate. With the tremendous benefits of lower trade barriers, there will also be a downside. One of those is, it will be harder for Customs to find the needle in a much larger haystack."

However, the official sees no rush to send more drugs to the US, even if smug-

glers have the chance. "US demand [for illegal drugs] is going down, and they are getting enough through now.... More drugs could make prices fall."

A US Customs official in Houston says that even before NAFTA passes Congress, "Mexico changed their entire inspection process [along the US border] to show that they were cooperating" against drug smuggling.

Customs also is beefing up its inspection forces prior to NAFTA, which would bring a sharp increase in truck traffic. The Southwest border region, which extends from eastern Texas to western Arizona, will add 100 Customs inspectors by Sept. 30, with more hiring slated for 1994.

In addition, Customs is spending \$350 million over a three-year period in the Southwest region to construct state-of-the-art inspection facilities.

Nevertheless, there are serious concerns. Mexico's drug problems remain, despite valiant efforts by some members of the Mexican government, its law enforcement agencies, and the Mexican military. Vicious Colombian-style gang violence has increased alarmingly.

STAFF An analysis of Mexico's illicit drug industry released in April by the State Department found little to cheer about. Among its findings:

■ **Cocaine.** Most comes from Colombia, but up to 70 percent of the US supply transits through Mexico. On the plus side, Mexico has disrupted smugglers' air operations, and forced them to use riskier land and sea routes.

■ **Heroin.** Mexico has cut opium poppy production to "the lowest level in nearly a decade," State reports. But Mexico, along with Burma, remain the leading US sources.

■ **Marijuana.** Mexico supplies 87 percent of the world's crop.

■ **Chemicals.** Almost the entire supply of chemicals used to produce cocaine in South America comes from Mexico.

■ **Corruption.** Deep-seated corruption at "many levels" of the Mexican government hampers the drug fight, through President Salinas should get credit for "concerted war on official corruption," State says.

■ **Money laundering.** Mexico lacks controls on large currency transactions. This facilitates the laundering of profits from illegal drugs.

Dr. Grayson says: "One of the ironies for the Salinas administration is that at the same time it is spending tens of millions of dollars to improve Mexico's image with inside-the-beltway lobbying and public relations, actions over which he has no control have worsened the likelihood that NAFTA will be approved."

Christian Science Monitor
6/4/93

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET: NORTH AMERICAN FREE TRADE AGREEMENT

- o NAFTA formally establishes a free trade area between Canada, Mexico, and the United States, consistent with the General Agreement on Tariffs and Trade (GATT).
- o The objective of NAFTA is to eliminate barriers to trade, promote conditions of fair competition, increase investment opportunities, protect intellectual property, and to establish procedures for the resolution of disputes to further multilateral cooperation.
- o NAFTA eliminates all tariffs on goods originating in Canada, Mexico, and the United States. "Rules of Origin" are defined in the Agreement.
- o There are a number of provisions on customs administration (each country will continue to conduct customs inspections) designed to expedite trade and ensure compliance with the agreement.
- o Tariffs will be progressively eliminated. For most goods, existing tariffs will be eliminated immediately or phased out in five or 10 equal annual stages. Other sensitive items will be phased out up to a period of 15 years.
- o All countries will eliminate prohibitions, quotas, and user fees (e.g., Customs' Merchandise Processing Fee). However, each country reserved the authority to impose border restrictions in limited circumstances.
- o The U.S Customs Service participated in the NAFTA negotiations to ensure that the final agreement was one that Customs could administer. It expects the volume of trade to increase once it is implemented, which will place more demands on existing staff, and is now preparing to train its staff and the trade community to ensure a smooth transition if the Agreement is passed.

OFFICE OF NATIONAL DRUG CONTROL POLICY

SAN ANTONIO SUMMIT

QUESTION

The San Antonio Summit was widely characterized by the media as a failure, although it produced a broader alliance and proposed some very effective international drug control programs. What progress has been made to implement these programs?

ANSWER

- o Although the summit did propose some very useful ideas in law enforcement, demand reduction, and economic development, little has been done to implement these programs. Progress has been slowed by President Fujimori's "auto-coup" last April and by elections in other countries in the region. Cooperation continues with all the signatories to the San Antonio Declaration -- Colombia, Bolivia, Peru, Mexico, Ecuador, and Venezuela -- and we should take a look a ways to energize this process so that the good ideas agreed to by all the countries can begin to make a difference in all of our efforts.

OFFICE OF NATIONAL DRUG CONTROL POLICY

ROLE OF DOD IN INTERNATIONAL DRUG CONTROL

QUESTION

Although the Department of Defense has performed many valuable drug control missions, DOD assets have not always been effectively deployed in pursuit of drug control objectives. What do you see as DOD's role in international drug control efforts?

ANSWER

- o DOD as lead agency for detection and monitoring seems to make reasonable use of their capabilities. DOD should continue to provide support to law enforcement agencies, when their unique capabilities can be used effectively, and our laws allow.
- o Clearly, the most important question we must address is whether the results of DOD's participation, in whatever role, are commensurate with their costs, and whether DOD is using their resources in a manner calculated to produce the greatest effect.
- o This very question is being studied as part of the comprehensive review of international programs. This effort should allow us to develop strategies to more effectively employ DOD's resources.

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Divider Title: _____

Federal Drug Control Spending by Function
FY 1991 – FY 1994
(\$ Millions)

	1991 Actual	1992 Actual	1993 Enacted	1994 President's Budget	FY93 – FY94 Change		FY89 – FY93 Change	
					\$	%	\$	%
Criminal Justice System	4,385.6	4,943.1	5,374.8	5,782.5	407.7	8%	\$2,613.4	95%
Drug Treatment	1,874.2	2,199.8	2,367.7	2,538.1	170.4	7%	1,221.4	107%
Education, Community Action, and the Workplace	1,479.2	1,538.7	1,524.4	1,789.9	265.5	17%	799.0	110%
International	633.4	660.4	538.0	489.3	(48.7)	-9%	234.0	77%
→ Interdiction	2,027.9	1,960.2	1,746.2	1,765.1	18.9	1%	305.5	21%
Research	450.1	504.5	530.9	548.2	17.2	3%	300.3	130%
Intelligence	104.1	98.6	128.7	127.4	(1.3)	-1%	75.3	141%
Total	10,954.5	11,905.2	12,210.8	13,040.6	829.8	7%	\$5,549.0	83%

**NATIONAL DRUG CONTROL BUDGET
BY FUNCTION**

(\$ Millions)	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
INTERDICTION														
Department of Defense	0.0	4.9	9.7	14.8	54.8	105.7	405.3	94.7	329.1	543.4	751.0	854.4	743.8	761.7
Bureau of Land Management	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2	0.2	2.3	2.8	1.4
OTIA	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5	1.0	1.3	0.8	0.8	0.8
Immigration and Naturalization Service	0.2	0.2	0.3	0.4	0.4	0.7	17.2	17.5	52.0	48.8	62.8	67.7	70.1	73.3
U.S. Coast Guard	227.5	328.9	359.9	508.2	506.6	397.8	553.0	509.8	628.9	661.2	714.6	431.2	417.7	458.0
Federal Aviation Administration	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.8	3.2	9.3	16.5	15.1	12.8	11.8
U.S. Customs	122.0	124.0	103.6	183.7	245.3	239.7	367.1	317.5	427.0	488.3	481.8	588.8	498.2	458.2
Payments to Puerto Rico	0.0	0.0	0.0	0.0	0.0	0.0	7.8	7.8	0.0	0.0	0.0	0.0	0.0	0.0
	349.7	458.0	473.5	706.9	807.3	744.0	1,350.5	948.1	1,440.7	1,751.9	2,027.9	1,960.2	1,746.2	1,765.1

Withdrawal/Redaction Marker

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
003. paper	re: Interdiction (3 pages)	05/18/1993	P1/b(1)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Jose Cerda
OA/Box Number: 5320

FOLDER TITLE:

Office of National Drug Control Policy Briefing Book: Hearing Before the Senate
Appropriations Committee - June 1993 [binder] [2]

2016-0931-S
rc2343

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
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OFFICE OF NATIONAL DRUG CONTROL POLICY

CUSTOMS' 300 NEW POSITIONS FOR THE MEXICAN BORDER

QUESTION

Do you support Customs' efforts to fulfill the FY 1993 Congressional requirement to add 300 positions for new inspectors along the Southwest Border?

ANSWER

- o The FY 1994 President's Budget requests \$5.3 million to complete the FY 1993 Mexican Border Initiative to add 300 inspectors to the Southwest Border. I support this effort.
- o I am told by the Customs Service the Executive Order signed by the President requiring reductions in Federal employment over FYs 1993, 1994, and 1995 will complicate this initiative somewhat.
- o However, Customs reportedly has a plan that will result in the 300 new positions by the end of FY 1994 while allowing it to remain in compliance with the Executive Order. I have yet to see this plan, but will offer Commissioner Wyse any assistance he may require.

BACKGROUND:

- o The Customs Service was provided \$10.5 million in FY 1993 for an additional 300 full-time inspectors for the Mexican Border. The Conferees also stated that they wanted these positions filled during the last six months of FY 1993.
- o Customs plans to fill 150 new positions by June 30, 1993. An additional 50 positions will be added by September 30, 1993 (funded from COBRA User Fees).
- o The remaining 100 positions will be hired depending on Customs' success in meeting the reductions required by the Executive Order. It projected attrition should enable it to hire the remaining 100 positions by the end of FY 1994.

OFFICE OF NATIONAL DRUG CONTROL POLICY

AEROSTATS

QUESTION

The aerostats along our Southern border are a proven deterrent to drug flights into this country. Do you support continued funding for the aerostats, completing the planned aerostat fence along our Southern border, and the continuation of DOD as the managing agent for the aerostat program?

ANSWER

- o The recent Department of Defense Counterdrug Detection and Monitoring Systems Plan Report recommends that we operate 13 Land Based Aerostats to support the level of D&M required. The studies appended to this report comment that the LBA's are both useful and necessary especially along the US/Mexican border, the newer LBA's have a relatively good availability, their O&M costs are less than the airborne early warning aircraft, they have an undefined deterrent value and their mere presence has caused shifts in smuggler activities. These resources are an essential component of our deployed sensor system and should continue to be funded and managed by DOD.

OFFICE OF NATIONAL DRUG CONTROL POLICY

STATUS OF AEROSTATS: LAND- AND SEA-BASED

QUESTION

What is the status of the land- and sea-based aerostats?

ANSWER

- o Aerostat systems provide a unique source of low altitude radar data, which is essential in detecting low level aircraft.
- o Aerostats are not perfect. Among other things, they are subject to terrain masking and can not be flown in bad weather. However, despite these limitations, very few flights by smugglers into the U.S. have been noted since their deployment.
- o Current plans call for a total of sixteen land-based aerostats. Six are along the Southwest Border, five are in the Caribbean, and five in the Gulf (see the attached table).
- o All but two aerostats have been funded and currently five are operational. By the end of the calendar year, six more will be operational.
- o There are 5 sea-based aerostats currently operated by the Coast Guard.

Attachment

STATUS OF AEROSTAT SYSTEMS

Type/Site	Date First Operational	Current Status	Estimated Start Date
16 LAND-BASED			
6 SOWRBALLS (SW Border Aerostats):			
Ft. Huachuca, AZ	June 1988	Operational	
Deming, NM	Mar. 1989	Operational	
Yuma, AZ	May 1989	Operational	
Marfa, TX	Dec. 1990	Operational	
Eagle Pass, TX	Mar. 1991	Operational	
Rio Grande City, TX	Mar. 1991	Down	Dec. 1993
5 GULFBALLS (Gulf Coast):			
Matagorda, TX		Under Construction	Sept. 1993
Horseshoe Beach, FL		Under Construction	Sept. 1993
Alabama Port, AL		Unfunded	
Morgan City, LA		Under Construction	Oct. 1993
Venice, FL		Unfunded	
5 CARIBALLS (Caribbean):			
Cudjoe Key, FL	Dec. 1980	Down	Jul. 1993
Grand Bahama Island (High Rock)	Feb. 1985	Down	Apr. 1994
Georgetown, Bahamas	Feb. 1991	Operational	
Puerto Rico	Apr. 1991	Down	Jul. 1994
Great Inagua, Bahamas	--	Under Construction	Dec. 1993
5 SEA-BASED			
Caribbean Sentry	Feb. 1989	Operational	
Pacific Sentry	Apr. 1989	Operational	
Gulf Sentry	Feb. 1989	Operational	
Atlantic Sentry	Apr. 1987	Operational	
Windward Sentry	Nov. 1989	Operational	
3 SASSBOATS			
Carison Tide	Jun. 1990	Decommissioned	
Jan Tide	May 1988	Decommissioned	
Dickerson Tide	Mar. 1991	Decommissioned	

Source: Department of Defense, June 1993.

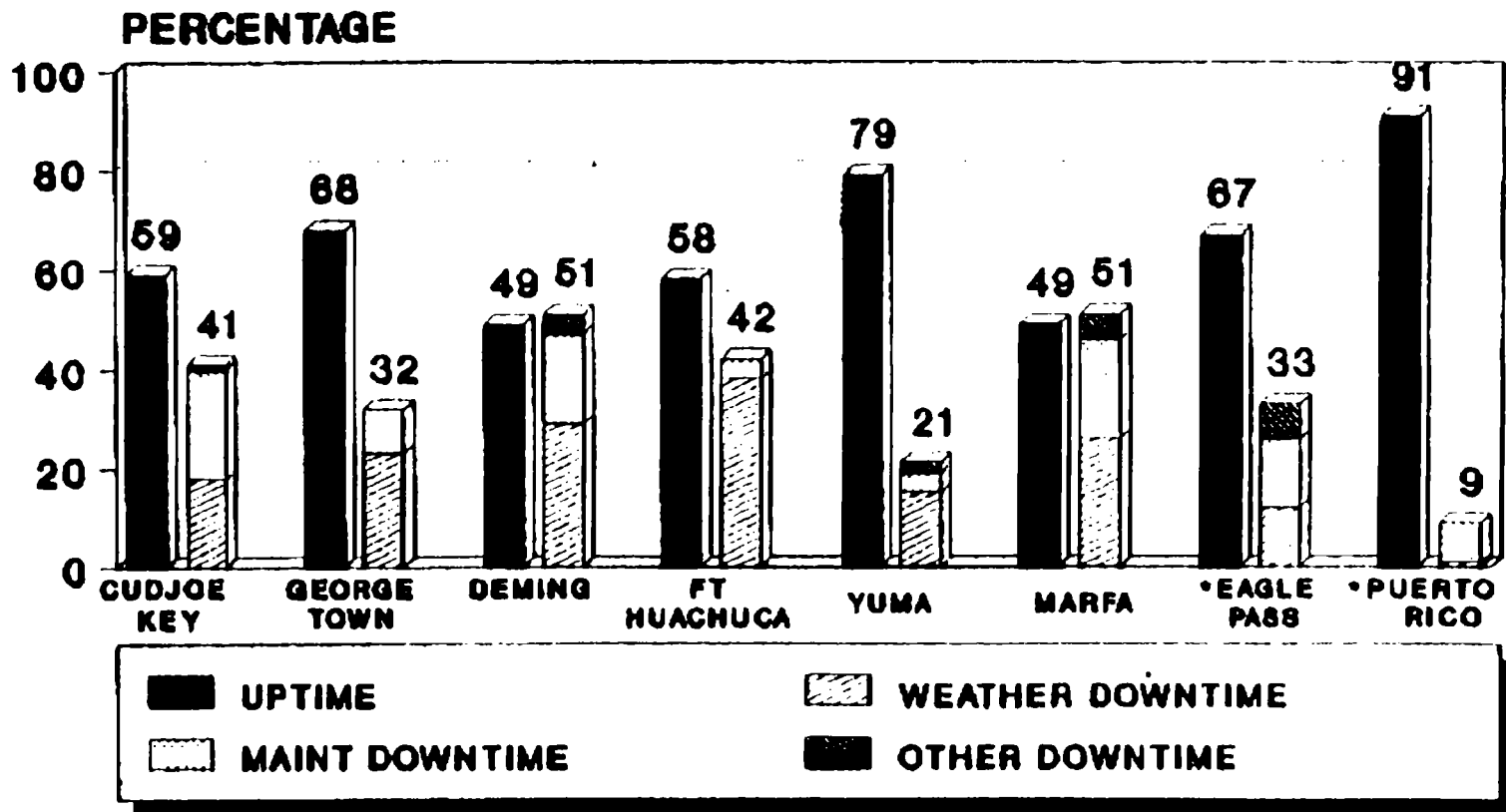
What Is An Aerostat?

- **A Large, Unmanned, Helium Filled Balloon Tethered To a Ground Station**
 - **233 Feet Long, 71 Feet Max Diameter**
 - **Flies to 15,000 Feet**
 - **Tether Break Strength of 70,000 Pounds**
- **Supports a 2,450 Pound Radar Payload**
- **From 15,000 Feet, Provides 150 Mile Radar Coverage To The Ground**
- **Radar Data is Sent to Customs Control Centers in Miami, Florida, and Riverside, California**
- **As a Comparison, our Aerostat with a Volume of 570,000 cu ft is More Than Twice the Size of the Goodyear Blimp with a Volume of 250,000 cu ft**

Aerostat Operations

- **Original Concept: Customs Would Procure Aerostats. Operation would be Divided Between Customs and Coast Guard**
- **In 1989, Congress Gave DoD Responsibility for radar detection and monitoring. Operation and Maintenance of Aerostats Was Turned Over to the Air Force in March 1992**
- **Current Procedures: Customs Procures Aerostats; Air Force Operates Aerostats Following Acceptance**
 - **Air Force Has Operational Control of Aerostats**
 - **Customs Maintains Strong Liaison Through AJPO on Operational and Technical Matters**

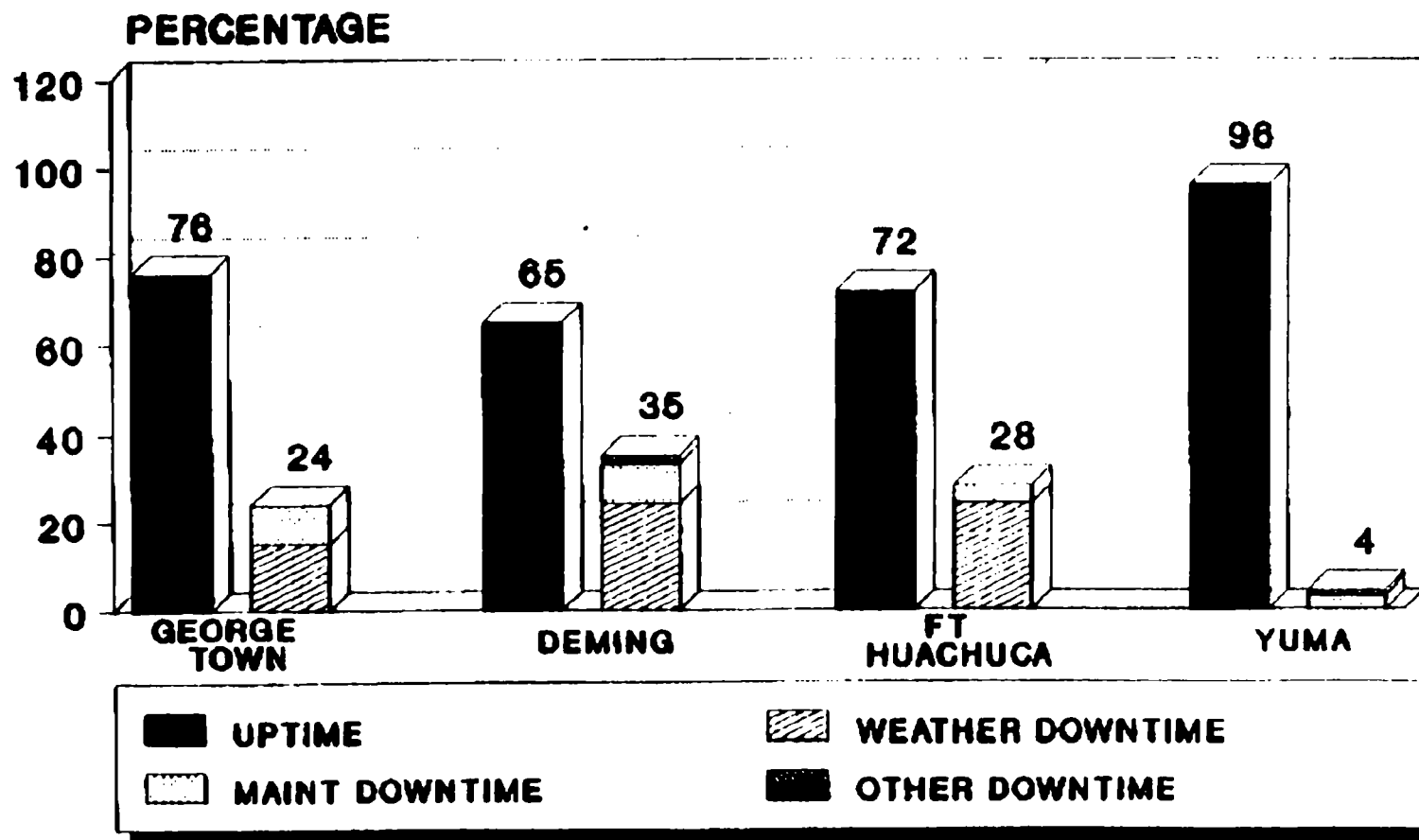
PERCENTAGE OF AEROSTAT UPTIME vs DOWNTIME FY 93 THRU MARCH



*IS OUT OF SERVICE

Eagle Pass out of service Oct + Nov 92
 Puerto Rico out of service Dec 92 → March 93

PERCENTAGE OF AEROSTAT UPTIME vs DOWNTIME



•CUDJOE KEY, HIGH ROCK, MARFA, EAGLE PASS, RIO GRANDE CITY
AND PUERTO RICO IS OUT OF SERVICE FOR THIS MONTH

APRIL

OFFICE OF NATIONAL DRUG CONTROL POLICY

CUSTOMS' P-3 AEW AIRCRAFT

QUESTION

What is the status of Custom's P-3 AEW program?

ANSWER

- o The P-3 AEW aircraft is a special aircraft operated by Customs used for detection, monitoring, and tracking of airborne drug smugglers. It is a Navy P-3 aircraft (used by Navy to search for submarines) retrofitted with a Advanced Early Warning (AEW) radar, which has a 360 degree search capability.
- o Customs has four P-3 AEWs and four P-3As (slicks) based at the Surveillance Support Center, Corpus Christi, Texas.
- o The fourth P-3 AEW was just delivered.
- o Regarding the P-3As, these aircraft have limited radar/search capability and are used principally to track suspect aircraft.

OFFICE OF NATIONAL DRUG CONTROL POLICY

STATUS OF CUSTOMS SUPPORT HELO'S

QUESTION

What is the status of Customs' support helicopters?

ANSWER

- o Funding in the amount of \$10 million was provided in FY 1992 for the procurement of seven Light Enforcement Helicopters (last year, Customs had hoped to buy eight, but could apparently only afford seven).
- o These helicopters will be used between ports of entry along the Southwest Border and the North Central Region of the U.S.
- o These helicopters will provide enforcement support for investigations, airborne surveillance, and other special enforcement operations.
- o Delivery of these helicopters is scheduled to begin later this month. All seven helicopters will be delivered by the end of FY 1993.

OFFICE OF NATIONAL DRUG CONTROL POLICY

CUSTOMS' AIRCRAFT HANGAR CONSTRUCTION

QUESTION

What is the status of Customs' aircraft hangar construction?

ANSWER

- o Customs is building new hangar facilities at Jacksonville, Florida, Corpus, Christi Texas, and Miami, Florida and was given \$12.1 million in FY 1992 to support this effort.
- o The status of these hangars is described below:

Miami -- Because of Hurricane Andrew, which resulted in the total destruction of the Miami Air Branch at Homestead Air Force Base, Customs has temporarily relocated its air operations at Opa Locka, Florida. Customs is working with the Air Force for a final site selection. An architectural/engineering firm is now working on the design of this project. Customs expects to award a contract to begin construction by the end of October 1993.

Jacksonville: Construction on a new hangar and administrative building is expected to begin in FY 1994.

Corpus Christi: Naval Facilities Command has awarded a contract for the design of a new hangar for the maintenance of Customs' P-3 AEWs. Customs says that construction will begin as soon as funds become available.

BACKGROUND:

- o Public Law 102-141 appropriated \$12.1 million for acquisition of real property, facilities construction, improvements, and related expenses for Customs' Air Interdiction Program.
- o Report language specified that the \$12.1 million would be used to improve Customs' air interdiction facilities at Jacksonville, Corpus Cristi, and Miami.

OFFICE OF NATIONAL DRUG CONTROL POLICY

INS BORDER PATROL

QUESTION:

How much funding is requested by INS for the Border patrol?

ANSWER:

- o The Boarder Patrol is responsible for interdicting drug traffickers along our borders. Almost one-third of the INS drug program budget is for Border Patrol.
- o The Border Patrol currently has over 3,700 total agents that have been cross-designated with limited DEA title 21 drug authority for the purpose of conducting drug search and seizures along the boarder.
- o \$52.9M is requested in FY 1994 for the Border Patrol, a decrease of \$.6M. Due to the improvement of technological advances, this reduction is believed to have little impact on the program.

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET - THE SOUTHWEST BORDER

- o As a result of successful air and maritime interdiction efforts in the Southeastern United States and the Bahamas, drug smugglers shifted their focus towards Mexico as a primary transfer point for smuggling drugs into the United States. This shift created an especially intense drug trafficking area along the Southwest Border.
- o Drugs smuggled into Mexico are marshalled at clandestine sites near the border. Private and commercial vehicles and freight containers are used to smuggle drugs into the United States because they are all but lost in the tremendous volume of legitimate trade and commerce between the two countries. Private aircraft are also used because they can launch from sites close to the border, make airdrops over U.S. territory, and return to safe havens across the border.
- o To interdict drugs shipped across the Mexican border, the U.S. Government stresses law enforcement efforts in this area, uses sophisticated technology to monitor relevant traffic, and cooperates closely with the Mexican government in coordinating mutual efforts.
 - DOD Joint Task Force Six. This regional task force command and control headquarters oversees and coordinates DOD support to Federal, State, and local law enforcement organizations in the area.
 - Operation Alliance. Alliance, a law enforcement coalition of Federal, State, and local law enforcement agencies, provides coordinated interdiction efforts along the Southwest Border.
 - High Intensity Drug Trafficking Area (HIDTA). The Southwest Border was designated as a HIDTA in 1990. As such, ongoing Federal, State, and local law enforcement initiatives to dismantle drug trafficking organizations have received supplemental funding.
 - Aerostats. These unmanned blimps contain radar and are used to detect, monitor, identify, and assist in tracking drug aircraft. Six of the 16 planned aerostats are planned to be employed along the Southwest Border -- two in Arizona, one in New Mexico, and three in Texas.

OSR-20
6/9/93

OFFICE OF NATIONAL DRUG CONTROL POLICY

DOD D&M ALONG THE SOUTHWEST BORDER

QUESTION

In 1992 Congress passed legislation easing restrictions on the use of DOD assets for Detection and Monitoring of illegal drug activity along the Southwest border. Has that legislation been useful? What additional legislation, if any, is needed to improve DOD's effectiveness in counterdrug activities?

ANSWER

- o The legislation is beneficial. The procedures for implementing this new authority have been developed and are being implemented by the Department of Defense and the law enforcement agencies. The added flexibility will enhance counterdrug operations in the vicinity of the Southwest border.
- o At this time the only additional legislation that may be of benefit is an extension of the 25 mile limit. The need for more legislative initiatives may be identified as we gain experience with the operational impact of the current legislation.

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
004. paper	re: Fact Sheet - Southwestern Border (1 page)	06/07/1993	b(7)(E)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Jose Cerda
OA/Box Number: 5320

FOLDER TITLE:

Office of National Drug Control Policy Briefing Book: Hearing Before the Senate
Appropriations Committee - June 1993 [binder] [2]

2016-0931-S
rc2343

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

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U.S. Officials Say There May Be More Cross-Border Tunnels

Chronicle Wire Services

Tijuana

U.S. drug officials said yesterday that they expect to find more cross-border cocaine smuggling tunnels similar to the one discovered by Mexican police searching for the killers of a Roman Catholic cardinal.

The elaborate, 1,452-foot passageway — which was close to completion — extended from a warehouse near Tijuana's international airport under the border into San Diego County.

It was the largest underground channel for drugs ever uncovered in the long battle against cocaine trafficking along the U.S.-Mexican border. Mexican officials estimated it cost \$1.5 million to build.

"The likelihood of additional tunnels existing is there," said Julius Beretta, in charge of the U.S. Drug Enforcement Administration office in San Diego, at a news conference with U.S. and Mexican officials.

P-A/D

U.S. authorities said they are stepping up their search but gave no additional details.

Drug officials believe the Tijuana tunnel was being built by reputed Mexican drug lord Joaquin Guzman, who the government says was the target in a shootout last week at the Guadalajara airport that killed Cardinal Juan Jesus Posadas Ocampo and six others.

In the past nine months, at least 34 people have died in the war between the Sinaloa and Tijuana cartels, which smuggle billions of dollars' worth of marijuana, cocaine and heroin into the United States. The clash began in 1989.

Mexican federal judicial police hunting for Guzman and rival drug traffickers found the tunnel Monday night after uncovering documents in a Tijuana safehouse, officials said. It was discovered by hammering through the concrete floor of a bathroom in a warehouse.

"This is an engineering feat,"

DEA spokesman Jack Hook said. "The trafficking organization would have been able to ship multi-ton quantities of cocaine into the U.S. undetected."

The lighted, concrete-reinforced tunnel extended underground nearly a quarter of a mile onto the U.S. side of the border and was only a few hundred feet from completion, he said.

The tunnel began beneath a warehouse in an industrial area near Tijuana international airport and appeared to be destined for another warehouse in the Otay Mesa section of San Diego.

Construction on the tunnel — built at a depth of 65 feet, the equivalent of six stories underground — is believed to have begun six months to a year ago, Hook said.

It measured about five feet high and three or four feet wide, with a concrete floor and walls reinforced in sections by wood and

TUNNEL Page A12 Col. 1

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BURRELLE'S

NEWS EXPRESS
PAGE 4 OF 10

concrete, he said.

A lighting system had been installed, and air-conditioning units in the warehouse pumped oxygen into the passageway. Wheeled carts used for carrying excavated dirt and rocks were found inside.

U.S. officials said they are increasingly concerned about the potential for drug smuggling through the clusters of assembly plants that have sprung up along the border.

Jack Kelley, in charge of the

U.S. Customs Service in San Diego, said the tunnel showed that growing U.S.-Mexican cooperation in drug interdiction is forcing smugglers to resort to ever more elaborate and expensive methods.

But authorities also acknowledged that the discovery is another sign of Mexico's importance as a transshipment point for cocaine smuggled into the United States. An estimated 70 percent of the U.S. cocaine supply is shipped through Mexico.

The only other large-scale drug

trafficking tunnel found on the U.S.-Mexican border was one measuring several hundred feet that was uncovered in Arizona in 1990.

Kelley said that the Arizona tunnel was used to transport thousands of pounds of cocaine and that the Tijuana passageway could have handled even larger shipments.

In Mexico City, President Carlos Salinas de Gortari said he is asking Mexico to join in a crusade against narcotics trafficking.

The government needs the help of all Mexicans in its fight against "the business of death," Salinas said after meeting Catholic prelates at his home.

"This is a fight by Mexico against an enemy of Mexico and the world. That's the only way the nation will get rid of this dangerous defect."

Salinas said he will first ask legislators for reforms in the criminal justice system to make it easier to catch and prosecute drug gangs.

He proposed laws to let authorities prosecute criminal organizations, conduct speedy trials and require traffickers to compensate their victims. Sale of seized property would be allowed.

50F10

JUN 9 1993

SEND HAS BEEN
REQUESTED

Drug agents find 'mind-boggling' tunnel under U.S.-Mexico border

FROM OUR NEWS SERVICE

Tijuana, Mexico — A quarter-mile-long tunnel, apparently being built under the Mexican border by drug traffickers, stunned drug agents with its sophistication: lights, air conditioning and a track for carts.

"It's pretty mind-boggling," said Jack Hook of the Drug Enforcement Administration (DEA) office in San Diego. "It's probably taken them six months to a year to do this, but the sophistication — it was built by a professional."

The lighted and concrete-reinforced tunnel, uncovered Monday, is strategically located between Tijuana's international airport and the Otay Mesa border crossing. Police estimated it was about 100 feet from completion. It originates beneath a warehouse in a Mexican industrial area housing hundreds of U.S.-owned assembly plants, and extends almost 1,500 feet north under the international border, authorities said.

"This would have been major," said Jack Hook, the DEA spokesman in San Diego. "Law enforcement is lucky that it was caught at this point. They could have gotten tons through there without us knowing anything about it."

The attempt to camouflage the movement of narcotics amid trans-border commerce highlights an emerging concern of U.S. officials that Mexican and Colombian drug barons will exploit increased trade under a proposed North American Free Trade Agreement for smuggling purposes.

Investigators believe the multimillion-dollar tunnel was constructed by Mexico's top mafia

chief, Joaquin "El Chapo" Guzman, the Sinaloa kingpin believed to have been the target in a shootout last week at the Guadalajara airport that killed Cardinal Juan Jesus Posadas Ocampo and six others.

Mexican federal judicial police tracking Guzman and his Tijuana rivals suspected in the cardinal's death made the discovery Monday during an extensive manhunt in the border city of Tijuana. In the last week, they have found at least 15 safe houses with underground chambers and vaults belonging to traffickers and an arsenal of huge, powered weapons, including grenade launchers, automatic rifles and night scopes.

Information uncovered at one of the safe houses led investigators to the tunnel — only the second subterranean passageway under the U.S.-Mexico border ever discovered.

Police officials believe the tunnel was to connect the warehouse in Tijuana to a second warehouse in Otay Mesa, an active commercial and industrial zone in south San Diego with round-the-clock truck traffic generated largely by the Tijuana assembly plants.

The border location would have provided perfect cover for a high-volume drug shipping operation, officials said.

"On the U.S. side, there are a lot of warehouses, there are trucks coming and going at all hours of the day and night," Mr. Hook said. "It would raise the least amount of suspicion for trucks to be coming and going at 2 in the morning. It would have looked like business as usual."

BURRELLE'S

NewsExpress

PAGE 2 CF 5

Tunnel discovery major blow in drug war, agents say

Authorities show off ingenious passageway

Houston Chronicle News Services

TIJUANA, Mexico — Drug agents said it would have been an ingenious operation: duffel bags stuffed with cocaine, marijuana or other drugs would be lowered 45 feet into a quarter-mile-long tunnel and carted into the United States undetected.

But the sophisticated tunnel, which Mexican federal police said was being built by reputed drug lord Joaquin "El Chapo" Guzman Loera, was discovered Monday during the investigation of a Catholic cardinal's killing. It was shown to reporters Thursday.

"They could have smuggled multi-ton quantities through that tunnel without police here knowing or we knowing it on the other side, because the cover is perfect," said U.S. Drug Enforcement Agency spokesman Jack Hook.

Nicknamed "Narco-Tunnel" by agents, it begins 50 paces inside Mexico, under a warehouse in a dreary industrial section of Tijuana. It ends 40 feet short of Siempre Viva Road in San Diego County, about a mile from the port of entry.

Generators provide electricity for air conditioning and lighting. The vertical shaft starts in a subterra-

nean room with an electric-operated winch. Agents say the winch hauled up buckets of dirt and rock during the digging and would have lowered drugs had the tunnel been finished.

The tunnel, cut through sandstone, is lined with cement, and six carts were ready to whisk drugs into the United States.

One person ran away when Mexican police took control of the tunnel Monday night and no arrests were made, U.S. agents said.

At a crowded news conference Thursday at the Tijuana warehouse, Drug Enforcement Administration agents acknowledged that they have occasionally received tips and heard rumors about tunnels being dug by narcotics traffickers who operate at the border.

"From time to time we have received information about tunnels under the border," said DEA chief Julius Beretta.

But Beretta and other agents said the leads, although tantalizing, could not be substantiated. And after this week's revelation, Beretta said: "It is possible there are other tunnels under the southwest border."

Federal agents are investigating that possibility, as well as the ownership of the land on the U.S. side and of a cannery planned for the site.

They revealed little new information about that inquiry Thursday, although a Mexican federal police spokesman reiterated what U.S. agents had indicated Wednesday: that authorities believe that the U.S. warehouse was the planned destination of the passageway.

A hole was punched through the cinder-block wall of the warehouse to allow for surveying equipment, and a mason's line stretches the length of the tunnel. An orange traffic cone in a field on the U.S. side marks the spot where the tunnel ends.

"It's one more blow on the war on the drugs and we feel real confident that we're going to keep knocking these guys down," said Gustavo de la Vina, San Diego sector chief for the U.S. Border Patrol.

Guzman was the intended target of a hit by a rival cartel May 24 at the Guadalajara, Mexico, airport. But gunmen mistook Cardinal Juan Jesus Posadas Ocampo's car for Guzman's and shot the prelate 14 times at close range.

Mexican agents found documents indicating the tunnel's location at a Tijuana safe house Monday as they investigated Posadas' killing, Hook said.

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BURREL

NEWS EXPR.

PAGE 1 OF 10

OFFICE OF NATIONAL DRUG CONTROL POLICY

INTERDICTION PROGRAM EFFECTIVENESS

QUESTION

How effective is the current interdiction program? Do you envision a reduction or consolidation of certain programs?

ANSWER

- o Our drug strategy is based on focused efforts against the trafficking organizations at their most vulnerable points. The interdiction process is a vital link in this integrated strategy attacking the traffickers' shipping and transportation systems. Interdiction efforts in the source countries and transit zone prevented approximately 280 metric tons of cocaine from reaching our borders last year. These results have been produced through the cooperative efforts of host nations and U.S. interdiction agencies.
- o The interdiction efforts of the host nations are supported by the U.S. with equipment, training, and expertise. These have been melded together in operations like; Snowcap, Support Justice, Ghost Zone, Cadence, OPBAT, and NBRF. During their periods of operations these joint efforts have successfully disrupted shipping and transportation systems. Providing host nations with the capability to interdict drug shipments within their borders requires long term infrastructure development which we have begun and should continue.
- o The deployment of U.S. resources in the transit zone with the cooperation of host nation forces has caused the traffickers to alter their shipping routes away from direct shipments to the U. S., northern Mexico, and the Bahamas to intermediate points in Central America and the extreme eastern Caribbean. Continued U.S. operations and improved host nation capabilities will continue to reduce the options available to the traffickers, increasing their cost and exposure to apprehension.
- o The Department of Defense is conducting a Congressionally mandated "Sensor Mix Study" that will examine the sensors available to support the interdiction program. The study includes promising new technologies, such as over the horizon radars, which may be extremely cost effective additions to our arsenal. I will review this study with the counternarcotics agencies and make appropriate recommendations to the President.

OFFICE OF NATIONAL DRUG CONTROL POLICY

- o The current comprehensive review being conducted by the NSC of the interdiction/international programs is an ideal opportunity to make adjustments to improve the effectiveness of these programs, reduce duplication, and develop a consolidation plan by the National Security Council of the interdiction/international programs is an ideal opportunity to make adjustments to improve the effectiveness of these programs, reduce duplication, and develop a consolidation plan.

OSR-37
4/22/93

The following is a report prepared by Customs as a response to "20/20" and "Frontline" shows critical of interdiction efforts along the Southwest Border. Senator DeConcini's defense of the interdiction efforts was featured prominently in both programs.

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- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET -- FEDERAL DRUG SEIZURES

DRUG	FY 1989	FY 1990	FY 1991	FY 1992
Cocaine	99.2 MT	107.3 MT	109.5 MT	137.8 MT
Heroin	1,095.2 KGS	815.0 KGS	1,374.4 KGS	1,120.5 KGS
Cannabis	1,122,095 LBS	500,411 LBS	677,259 LBS	780,987 LBS
Marijuana	1,070,514 LBS	483,349 LBS	499,049 LBS	776,939 LBS
Hashish	51,581 LBS	17,062 LBS	178,210 LBS	4,047 LBS

- o The Federal-Wide Drug Seizure System (FDSS) contains information about unduplicated Federal drug seizures made within the jurisdiction of the United States by the DEA, FBI, Customs, Coast Guard.
- o The FDSS data base contains seizures by other Federal agencies to the extent that the custody of the drug evidence was transferred to one of the agencies identified above .
- o FDSS reports on total Federal seizures. Information about individual agency seizures are not available from this system.

OFFICE OF NATIONAL DRUG CONTROL POLICY

RELOCATABLE OVER THE HORIZON RADAR

QUESTION

The Department of Defense Counterdrug Detection and Monitoring Systems Plan Report recommends the installation and operation of a two site ROTH system with serious consideration of a third site. Do you support this recommendation and what benefits do you see this system bringing to our interdiction program?

ANSWER

- o The ROTH systems Virginia site recently went operational. The initial results are very encouraging with performance as expected. We should proceed with the two site system proposed in the Department of Defense Counterdrug Detection and Monitoring Systems Plan Report. The third site would be a valuable addition and this option will be thoroughly examined. When fully deployed this system will improve the effectiveness of our D&M program by providing practical wide area radar coverage which has the potential of making it more efficient.

OSR-21
6/8/93

OFFICE OF NATIONAL DRUG CONTROL POLICY

DOD'S ROLE IN THE INTERDICTION PROGRAM

QUESTION

DOD plays a major and thus expensive role in the interdiction process. Do you see a continuing major role for DOD in the interdiction program? Do you have any proposals on how to reduce the costs associated with DOD's counterdrug responsibilities?

ANSWER

- o DOD must continue to play a major role in our important interdiction effort. They are the only agency with the necessary technology and resources to address this extremely difficult problem.
- o I see two events that should enable us to reduce the cost of DOD's support over time. The first is the addition of ROTH to our arsenal. When fully implemented, ROTH should enable us to adjust our operational procedures to more efficiently employ our very costly mobile assets. The second may be extremely long term, when our demand reduction efforts here at home and the supply reduction programs of the source countries begin to have a significant impact on both the supply of and demand for cocaine then DOD's level of support should be able to be reduced correspondingly.

OFFICE OF NATIONAL DRUG CONTROL POLICY

SENSOR MIX STUDY

QUESTION

What is ONDCP's position with regard to the findings and recommendations of the Congressionally mandated Department of Defense Counterdrug Detection and Monitoring Systems Plan Report.

ANSWER

- o We had no objection to the report going forward. DOD acknowledged in the report that it will need to be reworked to reflect any upcoming changes to the drug control strategy. I have not had a chance to review the report in detail but will do so as part of my review of the interdiction program.
- o I would like to point out that the report did not address non-DOD systems, but assumed existing facilities of the Customs Service and the Coast Guard will continue to be available in existing numbers and capabilities.

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET - DOD Counterdrug D & M Systems Plan Report

- o Section 1043 of the National Defense Authorization Act, FY 93, directed the Secretary of Defense to submit a report to Congress on requirements, evaluation and development of an improved counterdrug D & M system. The report was to be submitted by April 23, 1993. The following bullets summarize the report.
- o The Plan does not address non-DOD systems, but assumes that existing facilities of the Customs Service and the Coast Guard will continue to be available in existing numbers and capabilities.
- o Table 1, attached, provides the recommended DOD D&M Systems Plan in tabular form.
- o The Plan's appendices contain the Congressionally required requirements definition and evaluations. They are studies that were conducted independently and are complementary, but contain differing evaluations and recommendations.
- o The Plan assumes that substantial changes will be made in the National Drug Control Strategy. DOD states that a follow up D&M development plan study will be conducted once that new strategy becomes clear.
- o The Plan's focus is on the movement of cocaine, primarily on non-commercial aircraft and to a lesser extent on vessels.
- o The results of the studies provide a complex set of alternative systems, each capable of performing only a portion of the entire mission.
- o DOD's basic systems approach to D & M is on track and can be enhanced by the selective addition of some of the recommended options. ROTH, Land Based Aerostats, and the T-47 tracking aircraft are among the enhanced options. Sea Based Aerostats did not survive as an option. The airship that Congress directed DOD to evaluate will be evaluated over FY 94 and FY 95.

Attachment

OSR-25
6/9/93

TABLE 1

DOD COUNTERDRUG DETECTION AND MONITORING SYSTEMS PLAN

May 12, 1993

REGION	TARGET	SYSTEM	PRESIDENT'S BUDGET		D&M SYSTEMS PLAN			
			FY 1994		FY 1994		CHANGE	
			No.	(\$M)	No.	(\$M)	No.	(\$M)
		TOTAL/YR		473		480		7
TRANSIT/SOURCE	AIR	◦ E-3 AWACS	5	24	5	24	0	0
TRANSIT	AIR	◦ E-2C HAWKEYE	4	10	4	10	0	0
TRANSIT	AIR	1 NAVY SHIPS	10	136	8	109	-2	-27
TRANSIT	AIR	2 T-AGOS	3	14	3	14	0	0
TRANSIT	AIR	3 TAC RADARS/LANTCOM	3	15	3	15	0	0
TRANSIT	AIR/MARITIME	◦ P-3 CDU/P-3	10	31	11	59	1	28
TRANSIT	AIR	◦ F-15/F-16	6	7	6	7	0	0
TRANSIT	AIR/MARITIME	3 SBA	5	31	0	0	-5	-31
TRANSIT/SOURCE	AIR	◦ TESON/GROUND SENSOR	0	8	0	8	0	0
TRANSIT/SOURCE	AIR	7 ROTH	0	0	2	10	2	10
SOURCE/TRANSIT	INTELL	◦ ARL	6	71	6	85	0	14
SOURCE/TRANSIT	AIR	◦ CBRN	16	45	16	45	0	0
SOURCE	AIR	3 TAC RADARS/SOUTHCOM	4	10	4	10	0	0
SOURCE	INTELL	◦ U-2R	1	24	1	24	0	0
SOURCE/TRANSIT	INTELL	◦ GUARDRAIL	3	1	3	1	0	0
SOURCE	AIR	10 T-47A TYPE TRACKING AC	0	0	8	10	8	10
ARRIVAL	AIR	◦ LBA	13	46	13	46	0	0
ARRIVAL	AIR	11 AIRSHIP	0	0	0	3	0	3
ARRIVAL	AIR	◦ JSS		0		0		0
SOURCE/TRANSIT	INTELL	◦ SANDKEY						
SOURCE/TRANSIT	INTELL	◦ NSA PROGRAMS						
SOURCE/TRANSIT	INTELL	◦ OTHER INTELL PROGRAMS						
SOURCE/TRANSIT	AIR/MARITIME	◦ D&M OPS/COMMS PROGRAMS						
ARRIVAL	LAND	◦ TECHBASE-CARGO INSPECT						
SOURCE/TRANSIT	AIR	◦ TECHBASE-OTH TECH						

Notes:

- DoD D&M also includes critical operational, intelligence activities, and R&D funding lines. Such efforts are not D&M Systems per se. Thus, specific funding costs/system numbers are not presented in the Systems Plan.
- Counterdrug R&D includes: Intell, Cargo Container Inspection, and OTH Technology
- Continuation of existing system; current numbers of systems are adequate to support level of D&M required
- 1 Planned replacement of 3 naval combatants with 3 T-AGOS, radar-modified ships; similar capability but significantly reduced cost
- 2 T-AGOS provides reduced cost maritime radar pickets to complement more versatile naval combatants having 2D/3D radars and LEDETS
- 3 TAC radars are temporarily emplaced ground radars; provides valuable gap-filler coverage in arrival/transit zone and source countries.
- Adds 1 P-3 equivalent plus P-3 CDU upgrades; valuable increased P-3 CDU Ops supporting air/maritime target monitoring
- Recommends canceling congressional-earmark SBA program; SBA radar limitations result in marginal CD D&M value for cost.
- Ground sensor providing alert of aircraft activity at source country airfields; significantly enhances intell cueing for source/transit zone Ops
- Wide area surveillance capability of ROTH significantly enhances transit zone Ops; third ROTH in Puerto Rico (source countries) or or central U.S. (Mexico) coverage could add valuable D&M capability—significant MILCON cost; Decision during FY94
- Additional funding in FY94 offsets impact of congressional CD funding cut in FY93.
- Jamaica radar planned for integration into CBRN network in FY95.
- T-47 provides valuable radar monitoring/tracking assistance in source countries
- potentially useful, relocatable look-down radar for limited areas of U.S. border D&M; Design/cost evaluation efforts in FY94 permits platform and program procurement decision for FY96 budget

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M

Divider Title: _____

Federal Drug Control Spending by Function
FY 1991 – FY 1994
(\$ Millions)

	1991 Actual	1992 Actual	1993 Enacted	1994 President's Budget	FY93 – FY94 Change		FY89 – FY93 Change	
					\$	%	\$	%
Criminal Justice System	4,385.6	4,943.1	5,374.8	5,782.5	407.7	8%	\$2,613.4	95%
Drug Treatment	1,874.2	2,199.8	2,367.7	2,538.1	170.4	7%	1,221.4	107%
Education, Community Action, and the Workplace	1,479.2	1,538.7	1,524.4	1,789.9	265.5	17%	799.0	110%
International	633.4	660.4	538.0	489.3	(48.7)	-9%	234.0	77%
Interdiction	2,027.9	1,960.2	1,746.2	1,765.1	18.9	1%	305.5	21%
→ Research	450.1	504.5	530.9	548.2	17.2	3%	300.3	130%
Intelligence	104.1	98.6	128.7	127.4	(1.3)	-1%	75.3	141%
Total	10,954.5	11,905.2	12,210.8	13,040.6	829.8	7%	\$5,549.0	83%

**NATIONAL DRUG CONTROL BUDGET
BY FUNCTION**

(\$ Millions)	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
RESEARCH AND DEVELOPMENT														
Agricultural Research Service	1.4	1.4	1.4	1.4	1.4	1.3	1.4	1.3	1.3	1.5	6.4	6.5	6.5	6.5
U.S. Forest Service	0.0	0.0	0.0	0.1	0.2	0.0	0.0	0.0	0.1	0.1	0.5	0.5	0.5	0.5
Department of Defense	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	11.8	61.0	91.6	60.5	62.0
Drug Enforcement Administration	1.4	1.8	3.9	2.9	2.2	1.5	4.3	3.2	2.7	2.9	3.0	0.0	0.0	0.0
Federal Bureau of Investigation	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.6	3.8	3.7	3.7
INS	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	1.0	0.5	0.4	0.5
Office of Justice Programs	0.0	0.2	2.2	0.3	0.9	2.7	4.7	9.6	11.6	14.7	17.9	16.7	22.0	22.0
OCDETF	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.4	0.4	0.4
ONDCP	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	8.5	1.5	0.9	0.9
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	20.0	15.0	28.0
FinCEN	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.2	1.0	3.7	3.2
Coast Guard	0.3	0.3	0.2	0.4	1.5	3.6	4.1	4.1	4.0	4.0	4.0	5.2	2.4	2.6
FAA	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.7	0.9	0.8
Nat. Highway Traffic Safety Admin.	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2	0.2	0.5	0.5	1.4	1.7
U.S. Customs	1.8	1.6	1.5	1.2	1.5	1.3	1.1	3.7	4.8	4.7	3.4	3.7	3.6	3.5
Pres. Com. Organized Crime	0.0	0.0	0.2	1.6	2.2	1.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
ADAMHA -- Prevention	30.1	24.1	26.4	32.0	35.8	40.8	65.9	73.4	81.0	127.7	150.6	157.5	0.0	0.0
NIDA -- Prevention	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	164.3	165.5
SBA -- Prevention	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2	0.2
ADAMHA -- Treatment	41.5	33.2	35.3	39.1	45.4	44.6	74.1	74.4	122.7	158.1	185.7	191.8	0.0	0.0
NIDA -- Treatment	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	239.9	241.6
Veterans Affairs -- Treatment	0.0	2.0	2.5	2.7	2.7	2.3	2.0	2.1	2.2	2.1	2.2	2.7	4.4	4.6
	76.5	64.7	73.6	81.7	93.8	99.0	157.6	171.8	230.6	327.7	450.1	504.5	530.9	548.2

OVERVIEW

RESEARCH

For FY94, the President has requested \$548 million in drug-related research, an increase of 3% over FY93 and \$318 million (+138%) over the FY89 level. About 80% of this funding is in demand reduction; about 75% of the total is in NIDA alone. Of the \$407 million in NIDA, 60% is in treatment research; the remainder is in prevention research.

Federal funds support:

- o Expanded drug treatment research focused on addiction, HIV/AIDS and drug use, medications development, treatment for pregnant addicts, and basic issues related to neurobiological and behavioral studies on drug use.
- o Expanded and broadened national data collection on drugs and drug use, including larger and more frequent household surveys; surveys targeted on hard-to-reach populations; broader high school surveys; enlarged information collection on drug treatment; and market-oriented drug consumption research.
- o Development of regional and State drug-related data.
- o Increased technological and scientific research related to drug enforcement and interdiction.

Other items:

- o Much of the NIDA research funding has been ear-marked by the Hill or tied up in long-term commitments; very little is available for new discretionary projects.
- o Supply side agencies place a relatively low priority on R&D. In tight budget times, this is one of the first areas cut.
- o ONDCP has a \$1.5 million research contract through OPBA that enables the agency to do small quick analyses of data sets and conduct small-scale field survey work that provides real-time information to the ONDCP Director on current developments in drug use patterns and price/purity. Other data sets lag 6-12 months.

- o Congress created the Counter-Drug Technology Assessment Center in ONDCP, mandating that it have 5 staff members. Its function is to fund projects that bring sophisticated technology into the hands of law enforcement agencies. Funding for CTAC is approximately \$15 million in FY93 appropriations.

OPBA
5/17/93

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET - ONDCP RESEARCH AGENDA

- o The ONDCP research agenda focuses on the analysis of topical areas for which we have little or no information, evaluation of existing public policies and programs, and forecasting of drug use trends. The ultimate objective is to inform the scope and direction of the National Drug Control Strategy.
- o ONDCP uses several national data sets to monitor the scope of the drug problem and the success of strategies designed to reduce the problem. A portion of the research agenda is devoted to finding ways to improve existing data or undertaking sophisticated analyses to develop the information we need, based on the data that exists. For example, we sponsor projects designed to estimate the number of hard-core drug users, who are an increasing but elusive pool of users, largely responsible for perpetuating illicit drug markets. We also sponsor ongoing analyses of a wide variety of supply and demand information to determine if the Nation is experiencing outbreaks of drug epidemics. In this regard, our research agenda has helped us to determine that, despite consistent rumors of a new heroin epidemic, there is no evidence that the country is experiencing any drug epidemic.
- o The Anti-Drug Abuse Act of 1988 permits the Office of National Drug Control Policy to evaluate the effectiveness of drug control programs. The objectives of such evaluations are to determine whether drug programs are operating effectively, and to determine whether such programs are achieving the ultimate goal of reducing drug use, as called for in the National Drug Control Strategy. The Office of Planning, Budget and Administration has performed macro evaluations of the anti-drug effort to determine the effectiveness of the National Drug Control Strategy and to identify changes in overall program direction. In addition, OPBA's evaluations have been geared toward getting the drug control agencies to focus on the priorities and objectives of the National Strategy rather than on their own agency program management interests. With the doubling of the Federal drug control budget since the enactment of the Anti-Drug Abuse Act of 1988, there is a need for more extensive program evaluation to identify what has worked and what needs to be changed. OPBA and the ONDCP program offices are working to prioritize programs for evaluation. OPBA will be involved in the development of the agenda and with providing technical assistance to each office within ONDCP conducting the evaluations.

- o Part of the research agenda is devoted to statistical and econometric modelling for the purpose of anticipating changes in drug availability and drug use given varying parameters. These models are designed to describe and forecast the illicit drug flow for cocaine and heroin from source countries to the street corner, and the relationship of drug distribution and consumption to various control programs. In addition, we continue to support modelling efforts designed to project the user population and its characteristics given changes in drug availability, and so forth.

OFFICE OF NATIONAL DRUG CONTROL POLICY

RESEARCH

QUESTION

How much funding for research have you requested in your FY 94 budget?

ANSWER

- o The FY 1994 request includes \$1 million for policy-related task order research from the Salaries and Expenses account.
- o The FY 1994 request of \$28 million from the Special Forfeiture Fund includes funding for potential research projects associated with the Counter-drug Technology Assessment Center (CTAC).

OFFICE OF NATIONAL DRUG CONTROL POLICY
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FACT SHEET - CTAC R&D PROGRAM

- o Public Law 101-509 provided appropriations to establish within ONDCP the Counter-drug Technology Assessment Center (CTAC), whose purpose is to serve as the central counter-drug research and development center for the Federal government.
- o CTAC is headed by the Chief Scientist of Counter-drug Technology, who is appointed by the Director of ONDCP. Acting on behalf of the Director, the Chief Scientist oversees CTAC's five Congressionally-mandated responsibilities:
 - To identify and define the short-, medium-, and long-term scientific and technological needs of Federal, State, and local law enforcement agencies involved in the anti-drug program. Research emphasis will be on advanced surveillance, tracking and radar imaging measures, electronic support measures, communications, and ADP systems and applications;
 - To assign priorities to the identified research needs by considering the technological and fiscal feasibility;
 - To oversee and coordinate counter-drug technology initiatives of other Federal civilian and military departments;
 - To submit reprogramming and transfer requests of funds appropriated for counter-drug enforcement research and development; and
 - To conduct research and development activities for substance abuse addiction and rehabilitation research, as directed in Public Law 102-141.
- o All CTAC R&D funds have been appropriated as no-year funds. The Special Forfeiture Fund has been the primary source of funding for CTAC R&D funds.

- o Status of CTAC R&D Funds (in \$ millions):

	<u>FY 92</u>	<u>FY 93</u>	<u>Total</u>
Appropriation	\$21.0	\$15.0	\$36.0
Obligations to date	\$ 7.8	\$ 5.1	\$12.9
Available Funds	<u>\$13.2</u>	<u>\$ 9.9</u>	<u>\$23.1</u>

- o CTAC makes a determination as to which projects and technologies should be funded. Upon approval by the Director of ONDCP, funds are then obligated and transferred to other Federal agencies for award to vendors and contractors.
- o BAA Process -- CTAC published a Broad Agency Announcement (BAA) in the Commerce Business Daily to solicit white papers from a broad spectrum of potential vendors and contractors for various counter-drug technologies and projects. CTAC, through several inter-agency evaluation panels, reviews and ranks these white papers, and will recommend award based on their merit.
 - The BAA closed March 31, 1993. Over 600 white papers were received.
 - All evaluations by the inter-agency review panels should be completed by the end of May.
 - No awards have been made under the BAA process to date. Awards are expected to be made during the summer months (June-September).
- o The FY 1994 budget request for the Special Forfeiture Fund includes potential funding for CTAC R&D projects. These projects, along with other high-priority drug control projects consistent with the National Drug Control Strategy, will be funded at the discretion of the Director, ONDCP.

OFFICE OF NATIONAL DRUG CONTROL POLICY

COUNTER-DRUG TECHNOLOGY ASSESSMENT CENTER

QUESTION

How is the Counter-drug Technology Assessment Center staffed?
How many full-time positions? Any detailees?

ANSWER

- o The Counter-drug Technology Assessment Center (CTAC) currently has a total of five staff members. Four are full-time ONDCP positions, including the Chief Scientist, and one is a non-reimbursable detailee from the Department of Defense.
- o ONDCP's Fiscal Year 1994 request of \$5.8 million for ONDCP Salaries and Expenses includes funding for the operating expenses (salaries, building rent, supplies, etc.) for 25 full-time personnel. Until a definite staffing plan has been established for ONDCP and for CTAC, we are unable to provide an exact amount of funding for CTAC at this time.

OFFICE OF NATIONAL DRUG CONTROL POLICY

COUNTER-DRUG TECHNOLOGY ASSESSMENT CENTER

QUESTION

How much have you requested for the day-to-day operations of the Counter-drug Technology Assessment Center in FY 94?

ANSWER

- o Our Fiscal Year 1994 request of \$5.8 million for ONDCP Salaries and Expenses includes funding for the operating expenses (salaries, building rent, supplies, etc.) for 25 full-time personnel. Until a definite staffing plan has been established for ONDCP and for CTAC, we are unable to provide an exact amount of funding for CTAC at this time.
- o CTAC's Fiscal Year 1993 operating budget totalled \$900,000 and five full-time positions. Current projections show an approximate expenditure of \$1 million and four Full-time Equivalents (FTE) for CTAC operations.

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Federal Drug Control Spending by Function
FY 1991 – FY 1994
(\$ Millions)

	1991 Actual	1992 Actual	1993 Enacted	1994 President's Budget	FY93 – FY94 Change		FY89 – FY93 Change	
					\$	%	\$	%
Criminal Justice System	4,385.6	4,943.1	5,374.8	5,782.5	407.7	8%	\$2,613.4	95%
Drug Treatment	1,874.2	2,199.8	2,367.7	2,538.1	170.4	7%	1,221.4	107%
Education, Community Action, and the Workplace	1,479.2	1,538.7	1,524.4	1,789.9	265.5	17%	799.0	110%
International	633.4	660.4	538.0	489.3	(48.7)	-9%	234.0	77%
Interdiction	2,027.9	1,960.2	1,746.2	1,765.1	18.9	1%	305.5	21%
Research	450.1	504.5	530.9	548.2	17.2	3%	300.3	130%
→ Intelligence	104.1	98.6	128.7	127.4	(1.3)	-1%	75.3	141%
Total	10,954.5	11,905.2	12,210.8	13,040.6	829.8	7%	\$5,549.0	83%

**NATIONAL DRUG CONTROL BUDGET
BY FUNCTION**

(\$ Millions)	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
INTELLIGENCE														
U.S. Forest Service	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.1	0.2	0.4	0.4	0.4
Drug Enforcement Administration	20.9	23.0	21.5	23.6	25.4	25.0	36.2	34.4	32.3	39.0	43.9	53.2	67.4	69.0
Federal Bureau of Investigation	0.6	0.6	5.3	4.5	5.5	5.4	7.1	9.1	10.4	9.6	23.6	17.4	17.8	17.7
INS	0.0	0.0	0.0	0.0	0.0	0.3	0.2	0.9	0.8	0.8	1.0	1.3	1.4	1.5
OCDETF	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.1	7.8	0.0	15.7	15.7
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.0	0.0	0.0	0.0
U.S. Customs	1.6	2.0	2.4	2.8	4.5	4.9	3.7	8.3	9.8	11.4	12.1	13.1	12.7	11.7
FinCEN	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.6	13.1	13.2	11.4
	23.1	25.6	29.2	30.9	35.4	35.6	47.2	52.8	53.4	64.9	104.1	98.6	128.7	127.4

OVERVIEW

INTELLIGENCE

For FY94, the President has requested \$127 million for counter-drug intelligence programs, a decrease of about one percent from the FY93 appropriation. The bulk of these funds (\$69 million) are for the Drug Enforcement Administration (DEA). Other major recipients of drug-related intelligence funds are the Federal Bureau of Investigation (FBI, \$18 million), the Justice Department's Organized Crime Drug Enforcement Task Forces (OCDETF, \$16 million), the U.S. Customs Service (\$12 million), and the Treasury Department's Financial Crimes Enforcement Network (FinCEN, \$11 million). A number of national security agencies -- Defense, DIA, and CIA -- also collect drug intelligence. Their budgets are classified, however, and therefore are not included in the totals.

The central and most urgent issue in counter-drug intelligence is to facilitate the timely sharing of intelligence collected by the various Federal intelligence-gathering entities. A number of the national intelligence programs (e.g., Defense, DIA, CIA, etc.) are prohibited by law from collecting intelligence on U.S. citizens. Domestic law enforcement agencies, on the other hand, collect intelligence on U.S. citizens and residents, and to a lesser extent on foreign nationals (although DEA collects the most intelligence, it is least sophisticated in its analysis. The DEA's data remains unautomated, residing in boxes of hard copies).

Melding these products has been a significant challenge, particularly because the nature of the intelligence collected differs. Law enforcement agencies tend to collect tactical or operational intelligence, intended to help build cases against drug suspects. The national intelligence programs produce strategic intelligence, which permits them to undertake the detailed analytic mapping of drug organizations. What is needed is to bring the methodology of the national intelligence organizations to bear on the intelligence products of the law enforcement agencies.

Coordination of Domestic Drug Intelligence

- o Since the mid-1970's, numerous domestic law enforcement and Defense Department intelligence centers and functions have been established, and coordinating these entities -- and avoiding duplication -- has been a major issue. For example, the El Paso Intelligence Center (EPIC), the DoD Joint Task Forces, the U.S. Customs Command, Control, Communications and Intelligence (C3I) facilities, and the various field intelligence elements in the various DEA, Customs, and FBI field offices. Though established to meet agency-specific intelligence support needs, there is an unacceptable level of duplication and overlap between several of the centers. Recent GAO and departmental IG reports have specifically cited

duplication of analysis and production as well as a lack of coordination among DoD intelligence components.

- o In 1990, the Federal Bureau of Investigation (FBI) began establishing Regional Drug Intelligence Squads (RDIS) in major metropolitan areas across the country. In October, 1991, the Deputy Attorney General directed the FBI and the Drug Enforcement Administration (DEA) to jointly develop RDISs in each of the 13 OCDETF core cities. Though the FBI has established "interagency" (Federal, state and local law enforcement agencies) RDISs in Houston and Los Angeles, DEA and FBI have not been able to work out a mutually agreeable plan and division of labor including how and by whom the overall RDIS program is managed. The FY93 OCDETF budget includes \$15 million for RDIS staffing and both agencies have requested funding in their FY94 budget requests. The 1993 HIDTA program includes approximately \$2 million for three RDISs. To date, the establishment of the RDIS program has remained primarily within the Department of Justice and has not included discussions with headquarters elements of the other major Federal law enforcement agencies.

National Drug Intelligence Center

- o The 1990 National Drug Control Strategy called for the establishment of the National Drug Intelligence Center (NDIC) to "...consolidate and coordinate all relevant intelligence gathered by law enforcement agencies and analyze it to produce a more complete picture of drug trafficking organizations". Development of the NDIC has been problematic partially because of conflicting legislative guidance and funding prohibitions. Funding (\$50 million) for the NDIC currently is contained in Department of Defense appropriations for FY91/92 (available until expended). It is principally the creation of Rep. John Murtha (D-PA), who chairs the Defense Department's House appropriations committee and stipulated that NDIC be located in his District, in Johnstown, PA. The FBI has been given primary responsibility for establishing the NDIC. When fully operational (estimated to be July, 1993) NDIC will have about 150 analysts, agents and support personnel. Most will be in Johnstown but about thirty (including the Director) will be located in Tysons Corner, VA.

Coordination of Drug Intelligence Programs - Overseas

- o In 1989, the Director of Central Intelligence established the Counternarcotics Center (CNC) to serve as the principal coordinator for the drug intelligence activities of the National Foreign Intelligence Community. The CNC, which is housed at CIA headquarters, has three divisions; the CIA Assessments Group, the Community Coordination Group, and the S&T Group. Since its inception, the CNC has made significant

strides in improving the coordination among the NFIC members and between the NFIC and the law enforcement community.

- o Despite the significant progress, several significant problem areas/issues continue to exist. For example: the flow of foreign and law enforcement intelligence information between the two communities must be improved without jeopardizing the equities of either; overseas intelligence roles and missions of intelligence and law enforcement agencies must be clarified; and the duplication of intelligence analysis and production must be reduced while ensuring adequate coverage and support.
- o A recent report by the House Permanent Select Committee on Intelligence recommended that ONDCP be given the authority to approve (not simply certify) the intelligence budget submissions of all drug intelligence agencies so it can ensure compliance with national drug control policies and priorities.

OFFICE OF NATIONAL DRUG CONTROL POLICY

NATIONAL DRUG INTELLIGENCE CENTER

QUESTION

What is the status of the NDIC?

ANSWER

- o NDIC was proposed to centralize efforts among diverse counter-narcotics law enforcement entities to collect, analyze and distribute strategic intelligence analysis on drug trafficking organizations operating in the United States. NDIC would produce drug trafficking intelligence for use by national policy makers, diverse law enforcement entities, and the intelligence community; remote information sharing among these entities; and develop compatibility standards for drug intelligence information collection systems. Studies determined that to be effective a national a drug intelligence center should not be hindered by any individual agency's jurisdiction or resource limitations. The NDIC's coordination and analytical roles are intended to promote the exchange of information which will result in a more efficient and effective use of resources.
- o NDIC is to begin operating in July 1993. It is currently being staffed--35 analysts will be on-board by July--and will be fully operational within the following two years. The primary NDIC facility will be located in Johnstown, PA, as directed by the 1991 Defense Appropriations Act.
- o NDCI needs policy guidance from the Law Enforcement Drug Intelligence Council, which has not yet been established. The NDIC mission remains unclear. While created to emphasize strategic intelligence production, various mission statements describe organizational studies and other operational support activities which are being done elsewhere.
- o The interface between NDIC and the law enforcement agencies is not clearly defined, nor is the flow of information and tasking mechanism. Funding has been adequate but is vulnerable. Funding has been included in Defense Appropriations since FY91. DoD reimburses Justice for NDIC costs. Reimbursements to other participating federal agencies for detailees have not been worked out and may not survive agency and departmental staff reductions and economies.

OR-11
6/8/93

OFFICE OF NATIONAL DRUG CONTROL POLICY

FACT SHEET - MULTIPLE DRUG-RELATED INTELLIGENCE ENTITIES

- o Duplication of effort in drug intelligence activities is largely a result of the fact that most of the agencies engaged in the counternarcotics effort have their own intelligence organizations. With the exception of DEA, each of those intelligence organizations treats the collection and processing of drug intelligence as just one part of a much larger intelligence mission (which, for example, might include military intelligence, technology transfer, non-proliferation, economic intelligence, etc.)
- o No one agency or entity in the U.S. government has the authority to establish priorities, assign tasks and allocate resources for the collection, processing and dissemination of counternarcotics intelligence.
 - The Director of Central Intelligence has the authority to manage those agencies of the National Foreign Intelligence (CIA, DIA, NSA, State/INR) which do counternarcotics intelligence.
 - The Secretary of Defense has authority over those defense counterdrug intelligence activities which are not part of the NFIP. This includes the tactical intelligence activities of the major commands involved in DoD counterdrug operations.
 - The Law Enforcement Drug Intelligence Council was formed to coordinate the counternarcotics intelligence activities of law enforcement agencies. But, apart from one kickoff meeting, the group has not met.
- o A recent report by the House Permanent Select Committee on Intelligence recommended that ONDCP should be given the authority to approve (not simply certify) the intelligence budget submissions of all drug intelligence agencies so it can ensure compliance with national drug control policies and priorities.
 - The ONDCP is the only organization with a charter that includes policy oversight over all the players in drug intelligence.
- o The Director of Central Intelligence should be given the explicit authority to coordinate and manage all drug-related foreign intelligence activities, including those of the

OFFICE OF NATIONAL DRUG CONTROL POLICY

Department of Defense and the law enforcement agencies, in accord with the National Drug Control Strategy and ONDCP guidance.

- o The Law Enforcement Drug Intelligence Council, chaired by the Attorney General, should be energized and begin coordinating the domestic drug intelligence activities of the Federal law enforcement agencies.

MAJOR FEDERAL DRUG INTELLIGENCE AGENCIES AND CENTERS

FOREIGN INTELLIGENCE

Central Intelligence Agency/DCI's Counternarcotics Center

State Department/Bureau of Intelligence and Research

Department of Defense

- o Defense Intelligence Agency/Joint Counterdrug Intelligence Center
- o National Security Agency
- o US Atlantic Command: Joint Task Force Four
- o US Pacific Command:
 - Joint Task Force Five
 - Joint Intel Center, Pacific/Joint Drug Intel Team
- o US Forces Command: Joint Task Force Six
- o US Southern Command: Joint Intel Center
- o North American Air Defense Command
- o 12th Air Force
- o Naval Maritime Intelligence Center

LAW ENFORCEMENT

El Paso Intelligence Center

National Drug Intelligence Center

OFFICE OF NATIONAL DRUG CONTROL POLICY

Drug Enforcement Agency/ Office of Intelligence

U.S. Customs Service/ Office of Intelligence

- o C3I East (with Coast Guard)
- o C3I West

U.S. Coast Guard

- o Office of Intelligence
- o District 7/ Maritime Intel Center

Federal Bureau of Investigation

- o Drug Intelligence Unit
- o Joint Drug Intelligence Groups (several)

OFFICE OF NATIONAL DRUG CONTROL POLICY

INTELLIGENCE DUPLICATION

QUESTION

A recent GAO report noted a large amount of duplication among the facilities and intelligence activities of the agencies that deal with drug trafficking. Will the National Drug Intelligence Center (NDIC) help resolve this problem, or will it just add to the duplication and coordination problems?

ANSWER

- o The purpose of the National Drug Intelligence Center (NDIC) is to answer strategic intelligence questions which are not being addressed by the current counterdrug intelligence agencies. In the sense that the NDIC was conceived to fill strategic intelligence production gaps, the mission of the center does not add to duplication problems.
- o Broadening the NDIC's mission to include trafficking organization studies, however, creates redundancies. Several counterdrug agencies already produce such studies, often in competition with one another. The counterdrug agencies will argue that their operational needs require in-house control of such studies and will not relinquish such tasks to an outside production center.
- o The mission of NDIC has to be clearly defined or it will end up being one more intelligence center competing for limited information and resources, confusing rather than clarifying counterdrug intelligence analysis.
- o To keep to a defined mission, it is important that NDIC's development and operations be under the guidance and direction of the Law Enforcement Drug Intelligence Council (LEDIC). The LEDIC must define the types of intelligence products and studies which NDIC will provide and ensure that NDIC has access to appropriate counterdrug information databases to complete the mission. With steadfast LEDIC leadership, the NDIC could fill intelligence production gaps, not duplicate other counterdrug efforts. Without such direction, NDIC will add to the duplication of drug intelligence efforts which are not only wastefully redundant, but also conflicting and confusing.

OFFICE OF NATIONAL DRUG CONTROL POLICY

ONDCP'S INTELLIGENCE AUTHORITY

QUESTION

This same GAO report points out that ONDCP is responsible for managing counterdrug intelligence, but that it does not have the authority to direct any agency intelligence activities. In your opinion, what, if any, additional authority does ONDCP need to effectively manage/coordinate the intelligence activities of the many intelligence entities engaged in counterdrug activities?

ANSWER

- o ONDCP has the same general authorities over drug intelligence entities that it has over the rest of the drug control structure -- strategy development and coordination, budget certification, etc. Intelligence elements, however, are generally more difficult to identify and their activities more difficult to define and measure. The Federal government spends several hundred million dollars a year on drug intelligence but much of that is "buried" in the DOD budget or in the budgets of law enforcement agencies such as DEA, Customs, FBI, etc.
- o The House Permanent Select Committee on Intelligence recently recommended that the ONDCP "... should be given clear authority to review, make changes, and approve the anti-narcotics budgets of the participating agencies...." Having greater authority over intelligence budgets would improve ONDCP's ability to ensure that intelligence resources are effectively applied. Through comprehensive and "intrusive" program monitoring, ONDCP would be knowledgeable of intelligence programs and efforts to enable it to effectively carry out budget authority.
- o Responsibility for day-to-day management of intelligence functions should be retained in the departments and agencies. To maximize capabilities and minimize duplication among agencies, the Attorney General should exercise her broad programmatic leadership (management) over domestic law enforcement intelligence efforts through the Law Enforcement Drug Intelligence Council. The DCI, through the Counternarcotics Center, should have direct authority and responsibility for coordinating (and maximizing the effectiveness of) Foreign and Defense drug intelligence programs.



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

March 16, 1993

NOTE TO JENNIFER O'CONNOR
ANDRE OLIVER

The House Permanent Select Committee on Intelligence, chaired by Rep. Dan Glickman (D-Kansas), recently sent me a copy of a TOP SECRET report issued by the Committee called "Intelligence Support to Counternarcotics."

The Committee has advised me that the recommendations to this report are unclassified, so I am attaching them for your information and consideration. You will note that the first recommendation applies very specifically to ONDCP. On its face, this recommendation appears to be in accord with existing legislation, but in fact would entail significant modifications. I would be happy to discuss these with you at your convenience, if you're interested. I would also be pleased to discuss the rest of the recommendations too.

Bruce Carnes
Acting Director

Attachment

cc: Ricia McMahon

RECOMMENDATIONS

1. *The Office of National Drug Control Policy should be given clear authority to review, make changes and approve the anti-narcotics budgets of all participating agencies and departments before they are submitted to Congress. ONDCP should ensure that budgets are consistent with national policy.*
2. *The Counternarcotics Center should be the intelligence community's lead agency for the provision of intelligence support to law enforcement agencies and it should be responsible for coordinating and directing the counternarcotics activities of all intelligence agencies. The CNC's authority over all elements of the intelligence community should be clearly stated by the President and the Director of Central Intelligence.*
3. *Airborne reconnaissance and detection and monitoring missions should be coordinated with and conducted in support of law enforcement agencies. There needs to be one single focal point for coordinating all such missions, irrespective of the agency or department responsible for their implementation.*
4. *The budget for detection and monitoring should be substantially reduced. Such support should be provided only for missions cued by intelligence or for which there exists law enforcement resources which can apprehend suspected traffickers.*
5. *The Community Management Staff (CMS) should undertake a study of all the various roles and missions of all the intelligence centers currently providing and projected to provide support to counternarcotics. This study should examine the utility of finished intelligence to the law enforcement community and policymakers, identify duplicative analytic efforts, assess the capability of the centers to provide timely tactical intelligence and consult with law enforcement agencies on ways to appropriately improve intelligence support.*
6. *The Director of Central Intelligence should ensure that intelligence center analytic efforts are not duplicative, assign specific responsibilities to those centers over which the NFIP has authority, and ensure that those responsibilities are carried out. The Secretary of Defense should do the same for those activities under the Department's cognizance.*
7. *Except for operations support purposes, intelligence analysts located within the defense department's Joint Task Forces should be transferred to the Unified Command's Joint Intelligence Centers.*

8. *The administration should reconsider the establishment of a National Drug Intelligence Center. The DEA's El Paso Intelligence Center (EPIC) could serve as the premier law enforcement intelligence center.*

9. *The "Linear Approach" to attacking cocaine and the "Linkage Strategy" for heroin have proven to be effective ways to focus intelligence resources on counternarcotics. These efforts should continue to be fully coordinated with the law enforcement community.*

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OFFICE OF NATIONAL DRUG CONTROL POLICY
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COMMISSION ON MODEL STATE DRUG LAWS - FACT SHEET

- o Section 7604 of Public Law 100-890 established a National Commission on Measured Responses to Achieve a Drug-Free America by 1995.
- o Duties of the Commission, now known as the President's Commission on Model State Drug Laws, as specified in P.L. 100-890 include developing a proposed uniform code of State laws to include:
 - appropriate penalties for drug offenses;
 - participation in rehabilitation and treatment programs;
 - appropriate use of drug testing;
 - efforts to educate the public on the dangers of drug abuse as a means of reducing demand;
 - forfeiture of assets of violators of State drug laws;
 - cooperative ventures among the Federal, State, and local levels;
 - methods to interdict illegal drugs at our borders, eradicate crops of illegal drugs, and cease the manufacture of illegal drugs; and
 - other means of preventing drug abuse.
- o The Commission consists of 23 Presidentially-appointed Commissioners, (12 Democrats and 11 Republicans), and a professional staff of 3 individuals.
- o Funding for the Commission's operations, totalling \$1 million, is provided through the Special Forfeiture Fund. It is anticipated that all funding will be expended by the end of June, 1993.

OFFICE OF NATIONAL DRUG CONTROL POLICY
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COMMISSION ON MODEL STATE DRUG LAWS - FACT SHEET

- o The Commission has conducted a series of public hearings, focusing on the following issues:
 - Economic remedies against drug traffickers (San Diego - 1/6/93);
 - Community mobilization and coordinated state drug-planning mechanisms (Detroit - 1/27/93);
 - Crimes code enforcement as weapons against drug offenders (Tampa - 2/16/93);
 - Drug and alcohol treatment (Philadelphia - 3/10/93); and
 - Drug-free families, schools, and workplaces (Washington, DC - 3/31/93).
- o The Commission will submit a final report, including the recommended model legislation, in July, 1993. This report will be sent to the Governors of the states and disseminated widely through professional conferences and organizations in the prevention, education, treatment, law enforcement, and corrections communities.

COMMISSIONERS

KENT B. AMOS, of Washington, D.C. Mr. Amos has devoted much of his life emotionally and financially encouraging young people to reject drugs and complete their education. Mr. Amos established the Triad Group consulting corporation, in 1986, after serving as Director of Urban Affairs for the Xerox Corporation from 1971 to 1986.

RAMONA L. BARNES, of Alaska. Representative Barnes has served as a Member of the Alaska State House of Representatives since 1979. She has served as Chairman of the Alaska House Judiciary Committee, as a member of the Corrections Finance Sub-Committee, and as Chairman of the Legislative Committee. Ms. Barnes is also a member of the Governor's Task Force on State-Federal Tribal Relations, the Citizen's Advisory Commission on Alaska Lands, the Alaska Representative State's Rights Coordinating Council, and the Alaska Delegate Council of State Governments.

RALPH R. BROWN, of Iowa. Mr. Brown has been Partner with the law firm McDonald, Brown, and Kimble since 1977. He serves as a member of the Department of Agriculture's Citizen's Advisory Committee on Equal Opportunity. Mr. Brown served as Secretary of the State Senate of Iowa from 1973 to 1975.

KEITH A. BUTLER, of Michigan. Reverend Butler serves as a member of the Detroit City Council. Reverend Butler is Founder and Pastor of the World of Faith Christian Center in Detroit. In addition, Mr. Butler served on the U.S. Civil Rights Advisory Committee and the Advisory Board of the Henry Ford Hospital Continuing Care Program.

RONALD D. CASTILLE, of Pennsylvania. Mr. Castille is with the law firm of Reed, Smith, Shaw, and McClay in Philadelphia. He served for five years as District Attorney of Philadelphia. In 1991, Mr. Castille received the National District Attorney's Association President's Award for Outstanding Service.

KAY B. COBB, of Mississippi. Senator Cobb was elected to the Mississippi State Senate in 1991, and serves as Vice Chairman of the Mississippi Senate Judiciary Committee. She is also a member of the Governor's Criminal Justice Task Force. Senator Cobb served as Senior Attorney of the Mississippi Bureau of Narcotics and was Executive Director of the Mississippi State Prosecutor's Association.

SHIRLEY D. COLETTI, of Florida. Ms. Coletti is President of Operational Parental Awareness and Responsibility, and served as a member of the Department of Health and Human Service's National Advisory Council on Drug Abuse. Ms. Coletti served on the Florida Juvenile Justice and Delinquency Prevention Advisory Committee, and as a member of the United States Senate Caucus on International Narcotics Control.

SYLVESTER DAUGHTRY, of North Carolina. Mr. Daughtry is Chief of Police in Greensboro, North Carolina and is Vice President of the International Association of Chiefs of Police. Chief Daughtry also serves as a member of the Commission on Accreditation for Law Enforcement Agencies.

DAVID A. DEAN, of Texas. Mr. Dean is currently a Shareholder of Winstead, Sechrest, & Minick P.C., and recently facilitated the establishment of the Texas "Mayors United on Safety, Crime & Law Enforcement" (M.U.S.C.L.E.). He is also active with the Greater Dallas Crime Commission and has served as its Chairman. Mr. Dean is a member of the Executive Committee and the Board of Directors of the National Crime Prevention Council, and chairs its Public Policy Subcommittee. Mr. Dean was General Counsel and Secretary of State to former Texas Governor Bill Clements.

STEVEN GOLDSMITH, of Indiana. Mr. Goldsmith is currently Mayor of Indianapolis. He previously served 12 years as Indianapolis District Attorney and has a broad drug policy background. Mayor Goldsmith is a member of the Board of Directors of the American Prosecutors' Research Institute (APRI), and Editor of Prosecutor's Perspective.

DANIEL S. HEIT, of Pennsylvania. Mr. Heit is President of Therapeutic Communities of America, a treatment group involving patients referred from the criminal justice system. He is the Director of the Abraxas Foundation with fifteen treatment centers in Pennsylvania and West Virginia.

ROSE HOM, of California. Ms. Hom currently serves on the Los Angeles Superior Court supervising judges in the Juvenile Delinquency Branch. She is a former member of the Los Angeles Municipal Court and served as a Deputy Public Defender for Los Angeles County.

RICHARD P. IEYOUB, of Louisiana. Mr. Ieyoub serves as Attorney General of Louisiana after serving as Lake Charles District Attorney. He is the former President of the National District Attorney's Association.

KEITH M. KAMESHIRO, of Honolulu, Hawaii. Since his election as Honolulu Prosecuting Attorney in 1989, Keith has actively pursued efforts to shut down international drug trafficking networks to America. His joint enforcement efforts with Hong Kong, Japan, South Korea, and the Philippines, have been widely praised by national law enforcement organizations and experts.

VINCENT LANE, of Illinois. Mr. Lane is Chairman of the Chicago Housing Authority and Chairman of the Department of Housing and Urban Development's Severely Distressed Housing Commission. Mr. Lane is the founder of Urban Services and Development, Inc., and in 1987, was chosen by former Chicago Mayor Harold Washington to serve on the Mayor's Navy Pier Development Corporation.

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DANIEL E. LUNGREN, of California. Mr. Lungren is the Attorney General of California and served as a Member of the United States House of Representatives from 1979 to 1989. He also is a member for the National Association of Attorneys General (NAAG) Criminal Law Committee, and a member of the Executive Working Group.

ROBERT H. MACH, of Oklahoma. Mr. Macy is President of the National District Attorneys' Association (NDAA). He is also Chairman of NDAA's Drug Control Committee and a member of the Board of the Directors of the American Prosecutors' Research Institute (APRI).

N. HECTOR McGEACHY, JR., of North Carolina. Mr. McGeachy has been Senior Partner with the law firm of McGeachy and Hudson for over fifty years. He is a former North Carolina State Senator and recipient of a Bronze star. Mr. McGeachy also served as Chairman of the North Carolina Grievance Commission from 1985-1988, and as a Presidential Conferee to the White House Conference for a Drug-Free America.

EDWIN L. MILLER, JR., of California. Mr. Miller is District Attorney of San Diego County. He is a founding member of the National District Attorneys' Association (NDAA) and the American Prosecutors' Research Institute (APRI). Mr. Miller is also a member of the Executive Working Group for Prosecutorial Relations. He has served as President and Chairman of the Board of NDAA.

JOHN D.O'HAIR, of Michigan. Mr. O'Hair is Wayne County Prosecutor and served for fifteen years as Wayne County Circuit Judge. In addition, Mr. O'Hair served on the Common Pleas Court from 1965 to 1968.

JACK M. O'MALLEY, of Illinois. Mr. O'Malley is the State's Attorney for Cook County, Illinois. Mr. O'Malley is a former partners with the law firm Winston and Strawn, a veteran Chicago police officer, and is a member of the Chicago Bar Association.

RUBEN B. ORTEGA, of Arizona. Mr. Ortega is the former Phoenix Chief of Police and currently serves as a member of the President's Drug Advisory Council. Mr. Ortega served on the Executive Committee of the International Association of Police Chiefs, the U.S. Attorney General's Crime Study Group, and the Police Policy Board of the U.S. Conference of Mayors.

ROBERT T. THOMPSON, JR., of Georgia. Mr. Thompson is Partner with the law firm of Thompson, Mann & Hudson. Mr. Thompson also serves as a member of the Metropolitan Atlanta Substance Abuse Task Force and the South Carolina Commission on Alcohol and Drug Abuse.

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PRESIDENT'S COMMISSION ON MODEL STATE DRUG LAWS

MODEL LEGISLATION

COMMUNITY MOBILIZATION

Community Mobilization Act
Community Mobilization Funding Act
Crimes Code Provisions to Protect Law-Abiding Tenants and Neighbors
Anti-Drug Volunteer Protection Act
Expedited Eviction of Drug Traffickers Act
Drug Nuisance Abatement Act
Drug and Alcohol Abuse Policy and Planning Coordination Act

TREATMENT

Family Preservation Act
Treatment for Children With Drug and Alcohol Problems Act
Managed Care Consumer Protection Act
Medicaid Addiction Costs Reduction Act
Addiction Costs Reduction Act
Caregivers Assistance Act
Health Professionals Training Act

ECONOMIC REMEDIES

Commission Forfeiture Reform Act
Money Laundering Act
Money Transmitter Licensing and Regulation Act
Ongoing Criminal Conduct Act
Demand Reduction Assessment Act
Financial Transaction Reporting Act

CRIMES CODE

Wiretapping and Electronics Surveillance Control Act
Continued Access to Electronic Communications Act
State Chemical Control Act
Driving While Under the Influence "DUI" Act
Controlled Substances Analogue
Prescription Drug Accountability Act

DRUG-FREE FAMILIES, SCHOOLS AND WORKPLACE

DRUG-FREE FAMILIES:

Sensible State Advertising Act
Underage Alcohol Consumption Reduction Act
Preventive Counseling Services for Children of Alcoholics and Addicts Act
Tobacco Vending Machine Restriction Act
Revocation of Professional or Business License for Drug Conviction Act

DRUG-FREE SCHOOLS:

K-12 Substance Abuse Instruction Act
Intervention for Students with Substance Abuse Problems Act
Drug-Free School Zone Amendments Act
Smoke-Free Schools Act
Alcohol- and Drug-Free Universities and Colleges Act
Commission Recommendations on Truancy

DRUG-FREE WORKPLACES:

Drug-Free Public Work Force Act
Drug-Free Private Sector Workplace Act
Drug-Free Workplace Act
Drug-free Workplace Worker's Compensation Premium Reduction Act
Employee Assistance Professionals Act