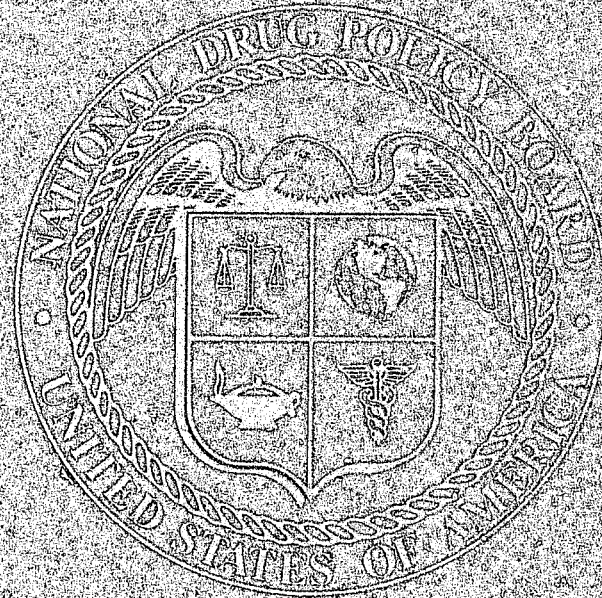


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A Report from the
National Drug Policy Board

Toward a Drug-Free America

The National Drug Strategy
and Implementation Plans



116111

1988

The National Drug Policy Board Seal

On March 26, 1987, the President signed Executive Order 12590 creating the National Drug Policy Board. The Policy Board centralizes oversight for all aspects of the Federal anti-drug effort, which extends from diplomatic initiatives to achieve increased international cooperation against the global narcotics threat to domestic law enforcement activities and the broad range of activities aimed at preventing illegal drug use, and treating and rehabilitating users.

The seal of the National Drug Policy Board was designed by the Board's first Chairman, Attorney General Edwin Meese III, to depict the breadth of the Policy Board's responsibilities and the scope of the nationwide effort against drugs.

In the center of the seal is a shield — a recognized symbol of authority. On the shield are scales, globe, lamp and caduceus representing the range of Federal agencies and missions engaged in the crusade for a drug-free nation.

The scales, a traditional symbol of justice, represent the nationwide law enforcement and criminal justice systems and agencies engaged against illegal drugs and attendant criminal activity.

The globe recognizes that drugs are of worldwide concern and that the fight against drugs is international. It also represents the nation's diplomatic and other initiatives to stop the flow of drugs from source and transshipment countries.

The lamp, a worldwide symbol of knowledge, reflects the central role that knowledge and education play in preventing illegal drug use, and represents the diverse educational activities of all levels of government throughout the country.

And the caduceus, an historic symbol of the medical profession, recognizes the medical and health dimension of the nation's drug problem and represents the nationwide medical, health and social service activities involved in treatment and in helping all Americans build drug-free, productive lives.

Supporting the shield is a stylized version of the eagle, which symbolizes the nation, its people and its government. This eagle expresses the determination of the people to achieve a drug-free nation, and the role of the Federal government in supporting the anti-drug efforts of individual Americans and their institutions.

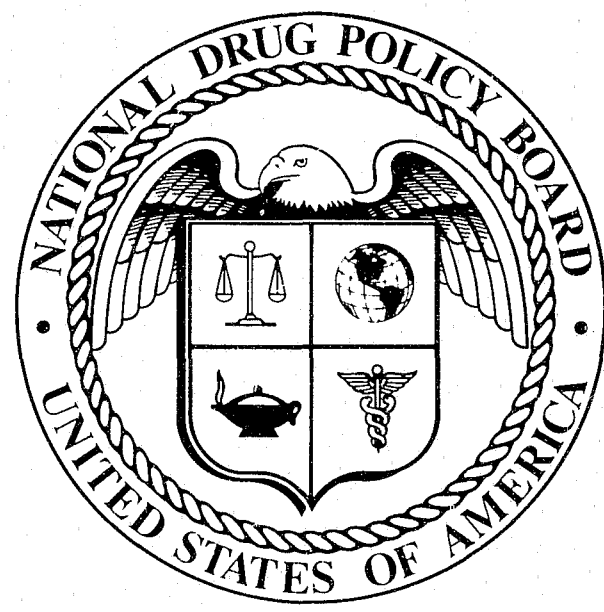
Bounding the seal is a circle of rope, which demonstrates that every element of American society is involved in the crusade for a drug-free nation.

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Toward a Drug-Free America

The National Drug Strategy and Implementation Plans

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Building a Drug-Free Future

Edwin Meese III

Chairman of the National Drug Policy Board

Putting an end to illegal drug use has been a high priority since the earliest days of the Reagan Administration. In the past seven years, the President has steadily increased the pace of our progress toward his goal of a drug-free America. President Reagan's vision of a future without drug abuse is not some naive or utopian hope for the years ahead, but a challenge to government and citizen alike to overcome the drug problem that so severely threatens our nation.

The President's challenge brings into sharp focus the awful truth: illegal drugs and the tragic consequences of drug abuse have reached into every community. Drugs have touched every American family — either directly or through association with colleagues, friends, neighbors and relatives. And drugs threaten our society as surely as has any enemy in the past.

Drug use jeopardizes America's strength at home and abroad; it undermines the achievements of past generations, and threatens our future. Drug dependent Americans cannot be the defenders of freedom in a dangerous world, or the guardians of personal liberty at home; nor can they set the economic, academic and scientific pace for developed nations. Drug use places at risk the historic character of the American people, our liberties and our prosperity. And most chilling of all, it has already tarnished the legacy we leave to our children. If we do not solve the nation's drug problem, future Americans will not inherit a land of limitless opportunity or share the vision of a better world that are the foundations of our heritage as Americans.

Make no mistake about this: a society that fails to overcome the menace of drugs or remains powerless to protect its youth from illegal drugs is doomed to a short life.

Illegal drugs threaten our society as much

as any enemy ever has. Some have compared our crusade against drugs to a war. But this is not a contest between nations fought by military forces. Drugs are a more elusive and challenging enemy than another nation could ever be. There is no enemy army we can target. In combatting drugs, we must target the appetite of some Americans for illicit drugs, our own attitudes toward illegal drugs and those who use them, and the organizations within our nation and elsewhere that profit from the drug trade.

Under the Reagan Administration, the United States has achieved a number of successes against drugs. The 250 percent increase in anti-drug budgets since 1981 has paid off. We have prevented tremendous amounts of drugs from reaching our shores; we have attacked drug traffickers and put thousands behind bars; we have built clinics and hospitals to treat the victims of drug use; and we have enlisted schools, churches, and communities against the enemy.

But drugs remain a tremendous national problem. Our most potent weapon against drug abuse is the determination of individual Americans to rid their communities and their nation of drugs. The effort of each American, backed by strong leadership from the national government and comprehensive action by state, local and Federal governments is the only solution to the nation's drug problem.

And that is exactly the course that is set in the National Drug Strategy. Since the President first promulgated his strategy for ending drug abuse in 1982, that strategy has been refined and expanded periodically to accommodate the changing nature of the drug threat and America's growing intolerance toward drug abuse. This document is

a comprehensive and current summary of the most recent iteration of the President's strategy and plans developed by the National Drug Policy Board to implement that strategy. It provides a snapshot of the strategy and the continuing Federal effort against drug trafficking and drug abuse.

This strategy reflects the determination of the nation; it builds on our past successes and maps our journey toward the Presi-

dent's vision of a drug-free future. Americans will see in these pages that their government shares their goal of protecting themselves, their families and their communities from drugs. More important, they will see that the Federal government is organized, prepared for and already engaged in a long term offensive against every element of the drug problem.

This is a prescription for success.

Edwin Meese III

Chapter 1

Toward a Drug-Free America

The National Drug Strategy

Strategy

Strategy is a broad statement of how the nation will exercise the instruments of power to protect its vital interests. Strategy gives direction and guidance to Federal agencies as they develop and implement their own strategies to achieve subordinate goals or objectives that contribute to attaining the nation's vital interest. The National Drug Strategy provides an overarching framework of guidance for government agencies in pursuit of the national interest.

Vital National Interest Threatened by Drug Abuse.

The most fundamental value or interest of our nation is survival of the American people as a free and prosperous society. This bedrock interest motivates every action of our government — from maintaining sufficient military forces to deter attack on ourselves and our allies, to sending food to foreign lands and educating our children. It is also the foundation of the nation's goal of freedom from drug abuse.

"In this crusade, let us not forget who we are. Drug Abuse is a repudiation of everything America is. The destructiveness and human wreckage mock our heritage."

— President Reagan

Drug abuse threatens our society. The extent of that threat has grown to tremendous proportions. Consider these few examples of how seriously we are threatened by drug abuse:

- According to the most recent survey of American households by the National Institute for Drug Abuse, 37 percent of all Americans over 12 years old -- more than 70 million people -- have tried an illegal drug and 12 percent of the population are thought to have used an illegal drug in the past month.

- In 1987, about one-half of all high school seniors report having tried marijuana, 36 percent tried it in the past year, and 21 percent used it in the past month.
- Americans waste billions of dollars on illegal drugs each year.
- The Bureau of Alcohol, Tobacco and Firearms reports that Jamaican criminal drug organizations are suspected in more than 800 drug related murders nationwide during the past three years.
- Drug abuse and drug violence have reached our children; elementary school children have been found selling drugs, and some have been killed by drug organizations.
- Cocaine, heroin and other illegal drug use was the cause of death for more than 3,000 Americans in 1987 according to Drug Abuse Warning Network Statistics, which do not report all drug mortalities.
- More than one third of Federal prison inmates were convicted of drug related offenses.
- International drug cartels, dealing in billions of dollars worth of profit, have grown so strong that they threaten legitimate governments in some parts of our own hemisphere — and actually control parts of some countries.
- Some inner-city hospitals report huge increases in newborn infants testing positive for drugs. In fact, the New York City Commissioner for Human Services reported a 284 percent increase in new-

borns testing positive for drugs during the past two years.

The nation's drug abuse problem has reached such proportions that the nation is at risk. Recognizing this, and responding to the urgent concerns of parents across the country, First Lady Nancy Reagan launched a campaign to make all Americans aware of the dangers of illegal drug use and to enlist their support to bring an end to illegal drug use. Mrs. Reagan has led a nationwide campaign that has helped create the national movement against drug abuse. Today, Americans recognize that drug dependency robs us of the creative genius and labor of so many Americans; it diverts scarce government resources from more productive activity; it threatens our health and that of our children; it undermines our society, our institutions and our families; it tarnishes American prestige worldwide; and it casts a pall over the future of our children. More importantly, they are prepared to act.

National Goal: Drug-Free Nation

Drugs present a clear threat to our fundamental values. Achieving a drug-free nation is clearly a vital national interest. *And that is exactly the course that the President has set.* But high level national interests must be translated into manageable goals that can be defined sufficiently to guide the development of a strategy. Toward that end, President Reagan has described six goals as the foundation of the national strategy to end drug abuse.

- *Drug-Free Workplaces:* Illegal drugs rob our economy of productive labor. Drug abuse can impair the judgement and skills of those on whom we depend for safety in the work place.
- *Drug-Free Schools:* Prevention of drug abuse among the nation's youth is the key to the future health of the nation.

- *Expanded Treatment:* About 23 million Americans have used an illegal drug and while not all require treatment in order to stop, making treatment available to those who need it is an essential step toward a drug-free nation. Those afflicted must be identified, treated and restored to the mainstream for their own benefit and the health of the nation.
- *Improved International Cooperation:* Drugs are a problem around the globe. International cooperation in prevention, treatment and attacking drug traffickers is essential to the welfare of all nations. All but a small portion of the illicit drugs consumed in the United States originate in other countries. The cooperation of those governments is essential to stop the flow of illegal drugs across United States borders.
- *Strengthened Drug Law Enforcement:* Federal, state and local drug enforcement authorities need additional resources to deal with drug trafficking organizations at all levels. Better tools are also needed including new legislation in such areas as minimum sentences for drug offenses, and increased coordination of local, state and Federal law enforcement agencies.
- *Increased Public Awareness and Prevention:* Law enforcement, interdiction of drugs, treatment and school programs are essential to success against drugs, but alone they are not enough. The full support of every American is also essential to solving our drug problem. The majority of Americans have already said no to illegal drugs in their lives. They must help others to make the same decision — that is the key to success in this national effort.

These six goals present Federal agencies with clear targets for their anti-drug efforts that translate into attainable objectives from

which they build plans to use the resources entrusted to them.

The drug strategy recognizes that the vital interest in a drug-free future does not exist in a vacuum. Other national interests and goals — such as national security — must be accommodated. Further, the strategy reflects a realistic understanding of the nature of the drug threat to the United States and is consistent with the traditional division of labor in our system of government.

Strategy Focuses on Supply and Demand.

The National Drug Strategy establishes two essential objectives, which respond to the President's six goals: reduce the supply of illegal drugs and eliminate the demand for illicit drugs in the United States. These objectives recognize that America's drug abuse problem and attendant criminal activity are sustained by both the supply of drugs and the appetite of some Americans for illegal drugs.

Solving our drug problem requires a reduction in the demand for the illegal drugs that sustain criminal drug enterprises. As long as Americans are willing to pay for illegal drugs, someone will undertake the considerable risk involved in meeting that demand. Our experience in drug law enforcement confirms the importance of eliminating the demand for drugs. America's law enforcement agencies have put thousands of drug traffickers into prison, seized their assets worth millions of dollars, and intercepted huge quantities of drugs bound for our borders and within the United States. But the drug problem remains, and criminal drug activity continues to spread.

Clearly, our vigorous efforts and the damage inflicted on the drug traffickers and producers have not offset the lure of the tre-

mendously profitable United States drug market. Increasing law enforcement and interdiction — even sealing the borders — will not solve the drug problem as long as the demand for illegal drugs continues to seduce Americans and others with promises of immense wealth.

While the resilience of the illegal drug trade demonstrates that demand reduction is critical to solving the drug problem, that is not the only reason this strategy focuses sharply on demand. The nation's drug problem exacts a huge price on our society. It is an anchor that threatens progress and jeopardizes fundamental American values. Reducing demand means fewer Americans using illegal drugs — and that means more healthy, productive, and creative Americans. With each victory — each child who rejects drugs, each adult who intervenes in the drug behavior of a co-worker, each drug user rehabilitated — America grows stronger and moves more confidently to meet the economic, industrial and international security challenges ahead. Equally important, success in reducing the demand for drugs weakens the drug traffickers and helps to free our streets of their violent trade.

Although demand reduction is the key to a drug-free future, there is still a pressing need to maintain law enforcement and other programs designed to reduce the supply of drugs. Effective law enforcement action, against those who profit from drugs and against those who use drugs, protects our society, weakens the drug traffickers, and facilitates demand reduction. Success in drug law enforcement impacts on the drug trade and increases the perception of risk associated with drug-involved behavior, which will deter some potential users and traffickers.

The President's goals and the National Drug Strategy focus on stopping the supply of drugs *and* eliminating the demand —

Cocaine

How It Hurts

Daily or "binge" users characteristically undergo profound personality changes. They become "coked out." They are confused, anxious, and depressed. They are short-tempered and grow suspicious of friends, loved ones, and co-workers. Their thinking is impaired; they have difficulty concentrating and remembering things. Their work and other responsibilities fall into neglect. They lose interest in food and sex. Some become aggressive, some experience panic attacks. The more they use the drug, the more pronounced their symptoms become. Over time, cocaine begins to exact a toll on the user's body as well as his mind.

Those who sniff the drug regularly experience a running nose, sore throat, hoarseness and sores on the nasal membranes (sometimes to the point of perforating the septum.) Many experience shortness of breath, cold sweats, and uncontrollable tremors as their consumption increases. Long-term use may damage the liver.

Because cocaine kills the appetite, many habitual users suffer from malnutrition and lose significant amounts of weight. Poor diet results in nutritional deficiencies and a host of other problems, many of which are compounded by a lack of sleep and a deterioration of personal hygiene.

Intravenous users risk hepatitis, AIDS, and other infections from contaminated needles. Freebase smokers risk harm to the lungs.

Because adolescents are growing and therefore more vulnerable to drug effects, cocaine can be even more harmful to youngsters than to adults.

Extracted from an article by Dr. Reed Bell, former Director of the Office of Substance Abuse Prevention in the Department of Education's *Challenge* newsletter, March 1987.

complementary objectives in the pursuit of a drug-free future. The strategy is organized into nine specific implementation strategies. Five of those strategies address primarily the supply of drugs and four address primarily the demand for drugs. These nine strategies are realistic plans with attainable objectives. Further, they comprehend the complex nature of the drug problem in the United States.

The Nature of the Drug Problem: Multi-dimensional.

The many dimensions of the drug problem are reflected in the breadth and diversity of the President's goals and the National Drug Strategy. Among some of the most significant aspects of the drug abuse threat are:

Health Dimension.

Illicit drug use is associated with significant health consequences. In addition to mortality rates and hospital emergency room data described above, there are other indications of how drug abuse impairs health:

- The tragic deaths of very talented young athletes in the dawn of promising careers testify to the severity of cocaine's health consequences. Cocaine's effect on the cardiovascular system can be fatal.

There are other pertinent indicators of how drug abuse may impact health:

- Recent evidence suggests that a marijuana cigarette may have several times the tar content of a tobacco cigarette.
- Hepatitis, a serious liver disorder, is a common complication of drug abuse, but chronic drug users may also suffer from recurrent pneumonia and tuberculosis.
- LSD and some other drugs are believed to cause chromosomal damage.

- Cocaine use by pregnant women presents severe risk of miscarriage due to increased blood pressure and contractions of the uterus. Cocaine also constricts arteries leading to the womb, which diminishes fetal blood supply and endangers the unborn baby.

The health aspects of the drug abuse problem have been brought into even sharper focus by the relationship between intravenous drug use and Acquired Immune Deficiency Syndrome (AIDS) in recent years. AIDS can be transmitted through shared drug paraphernalia. New York City, which has more AIDS cases than any other United States city, has estimated that intravenous drug use was responsible for 35 percent of known AIDS cases. Even more tragically, some inner city hospitals are reporting sizeable numbers of births with congenital AIDS.

Drug use exacerbates other medical problems and increases the cost of health care for the entire nation. Health insurance premiums rise, accident rates — on and off the job — increase, and the care load on public facilities, especially in economically deprived areas, is stressed. Drug use and the health care required to deal with the medical aspect of drug abuse harm the economy. In fact, one study suggests that the cost to treat an infant born to a crack cocaine addicted mother may be as high as \$125,000 per baby. Finally, drug abuse diverts scarce resources that could be employed in treating other high priority medical problems.

Law Enforcement/Criminal Justice Dimension

The law enforcement problem is itself very complicated. Drug abuse is clearly linked to crime and drug abusing criminals commit four-to-six times more crimes than non-drug abusing offenders. Further, law enforcement agencies must target a

Phencyclidine or PCP

Physical and Psychological Damage

PCP affects motor and autonomic nervous system functions as well as sensory perceptions and behavior. Physical effects include stroke, brain hemorrhage, hyperthermia with body temperatures as high as 108 degrees, increased heart rate, shortness of breath, sweating, increased salivation, increased secretions from the lungs, urinary retention, wheezing and severe bronchial spasms. Bizarre movement disorders, such as tremors, writhing, and jerky movements may occur, and grand mal convulsive seizures and prolonged seizures may follow high doses. Death can occur from respiratory depression, seizures, or cardiovascular collapse.

The psychological effects of PCP are unpredictable. Users report a range of effects including a sense of euphoria and well-being, excitement, exhilaration, sedation, drunkenness, and slow or speeding thoughts. Outwardly, users may be disoriented and confused and their speech may be slurred.

The most significant, observable change is in the personality of the user. Mood fluctuations, distortions in thinking, deterioration of attitudes, lack of personal responsibility and impairment in judgement regularly accompany PCP use.

Higher doses of PCP have produced violent psychosis with psychotic reactions that can last for weeks. These reactions include auditory and visual hallucinations, delusions, and paranoia. While these symptoms are most common at higher doses, they can occur at any level of use and may distort perceptions to the point that the user commits suicide or acts of violence against others. The question of permanent brain damage from PCP has not been settled.

Extracted from an article by Dr. Norman Miller, Medical Director, Alcohol and Drug Program at Fair Oaks Hospital, Summitt, NJ in the Department of Education's Challenge newsletter, March 1988.

range of drug-related criminal activity — from smuggling a pocketful of marijuana across the border to the illegal removal of funds from the nation. Among the diverse activities that law enforcement agencies must target are:

- *Drug Smuggling into the United States.* Stopping smugglers is a tremendous task since America's borders are extensive and extremely busy. For example, 265 million people and 94 million land vehicles cross our land borders each year; more than 330,000 commercial and private vessels enter United States ports each year; 421,000 commercial aircraft land at United States airports with 30 million passengers; almost 7.5 million containers laden with all manner of cargo arrive from outside the United States each year. Detecting and interdicting drugs while still respecting Constitutional rights and traditional freedom of movement present obstacles.
- *Cannabis Growth in United States.* Approximately 25 percent of the marijuana consumed in the United States is illegally grown and harvested in this country.
- *Domestic Clandestine Laboratories and Manufacturing Plants.* Laboratories that produce illegal drugs from products smuggled into the nation and facilities manufacturing illegal drugs from legal or controlled chemicals must be identified and stopped.
- *Drug Distribution Systems, Facilities and Personnel.* The highly organized national and international criminal activities must be targeted. This is an imposing task. The Federal Bureau of Investigation (FBI) and Drug Enforcement Administration (DEA) have identified hundreds of major drug trafficking organizations — including more than 200

Colombian drug organizations in South Florida alone.

- *Precursor and Essential Chemicals.* Chemicals required to process drugs, such as ether for cocaine, must be controlled and monitored to protect against diversion to illicit drug production.
- *Legitimate Drug Diversion.* The production of legal drugs must be controlled to protect against theft or other diversion to the illicit market.
- *Corruption of Public Officials.* The huge profits of the drug organizations make corruption of public officials a very real problem that must be addressed by law enforcement agencies.
- *Drug Organization Leaders.* The leadership of drug organizations, often effectively insulated against the actual drug operation but growing rich off the profits, must be targeted and attacked. Frequently, sophisticated financial investigations are the only avenue to attack these criminals.
- *Money Laundering Financial Institutions and Businesses.* Institutions that participate in the laundering of drug profits and removal of fiscal resources from the United States must be targeted.
- *Illegal Drug Use.* The illicit use of drugs is a criminal violation and those who use illegal drugs must be held accountable for their behavior. Further, they must share responsibility for the entire range of criminal, and often brutal, activity required to supply those illicit substances. They are not victims of the crime, but participants in it.

Clearly, the diversity of the targets, the size and sophistication of the organizations involved and the huge profits available present tremendous law enforcement challenges.

Steroids

“Instant Gratification...But at What Price?”

Steroids may increase muscle mass; but the health consequences can include chronic illnesses, such as heart disease, liver trouble, urinary tract abnormalities, sexual dysfunction, and a shortened life.

Steroids have been known to promote violent, aggressive behavior. A study revealed that among athletes who took anabolic steroids, one-eighth experienced a psychotic episode researchers call “bodybuilder’s psychosis.” The participants in the study heard voices, believed they could jump out of third-story windows without harm, saw imaginary enemies, and exhibited other erratic behavior.

Extracted from an article by John C. Lawn, Administrator of the Drug Enforcement Administration in the Department of Education’s *Challenge* newsletter, November 1987.

Adding to the problem is the burden on the criminal justice system. Law enforcement officials are arresting and successfully prosecuting more and more drug offenders every year, and violators are receiving longer sentences. Additionally, the need to focus increasing attention on individual drug users expands the burden on the law enforcement and criminal justice systems and it presents a significant challenge in working toward a drug-free future. Alternatives to incarceration, including compulsory treatment options, other sanctions and other programs — coupled with additional resources throughout the systems — are required to support the national effort to eliminate drug abuse.

National Security Dimension.

Drugs impact United States national security. Our national security strategy requires friendly relations with other nations and seeks to foster democracy and free enterprise throughout the world as the surest way to underwrite peace and freedom. Unfortunately, in our own hemisphere, drug production and the growing strength of drug cartels undermine friendly relations and hinder the development of democracy.

Drug organizations in some Central American and South American nations threaten United States interests. The size and power of some drug cartels jeopardize legitimate governments in some countries. They control portions of some nations with tactics that are similar to those employed by political insurgents and terrorists. These cartels are so well armed — some even possessing sophisticated weapons — that they can challenge the military power of legitimate governments. In Colombia, for example, the terrorist tactics of the drug cartels were starkly displayed in the murder of the Attorney General, a dozen judges, and scores of police officers.

Some drug source countries are openly hostile to the United States, such as Iran. In those countries, drugs may provide yet another potent weapon to use against the United States and its interests.

Exacerbating the international dimension of the drug abuse problem is the economic situation in some drug producing nations. When drug organizations grow rich governments find it difficult to convince poor populations to support anti-drug efforts. The risks and moral arguments against drug trafficking are unpersuasive in underdeveloped or economically ravaged nations. Popular faith in democracy, economic development and support for the legitimate government are undermined when governments appear powerless against drug organizations.

The Economic Dimension

Drug abuse is very costly to the economy of the United States as well. Research conducted for the National Institute of Drug Abuse in the early 1980s estimated that the annual cost of drug abuse was almost \$60 billion in 1983. Included in this figure were the costs of treatment and support of drug abusers and their families, an estimate of diminished worker productivity and unemployment costs due to drug abuse, and some social welfare program costs.

Compounding this burden is the cost of maintaining anti-drug programs. The Federal anti-drug budget for 1988 is almost \$4 billion; but that does not include the enormous cost to state and local governments for prevention and education programs, treatment, or law enforcement — which is estimated variously at between 8 and 18 percent of all local law enforcement costs. Additionally, private sector employers bear the significant costs associated with developing and implementing anti-drug abuse programs, insurance and related programs.

Youth, Social, and Educational Dimensions

Drug abuse affects America's youth. For the most part, adults who use drugs, begin in their youth. It is America's youths who are most at risk to drugs. With the pressures of growing, the strength of peer pressures, and the challenge of attempting to become adults, comes vulnerability to drug use. For a host of complex reasons, children are at risk.

"In the United States we produce each year one million pounds of tranquilizers, five million tons of barbiturates, eight million amphetamines, and 34 million pounds of aspirin . . . Average 18-year-olds have seen about 200,000 t.v. commercials, over 66 percent of which tell them how to change the way they feel . . . Fifty years ago, the United States produced 30 to 40 over-the-counter remedies like cough syrup. Today we produce over 300,000 over-the-counter remedies. The not-so-subtle message to our youngsters is that it is not good to feel bad, it is not necessary to feel bad, it is simple to take something to make you feel better. "

On the challenge of educating children

Drug use has tremendous health consequences for children. It impairs learning and some illegal drugs may cause severe mental difficulties, either by impairing brain activity — which can include seizures in some cases — and through the recurrence of hallucinations and other adverse effects. Additionally, the debilitating effects of drugs —

which range from loss of appetite to altered hormonal levels (as can be the case in abuse of steroids) bode especially ill in young, growing bodies.

The consequences of drug use are particularly damaging on children. Drug use is a criminal act and engaging in such activity undermines the development of values and attitudes necessary in responsible citizens. Further, drug use may encourage additional criminal activity and delinquency.

Drug abuse taxes economically deprived Americans by making solutions to poverty even more elusive. At the poverty level, the considerable risks imposed on drug dealers by law enforcement authorities may simply not be sufficient to overcome the lure. This is particularly the case with minors who are increasingly recruited as drug dealers and for whom the risks are tempered by our compassionate approach to juvenile offenders. In fact, one study found that in a major city, youths continued to deal drugs in spite of their knowledge that apprehension was a virtual certainty.

Poverty is not the only factor linked to involvement with illegal drugs. Children who have been physically or emotionally abused or neglected, have alcoholic or illegal drug abusing parents, are educationally or socially disadvantaged, become pregnant during their teens, or drop out of school are more likely to use illegal drugs. In each of these cases, the relationship between drugs and other social problems is quite clear.

Illegal drugs also impact children indirectly. The Commissioner of Human Services in New York City, reported an alarming increase in the number of child abuse incidents directly related to drug abuse — from 2,627 to 8,521 in two years. Drug abuse also was involved in 73 percent of the deaths of children from neglect or abuse in the New York during the last three years. To these figures must be added the untold and undetected numbers of children suffering at

the hands of alcoholic and substance abusing parents, guardians and siblings.

Drug abuse impacts on other social programs. In public housing, for example, drug abuse presents special challenges and undermines the very purposes of those programs. In schools, drug abuse remains a significant problem detracting from the educational process overall and inhibiting learning among those students who are drug-involved. Further, young Americans are tempted with increasing success by the large and quick profits of drug trafficking.

The problem of illicit drug use threatens diverse aspects of American society. The broad scope of the drug abuse threat is reflected in the breadth of the National Drug Strategy. It is also reflected in the organization of the effort against drug abuse in the United States.

Organization and Responsibility for Anti-Drug Abuse Activities

Eliminating drug abuse is not the sole responsibility of any one organization within the government, of any one level of government, or of the government alone. Traditionally, health and law enforcement services, with a few exceptions owing to national scope, are provided by local and state government. But drug abuse is a national problem. National leadership is essential. In addition, there are some actions that can only be accomplished under Federal leadership, such as: interdicting the flow of drugs destined for the United States, operations against international drug cartels, facilitating nationwide information exchange among prevention programs, or funding research and development on addiction treatment nationwide.

The National Drug Strategy recognizes that the Federal government's role in the crusade against drugs is necessarily and appropri-

ately limited by both the historic division of labor within our system and the need for tailored solutions according to individual state and community needs. The Federal government provides leadership to the national effort against drugs in many ways: by using its considerable resources, national perspective and unique capabilities to enable and encourage local efforts; by promoting common action among diverse local, state and Federal agencies; by conducting a national epidemiological research effort into the causes and consequences of drug abuse; by molding local and national efforts into a single thrust toward the goals of the strategy; by underwriting the success of local programs through sharing information and technical expertise; and by coordinating and operating national level programs.

In partnership with state and local agencies, the strategy assigns the Federal government a very active leadership and operational role in supply reduction. Interdicting drugs, dealing with foreign governments and attacking international, national and regional criminal drug organizations can only be accomplished efficiently using unique Federal capabilities in conjunction with state and local activities. In demand reduction, the Federal government also has established a strong leadership role. It focuses on making Americans aware of the extent of the drug problem and mobilizing all Americans and their institutions to combat illegal drugs. Significant Federal technical and financial resources enable and support local education, prevention, and treatment programs.

The private sector shares responsibility for ending illegal drug use. The strategy promotes private sector activities across the board. In the media and entertainment industry, for example, the strategy focuses on using Federal influence and leadership to encourage entertainment programming that supports a drug-free nation. Further, all

employers share responsibility with their employees for drug-free workplaces — especially when the public safety is at stake as is the case in the transportation and medical industries.

Also reflected in the strategy is the responsibility of other nations, especially source and transit countries, for participation in global, regional and national efforts to attack illegal drug activities.

A central tenet of the American heritage is the ultimate responsibility of citizens for their nation, its security and its society. The National Drug Strategy recognizes that individual Americans are the keys to successful implementation of the strategy. Americans must accept their share of responsibility. In the President's six goals, they will find the foundation for individual action against the national drug problem. And in the anti-drug programs of their Federal, state and local governments, Americans will find assistance and support for their individual commitment against drugs and the actions they can take in their daily lives to say no to drugs for themselves, intervene in the drug behavior of others, and facilitate achievement of drug-free communities.

Focus on the User

The National Drug Strategy recognizes the importance of individual responsibility and a corollary, that those who use drugs are responsible and accountable for their actions. President Reagan infused the nation's drug strategy with an emphasis on user accountability when he announced: "Our goal is not to throw users in jail, but to free them from drugs. We will offer a helping hand; but we will also pressure the user at school and in the work place to straighten up, to get clean. We will refuse to let drug users blame their behavior on others; we will insist they take responsibility for their own actions."

The ultimate goal of the nation is to end the use of illegal drugs. The only way to do that is to persuade, or even force, those who use illegal to drugs to stop, and prevent others from starting. Focusing on the user and extending a range of incentives and sanctions designed to assist drug users in ending their drug-involved behavior is a central element of the strategy to end drug abuse in the United States.

"The casual user cannot morally escape responsibility for the actions of drug traffickers and dealers. I'm saying, that if you're a casual drug user, you're an accomplice to murder."

Mrs. Reagan

Focus on the user recognizes also that drug users must bear responsibility for consequences that extend far beyond themselves. Millions of citizens pay a high price for individuals who use illegal drugs. Illegal drug users finance crime; they are responsible for a large share of income generation crimes (property crimes, prostitution, mugging, etc.) in our cities and neighborhoods. They are responsible for significant losses in productivity and increases in health care costs; they pose a continuing threat to worker and public safety. Illegal drug users infect non-drug users with their habits and set a bad example for young people. They are among the principal transmitters of the AIDS virus. Illegal drug use is also known to be an insidious force for illiteracy, child abuse, poverty, and corruption.

Illegal drug use can be stopped. The focus on the user seeks to do just that. But it maintains that compassion must be administered with a firm hand, if it is not to "enable" the very behavior it seeks to avoid.

The nation can, and should, provide appropriate inducements for behaviors it values and sanctions for those that threaten it. Toward that end, the focus on the user approach seeks to establish firmly the individual's responsibility for drug use behavior. Those who use drugs must be held accountable for their behavior and the ramifications of that behavior.

User focus is a fundamental and common theme in the nine strategies within the National Drug Strategy. The strategies promote user responsibility and seek to assist in ending drug-involved behavior. They provide information to help drug users, their colleagues, family and friends to detect and end illegal drug use. A number of informational and educational programs assist in recognizing drug users and intervening against continued drug use, as well as providing treatment when necessary. When users prove themselves unable or unwilling to stop using illegal drugs, the strategies hold them accountable and seek to apply the necessary range of sanctions.

Among the activities that focus on the user are those that:

- Encourage national attitudes that tolerate no drug use.
- Provide sanctions against users of illegal drugs and encourage development of innovative sanctions, such as the loss of driver's license provisions adopted by some states.
- Assist grassroots efforts to identify drug users and aid them in becoming drug-free.
- Provide information and technical assistance in support of local treatment activities.

United States Drug Effort Organized.

Just as there is no single solution to drug abuse, no single United States government agency has purview over all aspects of the drug abuse problem or over the National Drug Strategy. In fact, more than 30 Federal agencies have some role in the anti-drug program — from those that have specialized health care responsibilities, such as the Indian Health Service and the Veterans Administration, to those with broad responsibilities, such as the Department of Health and Human Services and the Department of Justice.

The strategy is issued by the National Drug Policy Board -- a cabinet-level decision-making group chaired by the Attorney General with the Secretary of Health and Human Services serving as Vice Chairman. The National Drug Strategy and its subordinate strategies and implementation plans are managed by the Policy Board.

The Vice President is actively engaged in leadership of the anti-drug effort. He is represented on the NDPB and directs the activities of the National Narcotics Border Interdiction System (NNBIS). NNBIS operates from the Vice President's office to improve coordination of the drug interdiction efforts of Federal, state, and local agencies. NNBIS also plays a significant role in coordinating and ensuring support from the Department of Defense, the National Intelligence Community, and a variety of other Federal agencies through its national presence and six regional centers.

The Policy Board structured the Federal effort against drugs to reflect the diversity of the drug problem and the strategies required to deal with it. Under the Board are two coordinating groups: The Drug Enforcement Coordinating Group, which focuses on supply; and the Drug Abuse Prevention and Health Coordinating Group, which is respon-

sible for demand reduction. Coordinating group members represent Federal agencies with pertinent drug responsibilities. The groups integrate the nine specific strategies, the plans of Federal agencies within each area, and enhance coordination among those agencies. This structure provides cohesive and coordinated oversight for the strategies themselves, the strategy and planning processes, resources allocation and facilitates inter-agency operations.

This approach was extended to the nine mission specific strategies that actually direct the elements of the Federal anti-drug campaign. Each strategy was drafted by a committee of Federal agencies and others with a role in the mission and chaired by a "lead agency" designated by the Policy Board. These committees also integrate agency plans and activities, and ensure that all agency efforts actually support National Drug Strategy goals and objectives.

The nine mission specific strategies define objectives based on the President's six goals. These are action oriented strategies with specific guidance for implementation by the agencies.

Drug Enforcement Strategies

The five drug enforcement strategies seek to reduce the supply of drugs in the United States, immobilize drug organizations, and apprehend those who violate

United States drug laws. They include:

- *National Drug Intelligence Strategy*, which guides the development and use of the full range of United States intelligence capabilities in support of anti-drug activities at all levels of government.

- *International Narcotics Control Strategy*, which directs American efforts to stem the flow of drugs at their source and in transit countries, and guides diplomatic initiatives aimed at solving the world's drug problem and minimizing risks to national security from drug use.
- *National Interdiction Strategy*, which assembles three "substrategies", one for each medium of transportation — air, land and sea, into a coordinated effort to stop the flow of illegal drugs to the nation.
- *Investigations Strategy*, which attacks drug trafficking throughout the United States and internationally by focusing on national and international drug organizations; assisting in local, state and regional drug enforcement efforts; controlling the legitimate drug industry, and conducting financial investigations of suspected drug organizations.
- *National Prosecutions Strategy*, which sets priorities for applying Federal prosecutors' resources against drug traffickers.

Drug Abuse Prevention and Health Strategies

The four strategies in the demand reduction arena focus on individuals as the keys to reducing demand. These strategies address, and appeal to, users and non-users to eliminate illegal drug use. They are national in scope, viewing the Federal role as leading the effort, providing assistance and empowering local action, and serving as a catalyst for grassroots activities against illegal drug use. These strategies target individuals within discrete but broad populations based on the degree of drug in-

volvement and relative age of the population. The first two focus on non-users or those whose use is occasional. The last two on those most susceptible to use and those who are drug involved.

- *Prevention Education Strategy*, which supports and promotes the efforts of parents and communities against illegal drug use and supports their efforts to prevent youth from using illegal drugs.
- *Mainstream Adults Strategy*, which seeks to mobilize the majority of Americans who do not use illegal drugs to achieve drug-free workplaces and communities.
- *High-Risk Youth Strategy*, which focuses on the special problems of those youth

who are most at risk for drug abuse in an effort to enable them to live drug-free lives.

- *Treatment Strategy*, which aims to detect drug use and intervene to assist the user in becoming drug-free, to improve treatment for those drug users who require it, and to assist local treatment efforts.

These nine strategies comprise the National Drug Strategy. Each of the nine establishes objectives for the individual mission area, identifies courses of action, and provides guidance for Federal agencies in working toward a drug-free future for the United States. The nine specific strategies are summarized in the following chapters.

The Fight Against Drugs

National Drug Strategies to Stop the Flow of Drugs

Five of the implementation strategies aim primarily at the supply of illegal drugs in the United States. While each addresses a discrete and necessary element of the Federal effort against drugs, they are closely related elements or missions within an integrated and comprehensive attack on the organizations and individuals that support drug abuse.

These five strategies are "threat driven". They respond directly to the "threat" presented by national and international crime groups involved in drug production, transportation, distribution and related activities. Each seeks to apply the *right mixture of friendly forces at the right time to inflict the greatest damage on the purveyors of illegal drugs*. Essentially, the strategies guide Federal efforts to attack drug enterprises based on knowledge of how drug organizations are structured and operate, and where they are either strong or weak.

Like all strategies that deal with a contemporary threat, these are flexible strategies. They require constant fine-tuning to reflect changes in the nature of the drug threat — including such factors as production trends; the ascent or decline of one or another criminal organization; changing attitudes of governments in source and trans-shipment countries; success or failure of past anti-drug operations; technical sophistication, tactics and operations of national and international drug organizations; and changes in domestic use.

Characterizing The Drug Threat

The drug threat to the United States has been evolving for decades. Major characteristics of the threat today include:

- *Types of Drugs:* Cocaine is increasingly popular in the United States and is now

the primary national drug threat. Marijuana remains the most widely abused illicit drug in the United States. Heroin is also a priority drug threat and other drugs — so-called designer drugs, synthetic analogs, hallucinogens, PCP, prescription drugs, and other substances — still present significant threats.

- *Drug Production is Located Outside United States:* Except for about 25 percent of the marijuana consumed in the United States, some domestically produced dangerous drugs, and prescription drugs diverted to the illicit market, illegal drugs originate in other countries.
 - Cocaine is produced from the coca leaf cultivated both legally and illegally in South and Central America. Peru and Bolivia rank as the largest coca producers. Coca is processed into cocaine in clandestine laboratories located primarily in Colombia.
 - Marijuana is cultivated worldwide. Areas of most concern are Colombia, Mexico, other western hemisphere nations, and parts of the United States.
 - Heroin is processed from opium poppies cultivated principally in Southwest Asia, Southeast Asia, and Mexico. It is processed at several locations.
 - Laboratories produce dangerous drugs in the United States and other nations. Phencyclidine (PCP) production is concentrated in the Los Angeles area; LSD production is concentrated in San Francisco; and significant amounts of methamphetamine are produced in California, Oregon, Washington, and Texas. Some drugs, such as diazepam

(Valium), are not closely controlled in neighboring countries and smuggled across our borders.

- *Drug production increases:* Worldwide drug supplies continue to grow in spite of crop eradication efforts and record-setting seizures by law enforcement officials. Coca cultivation is increasing at an annual rate of 10 percent.
- *International drug cartels control drug trade:* More than ever before, criminal drug activity is controlled by highly organized international groups.
 - Colombian drug cartels control cocaine, from cultivation of coca leaf, to production, transportation, and at least the first level of distribution in the United States.

“... speak the truth — that drugs are evil, that they ruin and end young lives . . . that drug dealers are murderers and should be treated as such.”

Vice President Bush

- There is less centralized control of marijuana traffic, but Colombian and Mexican organizations account for most of the imported marijuana in the United States. Recent evidence suggests that large interstate drug organizations are now cultivating and distributing domestic marijuana.
- In the past, heroin smuggling and distribution was dominated by the Sicilian Mafia, La Cosa Nostra and Mexican groups in the United States. Asian crime organizations are now gaining a larger portion of the opiate trade.

- U.S. drug organizations are heavily involved. Various multi-state groups, including nationwide outlaw motorcycle gangs, operate large scale distribution systems, while local and regional groups control distribution in their areas.

- *Drug organizations use sophisticated means:* Drug organizations use sophisticated and expensive tactics in combination with the latest available technology (such as communications, radar detection devices, and extensively modified long endurance aircraft) to avoid capture. They achieve a measure of protection through corruption of public officials in some countries.
- *Drug enterprises are well armed and increasingly violent:* Law enforcement agencies increasingly report seizing large quantities of weapons from drug organizations. In fact, the Bureau of Alcohol, Tobacco and Firearms (ATF) reports almost three times as many weapons and bombs seized in drug-related investigations in 1987 than in 1986 — including more than 150 machine guns and over 2,000 rifles and shotguns. The tragic number of law enforcement officers killed during drug investigations and rising drug related homicide rates in the United States testify to the use of violence by drug organizations.
- *Drug trafficking is the most profitable criminal activity:* Drug organizations generate huge profits in spite of losses inflicted by law enforcement efforts.

Multi-layered Attack on Drugs

To respond to this threat, the supply reduction strategies provide a layered or in-depth attack on the drug supply. This concept presents the traffickers with a series of barriers between the source of drugs and the marketplace. Some of the

strategies even attack the drug supply before the drug crop is harvested by encouraging source country eradication programs. The strategies raise subsequent barriers during processing, transportation, distribution, and use of drugs. Drug organization members also are targeted by a variety of means to immobilize them.

The impact of these five strategies extends beyond the amounts of drugs seized or numbers of violators arrested and convicted. By presenting layers of different and changing barriers at every step in the process of delivering drugs to the user, the strategies raise the cost to drug traffickers. Thus, the drug enforcement strategies aim not only at stopping the flow of drugs, but also at making drug trafficking less profitable and exerting market pressures that assist in deterring drug use.

The National Drug Intelligence Strategy supports all layers of the defense against drugs.

National Drug Intelligence Strategy

Efforts to reduce the supply and demand for illegal drugs will be more successful if they are based on accurate and timely intelligence information. Intelligence provides law enforcement agencies with the information needed to find and characterize the drug threat, to expose and exploit weaknesses in drug organizations, and to conduct operations against drug traffickers. In addition, accurate information about domestic drug use is required to design successful strategies and plans aimed at reducing the demand for illegal drugs.

The fight against drugs requires a constant and very broad flow of information — ranging from an informant's "tip" about a drug buy, to assessments of other countries' efforts to stop the drug trade and global

drug crop estimates generated by the National Intelligence Community.

The National Drug Intelligence Strategy integrates and coordinates the specialized intelligence resources of drug enforcement agencies with the nation's foreign intelligence arm, and protects against duplication of effort or other nonproductive practices. The strategy makes drug intelligence a high priority for *all* national intelligence resources.

The strategy describes improvement in all six elements of intelligence: (1) identifying the information needs of agencies; (2) translating those needs into intelligence requirements and assigning responsibility for fulfilling those needs; (3) collecting intelligence from all available sources and transmitting it through processors and analysts to the Federal agencies that can act on it; (4) integrating systems for storing, retrieving and sharing intelligence information; (5) analyzing intelligence information and generating useful estimates based on that information; and (6) disseminating useful information to Federal, state, and local agencies that need it.

Collection and analysis systems operate within various Federal agencies. Therefore, the strategy focuses on improving those systems, complementing them with better communications and dissemination capabilities, and integrating them into a comprehensive and useful drug intelligence system.

- *Determine intelligence needs:* The strategy directs an interagency effort to coordinate drug information needs, eliminate duplication of intelligence products, and refer intelligence requirements that cannot be met by enforcement agencies to the National Intelligence Community.
- *Improve tasking of drug intelligence resources:* To improve drug intelligence, recommendations will be made for changes in the collection priorities of worldwide resources.

- *Improve collection and flow of information:* The aggressive pursuit of drug intelligence by all resources is a high priority. Electronic collection, aerial surveys, and other sophisticated techniques will be used. Additional capabilities must be developed speedily. Progress in this area is underway — for example: National Guard aircraft flew more than 3,000 reconnaissance flights; the Central Intelligence Agency (CIA) plans increased use of the LANDSAT satellite for crop estimation; and the Drug Enforcement Administration (DEA) is increasing the number of high quality confidential informants.
- *Communications and data processing must be integrated:* Direct and secure communications from drug intelligence offices to operational drug forces will enhance capabilities. Among planned improvements are: the addition of new data bases, equipment and increased personnel for the multiagency El Paso Intelligence Center and secure communications provided by the Defense and State Departments.
- *Maintain and improve analysis of drug-related intelligence:* Intelligence analysis must focus more sharply on specific drug enforcement missions — including the special requirements of the interdiction missions. Expanded intelligence will enhance investigations into organized drug trafficking groups. The continued development by the Federal Bureau of Investigation of an artificial intelligence computer program to assist in financial investigations and other technical advancements will yield improved intelligence analysis and estimating.
- *Ensure appropriate dissemination in timely fashion:* The assignment of intelligence staffs to interdiction command and control centers and the special

deputization of selected state and local officers will speed the flow of information and ensure utility to the recipient.

Intelligence supports every facet of the nation's drive toward freedom from drug abuse and strengthens each layer of America's defense against drugs.

International Narcotics Control Strategy

The first defense against the flow of drugs is governed by the International Narcotics Control Strategy, which targets drugs at source and trans-shipment countries.

Because *all* cocaine and heroin, and 75 percent of the marijuana consumed in the United States originate in foreign countries, the international strategy is a critical element of the National Drug Strategy. The strategy responds to the President's determination that drugs present a national security threat and demonstrates that halting the flow of drugs to the United States is a strong foreign policy goal.

The major goals of the strategy are:

- Reduce the supply of illegal drugs from major drug producing and trafficking nations.
- Reduce the amount of illicit narcotics cultivated, processed, and consumed worldwide.

The strategy integrates diplomatic initiatives and the international programs of Federal agencies to *motivate* and *assist* source and transit country drug reduction efforts. Diplomatic activities foster cooperation with supply reduction efforts, while technical and financial assistance aim to improve and expand host nation drug reduction programs. The United States assists drug producing and trafficking countries with eradication and enforcement operations, and by training local law enforcement organizations.

The strategy establishes priority objectives for United States international activities.

First Objective:

Significantly Reduce the Flow of Cocaine

Reducing the flow of cocaine is the highest priority of the international strategy. The strategy builds on past international efforts to reduce cocaine, such as Blast Furnace in 1986, when United States military helicopters carried local police and DEA advisors on strikes against cocaine manufacturing facilities and trans-shipment sites.

The first objective seeks to *cut coca production in half by 1993* in the world's major coca producing region — the Andean region of Peru, Bolivia, Colombia and Ecuador. To achieve this goal, the strategy directs diplomatic efforts to encourage cooperation for simultaneous eradication in all four countries and assistance to the region's law enforcement agencies. The strategy also places a high priority on development of an environmentally acceptable, air-deliverable herbicide for coca.

Other activities include: training local law enforcement agencies, assisting in attacking cocaine laboratories and providing economic support and military assistance to strengthen legitimate economies and promote acceptance of cocaine control efforts.

Second Objective:

Reduce the Supply of Heroin from Asia and Mexico

To accomplish this objective, the United States engages in bilateral eradication and enforcement operations in Southwest Asia, Southeast Asia, and Mexico; provides law enforcement training; and offers development assistance for Asian farmers who forgo traditional opium poppy cultivation.

Specific strategy activities include: improving eradication programs in source countries; destroying heroin refineries; intercepting drug caravans; and encourag-

ing tight controls on chemicals that are required to produce illegal drugs (known as precursor and essential chemicals.)

Third Objective:

Reduce the Amount of Marijuana Entering the United States

Under this objective, the United States engages in joint eradication and enforcement programs with host governments in major source countries. Training assistance is also provided.

Fourth Objective:

Increase Worldwide Support for Narcotics Control

United States diplomacy programs seek to increase worldwide support for supply and demand reduction. This effort focuses on raising awareness among governments, opinion leaders and populations, and gaining support for international narcotics control efforts.

Fifth Objective:

Eliminate International Trafficking Networks and Cartels

United States government agencies assist other nations in attacking and immobilizing major drug trafficking organizations and cartels through a coordinated program of law enforcement assistance, legal and judicial training, intelligence sharing and rewards for high-quality informants. Complementing these operations are diplomatic initiatives to gain international cooperation on financial investigations, asset seizure and forfeiture.

Sixth Objective:

Increase International Cooperation in Global Narcotics Control

The United States leads the worldwide effort to increase cooperation on narcotics matters among developed nations. Activities include: convincing other developed nations to require that source and transit countries demonstrate positive performance in narcot-

ics control as a condition for aid; encouraging cooperation to prevent the diversion of legitimate pharmaceuticals to the illicit market; and technical and financial support for narcotics control activities of international organizations, such as the United Nations and Organization of American States.

These six objectives provide an appropriate mixture of diplomatic effort with assistance and direct support for the anti-drug activities. They have paid off. In fact, seven years ago only two nations had active programs to eradicate drug crops — today there are 20, and 14 of those receive assistance from the United States. Other indicators — such as amounts of drugs seized by other nations — confirm that the nation's international drug strategy contributes significantly to supply reduction.

National Drug Interdiction Strategy

The next opportunity to stop the supply of drugs is while they are in transit from source countries to our borders. The National Drug Interdiction Strategy focuses and coordinates the activities of various law enforcement and supporting agencies to stop drug smugglers in the air, at sea, and on land.

The strategy seeks to intercept and seize shipments of drugs and to deny freedom of movement to smugglers regardless of location and mode of transportation. The strategy directs an extensive and in-depth air, sea, and land interdiction system extending from our borders to the shores of source countries. This complex and changing series of barriers exposes smugglers to increased risk, complicates their task, and forces them to undertake increasingly costly and uncer-

tain maneuvers in attempting to evade interdiction forces.

The interdiction strategy consists of three inter-related strategies for intercepting drugs being smuggled by air, sea, and land. Each responds to the current threat associated with specific modes of transportation. These strategies guide the deployment and use of specific detection, tracking, and apprehension resources needed to defeat the threat in each mode of transportation. Further, the overall strategy integrates the resources assigned to each mission area for the most effective use of resources in all interdiction missions and to accommodate changes in mode of transportation. The strategy also encourages cooperation among Federal, state, and local agencies.

The three strategies use a common definition for the specific elements of successful interdiction operations. In each case, interdiction consists of four primary activities:

- *Detection* of the drug carriers — whether an aircraft, a ship or boat, a land vehicle, or carried by a person. This mission is accomplished by a variety of means: airborne, sea- and ground-based radar. Other devices and personal observation assist in land interdiction.
- *Sorting* of suspect vehicles and persons from legitimate traffic. This is a complicated process relying on intelligence data, research and experience, and on direct observation — as is the case when a Coast Guard or Customs Service aircraft attempts to visually identify a suspect aircraft.
- *Tracking and intercept* of suspects. In all three areas, tracking suspects until apprehension is possible presents a difficult task. The abundance of landing points for aircraft and vessels, and the isolation and ruggedness along some parts of our land border complicate the tracking mission.

- *Apprehension* of suspects/violators. The final element of interdiction is apprehension of the violators. Law enforcement forces must be deployed simultaneously with the smuggler's arrival. This presents a great challenge in all three interdiction media, but especially in air smuggling and when ships or boats are spotted too close to the coast for intercept before making landfall.

The specific objectives within each of the interdiction strategies enhance and support these four elements of interdiction operations.

National Air Interdiction Strategy

The air interdiction strategy seeks to reduce drug smuggling aboard general aviation (privately owned) aircraft, to deny aerial delivery as a useful means of smuggling drugs into the nation, and to deter potential smugglers.

The strategy guides development and employment of Customs Service, Coast Guard, and supporting resources to provide a defense in-depth, which employs a fixed detection perimeter along portions of the United States border complemented by mobile detection assets working near smuggling routes and source countries. Detection resources are varied, consisting of fixed and mobile air-, land-, and sea-based platforms to surprise and disrupt smuggling operations.

Responding to alerts from detection networks are interceptor and tracking aircraft and mobile law enforcement teams. Linking detection, sorting, tracking, and apprehension elements is a command and control, communications, intelligence (C³I) system that efficiently directs interdiction forces and allows them to respond immediately as the threat evolves.

Overall responsibility for air interdiction is shared between east and west control centers, but a joint planning and command and control structure integrates assigned resources into a single system.

To further reduce air smuggling, the strategy outlines a series of specific objectives for Federal interdiction agencies. These objectives are divided in the same fashion as command and control — improvements for the East and for the West, primarily the Southwest border.

Air interdiction objectives, East Coast: 200 percent increase in capability.

A variety of actions address this aggressive objective.

- Establish a C³I Center in Miami in 1988 to more efficiently use Coast Guard, Customs Service and other assets, and improve coordination with local law enforcement to apprehend airborne smugglers at destinations.
- A 70 percent increase in fixed detection capabilities by upgrading the land-based aerostat radar in the Bahamas and installing two more in the area.
- Increase detection capability in Caribbean chokepoints by 65 percent with four mobile Coast Guard sea-based aerostat radars; improve detection near source countries and along drug trafficking routes with a 25 percent increase in patrol activity by the Coast Guard's two E-2C radar aircraft.⁷
- A 200 percent increase in interceptor capability is scheduled for 1988. The first of eight USCG interceptors with sensors for day/night and adverse weather operations has already been delivered.
- Tracking capacity will be increased by 30 percent in 1989 with the deployment of new aircraft to the USCS.

- Apprehension capabilities in the Bahamas will be improved by 60 percent with the deployment of 12 USCG helicopters to transport Bahamian Police and DEA agents to drug drops and landing sites.

Air interdiction objectives, West: 200 percent increase in capability.

The air interdiction strategy addresses the airspace over a long and isolated border.

- A C³I center will be operational in 1988.
- A 70 percent increase in fixed detection capabilities with six new land-based aerostat radars. The first is already operational and the last will be operating in 1989.
- A 50 percent increase in mobile detection capability with the addition of a specially modified Customs Service P-3 Airborne Early Warning aircraft.
- Increases of 200 percent in interceptor capability and 33 percent in tracker capability are planned for 1989, when the Customs Service receives new specially equipped aircraft.
- Apprehension capabilities have already been upgraded by 30 percent with the addition of two Customs Service Blackhawk helicopters to carry law enforcement officers to landing sites and drop zones.

Supporting increased air interdiction operations in both regions will be a 17 percent increase in United States Customs Service aviation personnel.

The Air Interdiction Strategy also identifies DoD research for possible application to the interdiction mission. Possibilities include: the Air Force and Navy Over-the-Horizon Radar programs and the Army's Platform-based Aerostat project which could be useful in the Gulf of Mexico.

The National Maritime Interdiction Strategy

The maritime strategy guides employment of forces to stop the flow of illegal drugs to our shores from the territorial waters of source and trans-shipment countries. Maritime forces do not work alone. They receive assistance from, and provide assistance to, air and land forces engaged in the interdiction mission and United States agencies involved in other anti-drug missions.

The strategy's integrated approach accommodates single agency operations, but encourages interagency joint operations; coordination of Federal, state, and local resources in United States coastal waters; and increased combined operations with source and trans-shipment country governments. This strategy also seeks to present an integrated and changing series of barriers beginning at the coast of the source country and extending to the United States shore.

To achieve maximum effectiveness from limited resources, the strategy divides the distance drugs must travel from their source to the United States into three types of zones, which allows tailoring of interdiction forces according to the nature of the threat in each zone. The three zones are departure zones, which consist of the waters immediately adjacent to the source country; transit zones, which extend from departure zones to the territorial waters of the United States; and arrival zones, which consist of internal and coastal waters extending 12 miles out from our shores. Nine separate geographic zones are identified in the strategy and objectives specified for each.

Atlantic Coast and Pacific Coast Departure Zones.

- Increase interdiction with continuing assignment of USCG Cutters to departure zones for combined operations with source and trans-shipment country maritime forces.
- To enhance source country maritime interdiction capabilities, the Coast Guard will train 500 local maritime interdiction personnel in FY 88 and another 500 in FY 89 and further enhance cooperation by establishing foreign liaison officers in source countries.
- Increase interdiction close to source countries by five percent.

Atlantic and Pacific Transit Zones.

- Increase by 10 percent the use of United States Navy ships for interdiction in 1988.
- Increase by 10 percent intercept, tracking, and apprehension in Caribbean chokepoints by deploying five additional 110 foot patrol boats in 1988.
- Add five sea-based aerostat radars in 1988 to increase detection capability by 30 percent and sorting capability by 20 percent in the Caribbean chokepoints.
- Increase international cooperation for interdiction by expanding agreements with the United Kingdom to include the Pacific Ocean, increasing liaison and combined interdiction operations by 20 percent in Caribbean, and training 150 local maritime interdiction personnel in Caribbean.

Florida/Bahamas Transit Zone.

- Replace older patrol boats with new 110 foot cutters to achieve 300 hours of interdiction operations per unit. Increase USCG Cutter coverage and continue to increase the size of USCG and USCS boat fleets.

- Increase interdiction capabilities in Bahamas by 20 percent with a Coast Guard Mobile Support Facility near Great Exuma Island and 24-hour per day OPBAT operations.
- Achieve seven day per week, eight hour per day operation of USCS coastal aircraft patrol and station Customs Service Nomad aircraft at Jacksonville, Florida.
- Increase combined operations with Royal Bahamian Defense Forces by 25 percent.
- Expand Customs Service coastal radar network to 100 percent of the high threat areas of Florida in 1988.

Atlantic Coast, Pacific Coast, and Gulf Coast Arrival Zones.

- Increase the effectiveness of interdiction operations by establishing standard operating procedures for Coast Guard and Customs Service.
- Increase the use of United States Coast Guard Cutters, USCG and USCS boats and aircraft in all arrival zones.
- Increase interdiction against high speed smuggling vessels in the Atlantic Arrival Zone by 10 percent through deployment of infra-red and other night vision devices.
- Enhance detection and tracking capabilities in all zones by deploying Customs Service aircraft to Long Island, San Diego, New Orleans, Corpus Christi, and Tampa.

Great Lakes Zone.

- To enhance coordinated USCG and USCS interdiction operations, establish coordination and inter-agency standard operating procedures by 1990.
- Improve coordination and cooperation with Canadian interdiction forces.

In All Zones.

The objectives detailed by the strategy include several that support operations in all zones:

- Increase detection and tracking with expanded use of United States Coast Guard, Customs Service, Navy and Air Force long range surveillance aircraft.
- Increased Coast Guard Tactical Law Enforcement Teams (TACLETS) aboard United States Navy vessels patrolling in departure and transit zones.
- Increase joint and combined operations with source and transit country maritime forces.

The Land Interdiction Strategy

The final interdiction strategy guides operations at the last chance to intercept illegal drugs before they enter the United States. The goal of the Land Interdiction Strategy is to stop smuggling at United States air, sea and land ports of entry, land borders between ports of entry, and through the international mails.

This task is complicated by the tremendous volume of legitimate traffic across our borders. The size and scope of this mission, plus the relatively brief period of exposure of the contraband to inspection put a premium on intelligence and sorting capabilities. The possibilities of successful interdiction at the border are dramatically improved if inspectors and agents have advance notice of a smuggling attempt or have other means, such as profiles of smugglers and their operations, to narrow the scope of their search.

Prominent objectives of the land interdiction strategy include: improved intelligence information and the ability to use intelli-

gence; improved sorting capabilities that exploit all available government and commercial data bases about the movement of individuals and cargo; increased numbers of personnel; and the application of new and evolving technology to detect drugs hidden among normal commercial materials and to sort suspicious cargo and conveyances from legitimate shipments.

The strategy objectives address improvement in all elements of the land interdiction mission. Because responses to the drug smuggling threat are dictated by the nature of the threat and the different vulnerabilities of various ports of entry, the border, and the mails, the strategy defines five specific elements of the land interdiction mission: airports, seaports, land ports of entry, the border areas between ports of entry, and the international mails. It details improvements for each element.

Seaports.

The objective is to seize drugs whether they are shipped within a container, hidden in general cargo, secreted aboard a commercial vessel, or carried by arriving passengers and crew.

- To increase detection of drugs in containerized shipments, the Customs Service will acquire all available commercial and government data bases and increase analytic capability to identify high risk shipments based on country or organization of origin, characteristics of the shipment itself — including container history and destination of the shipment.
- Intelligence and support will be extended to assist in detection and sorting.
- Containers and vessels will be subjected to 100 percent inspections more frequently, with canine teams and multi-agency inspection teams employed more often.

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- The Sea Carrier Initiative Program will improve information sharing with carrier security personnel and hold carriers accountable for their cargo.
 - To increase interdiction of drugs carried aboard small private vessels, intelligence and private national databases will be used; integrated Federal, state, and local mobile land law enforcement teams will be created to assist in interdiction; new small vessel reporting stations will be established; additional training will be provided by the Customs Service to other Federal, state and local agencies in detecting modifications to small vessels for drug smuggling.

Airports

The interdiction strategy also addresses interdiction at United States airports. Because drug smuggling through airports frequently involves complicity of airport or air-carrier personnel, the strategy directs a ten percent increase in internal conspiracy related arrests and a five percent increase in the number of commercial aircraft seized.

To accomplish these ambitious goals, the strategy directs the use of all available data — including commercial flight and cargo manifest information and intelligence reports of United States aircraft spotted in high risk countries — to sort suspects. Further, it mandates improved examinations and inspections for high risk aircraft, airport cargo holding areas and passengers. Capitalizing on experiences with air carriers whose lack of control or negligence gave opportunities to smugglers, the strategy holds carriers responsible for vulnerability to drug smuggling and directs law enforcement agencies to seek penalties against those carriers.

Land Border

The strategy addresses two land border missions — interdicting the flow of drugs at land ports of entry (POE) and intercepting

drug smugglers between ports of entry. As with other interdiction missions, improved intelligence support is a prominent requirement. A high priority is assigned to developing the means to speed necessary information — including alerts for individuals or vehicles and commercial data on the movement of containers — to ports of entry and checkpoints between POEs set up by the Border Patrol. The strategy calls for increased communications and data processing equipment for all deployed units. In addition, since fraudulent or altered travel documents facilitate drug trafficking, the strategy directs an increase in Immigration and Naturalization Service (INS) inspectors and inter-agency training to detect fraudulent passports and identification documents.

Other specific objectives at POEs include increased examination and inspection of vehicles and containers originating or transiting high risk countries; increased inspection of travelers entering from, or returning from, source and trans-shipment countries; increased use of new technology to detect drugs hidden in containers, cargo and conveyances, such as devices that measure an object's density; and increasing rigorous follow-on investigation of suspects.

To secure the border between POEs, the strategy directs increased deployment of Border Patrol and other forces to establish more checkpoints along the border, and increased use of joint-agency mobile operations. In addition, the strategy directs increased employment of DoD resources to provide mobile and fixed intruder detection networks along border areas. Greater use of infra-red equipped helicopters and other sophisticated equipment is also directed by the strategy.

International Mails

The goal of the International Mails element of the Land Interdiction Strategy is a two percent increase in the amount of drugs

seized from letter and parcels mailed to the United States. The strategy directs enhanced identification of high risk mail for expanded screening by joint agency forces and mandates improved mail facility security.

Past interdiction actions have been highly successful though not decisive. This strategy, ensures future success and directly supports the crusade for a drug-free nation.

National Investigations Strategy

The National Investigations Strategy seeks to reduce the supply of illegal drugs by immobilizing drug trafficking organizations. It charges Federal investigative agencies to: (1) arrest leaders, financiers and operatives of major trafficking organizations; (2) seize illegal drugs; and (3) seize proceeds generated by drug trafficking and the assets of drug organizations and individual traffickers. The strategy details specific actions to accomplish each of these goals.

"Drugs are not bad because they are illegal; they are illegal because they are bad."

John C. Lawn
Administrator, Drug Enforcement Administration

This strategy builds on experience and proven investigative practice and integrates the successful methods employed by the nation's drug enforcement agencies into a comprehensive program to end drug trafficking in the United States.

Although the investigations strategy addresses domestic crime, it is closely linked to the interdiction, intelligence and international strategies. In fact, the investigations strategy shares responsibility for border integrity and assigns a priority to participation in border interdiction operations by investigative agencies. It also directs the assignment of resources to improve and assist other nation's drug enforcement operations in support of the international strategy.

First Objective: Immobilize Drug Trafficking Organizations

To immobilize drug traffickers and deter new organizations, the strategy focuses on three major areas: first, it directs increases in the nationwide Organized Crime Drug Enforcement Task Forces (OCDETF), which combine the unique capabilities of various law enforcement agencies into multicapability forces for comprehensive attacks on major drug organizations in 13 major cities. Second, the strategy details priorities for attacking drug traffickers. Finally, it mandates increased assistance to state and local anti-drug forces.

- Increase the time spent by DEA on OCDETF cases by five percent.
- Increase FBI resources devoted to OCDETF and focus 80 percent of their effort on major Colombian, South American, Mexican and Italian drug organizations. Devote remaining resources to investigating emerging ethnic drug organizations.
- Identify and investigate major drug trafficking organizations involved in domestic and international corruption.
- To make full use of immigration statutes against drug traffickers and reinforce efforts to disrupt emerging ethnic drug groups, backfill 100 INS positions and add 50 INS special agents.
- Decrease the number of OCDETF fugitives at large by 10 percent.

- Increase Bureau of Alcohol, Tobacco, and Firearms (ATF) OCDETF investigations against major drug trafficking organizations by five percent.
- Continue to investigate money laundering activities.

Target Major Traffickers.

The strategy directs Federal agencies to concentrate on those organizations presenting the greatest drug threat nationally and in local areas. The strategy lists several objectives for this approach, among them:

- Maintain 75 percent of DEA's effort against the largest scale drug traffickers and increase cases against major traffickers to 50 percent of total DEA case load.
- Focus all FBI drug investigations on major and emerging ethnic drug organizations.
- Increase use of FBI electronic and covert surveillance and technical support.
- Use regulatory inspections and criminal investigations to identify and immobilize organizations involved in diversion of legal drugs, precursor chemicals and essential chemicals to the illicit market.
- Use ATF agents to achieve a five percent increase in firearms cases brought against the leaders of drug organizations.
- Increase INS investigations of high level alien drug traffickers by 25 percent.

Assist State and Local Law Enforcement efforts.

State and local drug investigations already benefit from Federal efforts — OCDETF operations, DEA state and local task forces and intelligence, are examples. To further enhance local and state enforcement the strategy details several activities:

- Assist specialized local programs, such as crack cocaine teams established us-

ing Department of Justice grant funds or asset sharing.

- Increase assistance for investigations of mid-level street dealers and distributors who routinely use firearms.
- Expand the INS Alien Criminal Apprehension Programs to increase alien criminal apprehensions and deportations by 20 percent through teams of local and state enforcement officers and INS agents.

Second Objective:

Increase Drug Seizures

Without drugs to sell, traffickers will not last long. This objective goes beyond routine drug seizures that frequently accompany investigations to support international and interdiction seizures with investigative resources. Activities in support of this objective are drug specific.

The Cocaine Suppression Program.

- Identify, seize, and destroy cocaine, coca base and paste, and coca leaf wherever it is found.
- Assist source countries in intercepting coca and cocaine products along drug routes.
- Support and assist source country eradication efforts and disseminate new Department of Agriculture technology.
- Increase assistance for border interdiction operations.

The Heroin Suppression Program.

- Increase ability to verify eradication and prevent replanting.
- Upgrade and assist source country interception of drugs.
- Increase assistance for border interdiction operations.

The Cannabis Detection and Eradication Program.

- Promote and assist eradication in all 50

states with funding for aggressive state and local efforts and nation-wide training.

- Eradicate cannabis on 60 percent of National Forest System and Department of the Interior lands by 1988, and 75 percent in 1989.
- Increase aid to source governments to immobilize marijuana growers.
- Exploit state-of-the-art technology for cannabis detection.

Domestic Clandestine Laboratories Program.

- Seize 10 percent more laboratories in the United States.
- Reduce by half the number of clandestine laboratories operating on Federal lands.
- Train state, local, and Federal personnel to detect and destroy clandestine laboratories.

Precursor Chemical Program.

(Precursor chemicals are essential ingredients in the drug itself, while essential chemicals are those needed to manufacture the drug, such as solvents.)

- Restrict the sale of precursor and essential chemicals.
- Monitor export and import of specific precursor and essential chemicals.
- Encourage other countries to tighten controls on precursor and essential chemicals.

Legal Drugs Diverted to Illicit Use.

- Focus efforts geographically to seize all legal drugs on the illicit market.

Third Objective:

Seize the Proceeds and Assets of Drug Traffickers.

The third objective of the investigations strategy makes drug trafficking less profitable and denies drug organizations the resources needed to maintain their illegal ac-

tivity. The strategy also deters potential drug trafficking by increasing the risk associated with drug offenses.

Proceeds and assets seized by drug enforcement agencies are used by the Federal, state and local governments that participated in the seizure. The investigations strategy directs more equitable distribution of seized proceeds and assets and mandates a 15 percent increase in the share of funds allocated to state and local governments under the Customs seizure program.

Two elements of the strategy directly support this objective:

Financial Investigations.

Financial investigations are an integral part of all drug investigations. Following the flow of drug profits is useful in identifying senior members of drug organizations. Further, since senior leaders are frequently insulated from the source of their income, financial investigations provide a means to attack senior members of drug organizations.

- Increase seizures of drug proceeds and/or traffickers' assets by 10 percent.
- Increase by 10 percent the United States Customs Service time commitment to money laundering investigations.
- Facilitate financial investigations by increasing the exchange of information between law enforcement and regulatory agencies, and providing additional training for financial institutions' employees.
- Develop a strategy to investigate the covert transfer of funds to foreign areas.
- Establish integrated interagency financial investigation guidelines and develop new tools — including a money laundering model.

Asset Removal.

- Expand use of specially trained asset removal teams to increase asset seizures.

- Increase training of state, local, and foreign officials for domestic and foreign asset seizures.

The investigations strategy is closely related to the National Narcotics Prosecution Strategy.

The National Narcotics Prosecution Strategy

The National Narcotics Prosecution Strategy guides Federal efforts to successfully prosecute those who are principally responsible for the flow of narcotics in the United States. To significantly disrupt organized national and international drug enterprises, local and regional distribution and trafficking networks, and major individual traffickers, the strategy targets principal members of those groups for prosecution.

The prosecution strategy supports the other national drug strategies by assigning Federal prosecutors to try the cases developed by investigative, interdiction, and other law enforcement agencies. In addition, the strategy provides for continuous participation of Federal prosecutors in investigations and other activities to increase the probability of successful prosecution, including deporting alien drug offenders when appropriate.

A fundamental purpose of the prosecution strategy is to apply limited Federal prosecution resources against those targets where successful prosecution can have the greatest and most lasting effect on the nation's drug abuse problem. Consequently, the strategy details three primary goals and emphasizes coordination and cooperation between Federal, state, and local authorities in pursuit of each goal.

First Objective: Establish Priority Targets and Attack Them.

The first objective responds to the centralized and organized nature of the drug trade today and incorporates historic lessons in combatting organized crime. It also extends the successful concept of actively targeting and pursuing the highest level drug offenders employed by OCDETF in recent years.

Beginning in Fiscal Year 1989, the National Narcotics Prosecution Strategy directs the assignment of 80 percent of Federal narcotics prosecution resources and 100 percent of OCDETF prosecutor resources to priority targets. The priority targets are:

- *Designated targets:* A high level targeting group will designate the most significant drug enterprises as targets regardless of where they are located. Colombian cocaine cartels, Asian and Mexican heroin smugglers, La Cosa Nostra drug distributors, and other groups will be among these targets.
- *Other major enterprises:* Other multistate or multinational drug organizations will also be targeted.
- *Violators subject to United States jurisdiction:* Groups or individuals suspected of drug offenses within areas of Federal jurisdiction, such as special maritime jurisdiction of the United States, or of attempting to smuggle drugs into the United States will be subject to Federal prosecution. Suspects apprehended by interdiction forces will be among these prosecution targets.
- *Local Law Enforcement Coordinating Committee targets:* Some local and regional narcotics violators will be designated for Federal prosecution. These targets will be drawn from local United States Attorneys' narcotics prosecution plans, which are prepared with the advice of local agencies participating in

the Law Enforcement Coordinating Committee established in each United States Attorney's district.

- *Laboratories, manufacturers and diverters:* Groups or individuals suspected of operating large illegal drug manufacturing facilities, using precursor and essential chemicals, or diverting sizeable quantities of legal drugs to the illicit market will be targeted.
- *Principal administrators, organizers and leaders:* The leadership of any major drug enterprise constitutes a target.
- *Narcotics related public corruption:* Individuals or enterprises that seek to corrupt public officials in the pursuit of illegal drug business, and corrupted officials at all levels will be prosecuted.

The prosecution strategy also details several tactics that are particularly well-suited for use against priority targets. Among them are proven devices, such as Continuing Criminal Enterprise and "racketeering" (RICO) cases; the use of mandatory minimum sentences authorized in the 1986 Anti-Drug Abuse Act and Armed Career Criminal Act; preventive detention; expanded use of grand jury investigations after conviction; increased concentration on financial investigations and expanded use of electronic surveillance and undercover operations; vigorous enforcement of asset forfeiture statutes; special programs to recruit, train and retain Federal drug prosecutors; mutual legal assistance and extradition treaties with source countries; and increased action against domestic cannabis producers.

Second Objective:

Assist State and Local Drug Enforcement and Prosecution.

The second objective is assisting states and communities in providing aggressive prosecution of local, statewide, and regional drug traffickers. This strategy emphasizes

coordinated action among jurisdictions and direct support for improving and expanding prosecutions at the local level.

Local Law Enforcement Coordinating Committees (LECC) provide a foundation for much of the coordination required to achieve this objective. LECCs bring local, state and Federal law enforcement and prosecution officials together to identify and target local drug threats.

The Bureau of Justice Assistance (Department of Justice) Discretionary Grant Program supports cooperative prosecutions and assists local efforts. BJA's Statewide Drug Prosecution Program, for example, enables local and state authorities to better prosecute multi-jurisdictional drug traffickers. In addition, BJA underwrites the creation of local drug task forces and special response efforts, such as crack cocaine teams now operating in some areas. The national prosecution strategy promotes expansion of these and other cooperative programs.

The strategy details a number of specific activities, among them:

- *Increase and improve training:* States need additional and innovative prosecutor and investigator training, especially concerning long-term, complex drug cases.
- *Achieve equitable sharing of forfeiture assets and proceeds:* Increased sharing will provide additional resources for state and local prosecutors and investigators.
- *Create model statutes:* The strategy urges development of model statutes to address areas of limited state experience, such as money laundering, forfeiture and electronic surveillance. In addition, innovative model statutes will be provided on such things as restricting convicted drug users' access to driver's licenses or other privileges.

- *Expand joint task forces and provide other support:* Where appropriate, expand the use of joint Federal, state and local task forces and provide special support, such as non-English language teams and technical assistance.

Third Objective: Attack Significant Regional, State, and Local Threats.

The third objective targets local, state, and regional narcotics threats. Some local, state and regional narcotics organizations present such significant and urgent threats that they must be addressed by Federal resources. The strategy seeks to underwrite confidence in narcotics enforcement, and to deter drug use by demonstrating no tolerance for drug use.

To address regional and local narcotics threats, the strategy charges United States Attorneys to update the Narcotics Section of their District Law Enforcement Plans after consulting with local law enforcement officials. United States Attorneys and local enforcement officials will produce an "LECC strategy" that establishes local priority drug targets, *which will be pursued with the same level of effort as those designated as national priority targets.*

Specific actions detailed by the strategy include:

- *Implement selective user prosecutions:* To send a strong "zero-tolerance" message, demonstrate clearly that drug use is a criminal activity and deter drug use. Users will be targeted for prosecution under statutes with mandatory fine and incarceration provisions.
- *Emphasize specific offenders:* Those prosecution efforts that send a strong "zero tolerance" of drug use message and go farthest in protecting America's youth have great deterrent potential. For that reason, the strategy directs increas-

ed emphasis on: multiple offenders, including those with a history of violence; those who violate the school yard statute; fugitives; and those who deal in drug paraphernalia.

The National Narcotics Prosecution Strategy also dictates actions designed to enhance the overall anti-drug effort. Among them are:

- Review US Attorney and OCDETF guidelines for establishing Federal jurisdiction to ensure that thresholds levels are responsive to the ambitious goals of the prosecution strategy.
- Seek stiffer sentences for drug violators where appropriate.
- Assure the witness security program is able to respond rapidly to prosecution and investigation needs.

The National Narcotics Prosecution Strategy aims at putting more drug offenders behind bars, stripping them of ill-gotten profits, and destroying the criminal organizations that have supported and encouraged America's drug problem. The strategy is consistent and supportive of the other drug enforcement strategies and builds on the successes of the US Attorney, OCDETF and LECC efforts. It also provides direct support to the demand reduction effort by giving a high priority to those prosecutions most likely to have deterrent value.

A Final Word About Drug Enforcement Strategies

These five "supply reduction" strategies provide a layered and comprehensive approach to stopping the flow of drugs to the United States and attacking the drug trade. Supply reduction is an essential step toward eliminating drug use in the United States, but alone it cannot solve America's drug problem. Law enforcement can slow

the spread of drugs and insulate healthy Americans from illegal drugs and associated criminal activity. But the solution lies in eliminating the demand for drugs. These

five strategies support that effort, and the four demand reduction strategies of the National Drug Strategy address it directly.

Chapter 3

Solving the Drug Problem

National Strategies to Eliminate the Demand for Drugs

While success in supply reduction contributes to our goal of a drug-free nation, it cannot alone solve the drug problem. The only way to achieve a drug-free nation is to have those who use drugs stop, and prevent others from starting — in effect, to eliminate the demand for drugs. And that is the other major objective of the National Drug Strategy.

The National Drug Strategy recognizes that drugs threaten all Americans, but in different ways and for different reasons. Some Americans are drug dependent, others because of age, social, economic, familial, educational and other conditions — are very vulnerable. Others, who do not use illegal drugs, must address the impact of drug abuse in their lives as they encounter illegal drug use in their work places, their schools and communities, and among family and friends. To be effective with such a diverse population, the demand reduction strategies have been tailored to the specific needs and conditions of groups of Americans.

“The war must be won in the conscience, the attitude, the character of Americans as a people. So long as we tolerate drugs — think they are sophisticated or mildly risqué — we will never rid ourselves of this national albattross.”

Lois Haight Herrington
Chairman, White House Conference
for a drug-free America

Four target groups have been identified, based on levels of drug involvement, vulnerability, age and relative difficulty in reaching

the group. A specific strategy has been developed to address the unique situations of individuals in each group. The first two groups have little or no drug experience, and are relatively easy to reach through community institutions, schools and the media.

- *Youths with limited or no drug experience.* The *Prevention Education Strategy* guides national efforts to assist these young people in maintaining or achieving drug-free lives.
- *Mainstream adults* are the majority of Americans. For pragmatic, moral, and civic reasons, this group has undeniable responsibility for leading efforts to assist others in achieving and maintaining freedom from drugs. The *Strategy for Involving Mainstream Adults* addresses this group.

For Americans in the second two groups, drug use is a more urgent and immediate threat. In these two groups, preventing drug use or curing the addicted present most difficult challenges. Some in these groups are very hard to reach or treat.

- *Youths who are at high risk of becoming involved with drugs* because they experience one or more of the factors known to increase the risk of drug use — such as suffering abuse, pregnancy, addicted or alcoholic parent, lack of education or poverty. The problems of these young people are addressed by the *High Risk Youth Strategy*.
- *Those who are impaired by illegal drug use* and who may experience significant other problems as well. The *Treatment Strategy* addresses the special problems presented by this group.

The four demand strategies complement and reinforce each other, and provide an integrated, comprehensive approach to demand reduction. They recognize that the bedrock of behavior is knowledge and atti-

tude. They seek, therefore, to impart knowledge about the dangers of illicit drug use and to strengthen the "Zero Tolerance" attitude among Americans — an attitude that promotes personal decisions to reject drug use and encourages individual action in pursuit of drug-free communities.

While the key to drug-free communities lies within each American, all levels of government have significant responsibilities for attaining a drug-free future. This responsibility weighs heavily on state and local governments, which are major providers of education and health care and are in the best position to determine the needs of their citizens and address those needs.

The private sector, dependent as it is on the health and productivity of the nation's work force, shares responsibility for reducing illegal drug use. The strength of America's economy and our ability to compete internationally are inextricably bound to the work force.

The Federal government also shares responsibility for this effort. The foremost duty of the Federal government in demand reduction is to provide strong and useful leadership — and that is a high priority in the National Drug Strategy. Federal leadership extends from the bold and consistently supportive statements of the President, First Lady and senior administration officials to the clear message sent by increased drug budgets. Federal leadership underpins the programs detailed by the four demand reduction strategies, which facilitate state, local, private sector and individual initiatives.

These four strategies place a premium on Federal leadership of efforts tailored to the needs of specific groups of Americans. Together they form a comprehensive plan to eliminate the demand for drugs.

National Strategy for Prevention Education

Preventing illegal drug and alcohol use among youth is the goal of the first demand reduction strategy. This strategy recognizes that drug use results from the complex interaction of individuals with their unique personalities and the many elements of their environments. It also recognizes that prevention of drug use extends beyond the primary target — youth — to include adults and those youths who may be at higher risk for drug use; and it recognizes that the key to successful prevention does not rest with any single group — non-using Americans must promote freedom from drugs among youth. Consequently, the prevention and education strategy focuses not on a single factor that may lead to substance abuse, but on individual youths within the broad context of those most likely to influence their behavior — parents, communities, schools and other youths.

The prevention strategy details important roles for:

- **Parents:** Parents have primary responsibility for preventing drug and alcohol use among their children. Parents are teachers of right and wrong and exemplars of behavior. They must be knowledgeable about drugs and alcohol, and about signs of use. Parents have organized more than 4,000 anti-drug and alcohol groups nationwide to assist in their individual efforts.
- **Communities:** Communities must assist parents and contribute to the success of drug abuse prevention efforts. They must provide accurate and useful information about the nature and extent of alcohol and drug use. Communities must also reinforce the lessons being taught at home with laws and regulations that send a strong and unmistak-

able message that drug use is wrong and will not be tolerated.

- *Schools*: Schools must join parents and communities in their efforts to fight drugs. School policies and regulations must reflect the *attitude* that drug use is unacceptable and the *expectation* that students will be drug-free. Effectively enforced, these policies and regulations will ensure that drugs and alcohol are kept off school premises and will help youth resist pressure to try drugs and alcohol.
- *Youth*: Youths share responsibility for ending drug and alcohol use. Children must be *encouraged* and *equipped* to resist drugs and alcohol and to exert positive influences on their peers.

This strategy focuses on using Federal resources to support and promote grassroots efforts to prevent drug and alcohol use among children. State governments are at the center of the effort to support and promote grassroots action. As the repositories of health and educational expertise and recipients of Federal assistance, states can assist parent, school and community drug prevention and education programs directly. State programs are underway already. In fact, state agencies administered more than \$150 million in prevention funds from the Department of Education in Fiscal Year 1987, and three-fourths of the states require schools to teach about drugs.

To prevent drug and alcohol use among youth, the strategy establishes four principle objectives for Federal government support of grassroots activities and guides specific agency activities aimed at accomplishing each objective.

First Objective:

Leadership to Promote Awareness.

The President has used his "bully pulpit"

to make Americans aware of the drug threat and their individual responsibility. In speeches and other public activities, he has spread the word and urged Americans to respond against drug and alcohol abuse. Magnifying the President's efforts are the acknowledged leadership of the First Lady and her nationwide "Just Say No" campaign, and the complementary public campaigns mounted by Cabinet Members.

The success of this effort is well documented in public opinion polls, in the sharp anti-drug attitudes of school children, and in the high priority Americans now assign to preventing drug use among the nation's youth.

This objective of the prevention strategy responds to the President's desire to maintain that effort and continue using all elements of the Federal government to infuse all Americans with a sense of urgency about drugs.

Second Objective:

Collect Useful Information.

Grassroots drug prevention efforts require a steady flow of information to increase knowledge about drugs and to design programs that succeed. Toward that end, the strategy directs the collection of information.

- *National Survey Data*. National surveys can reflect the incidence and prevalence of drug use among youth. The National Institute on Drug Abuse (NIDA) conducts two of particular note: the annual National High School Senior Survey and the periodic National Household Survey. These two studies provide vital information on levels of drug use in our society and feedback on progress made in demand reduction efforts and inform decisions about resource allocation in the fight against illegal drugs.

- *Information on What Works.* The drug-free Schools Recognition program of the Department of Education and evaluations of demonstration programs sponsored by the Office of Substance Abuse Prevention (OSAP), ACTION and the Department of Justice provide information about successful programs that will help other communities use this information to develop effective programs.
- *Evaluations.* To understand which programs are most likely to succeed, program processes or activities and outcomes will be evaluated.
- *Basic Research.* NIDA and other institutions will compile research on attitudes toward drug abuse and the health effects of alcohol and drugs for use by parents, teachers and others in promoting drug and alcohol use prevention among youth.

Third Objective: Disseminate Information

Children must know about the dangers of drugs to develop the healthy attitudes that enable them to "say no to drugs." Parents and others need information to develop successful programs encouraging youth to remain drug-free. The third prevention strategy objective includes three separate activities to disseminate information.

- *Information to the Public.* The strategy details an extensive educational campaign including:
 - The National Clearinghouse for Alcohol and Drug Information, which produces and disseminate information about drugs and drug prevention programs.
 - NIDA, the Drug Enforcement Administration, the FBI, the INS and other agencies provide

information to private companies and communities for their drug education programs.

- Several Federal agencies, including the Department of Health and Human Services and the Bureau of Indian Affairs, distribute newsletters containing useful prevention information. A Department of Education newsletter features initiatives for schools, and the Justice Department's newsletter performs a similar service for the law enforcement community.
- Drug prevention media campaigns are conducted by several agencies, including DEA, OSAP, the Department of Education and ACTION. The U.S. Customs Service and other agencies sponsor radio and television public service announcements with prevention messages. NIDA provides technical assistance to private industry's anti-drug abuse media campaigns.
- *Model Programs.* Parents, communities, schools and others need to know about model programs. Federal agencies meet this need with programs that include: the National Institute of Justice publication, *Arresting the Demand for Drugs: Effective Prevention Programs*; a pamphlet titled *Taking Action Against Drug Abuse: How to Start a Volunteer Anti-Drug Program in Your Community*, and the publication of details about 20 community-based programs by OSAP.

- *Evaluation and Research.* To ensure that research and evaluation findings are useful in building drug prevention programs, the strategy emphasizes publication and distribution of information. Several agencies have programs underway, including the bi-monthly OSAP publication, "Prevention Pipeline: An Alcohol and Drug Awareness Service," and NIDA's "NIDA Notes," which disseminate research findings to service providers and others.

To better disseminate information, the strategy describes procedures for coordinating the communications activities of Federal agencies. Among those efforts is the work of the Steering Committee for the Clearinghouse, which reviews media campaigns and coordinates activities with the National Association of Broadcasters.

Fourth Objective: Assistance

The final objective of the prevention strategy seeks to assist — directly and through state governments — prevention programs nationwide. The strategy details Federal technical and financial assistance to aid the prevention efforts of parents and communities, elementary and secondary schools and institutions of higher learning. Specific activities are outlined.

- *Parents and Communities.* To assist parent and community groups that are initiating drug prevention efforts and to enhance programs already underway, Federal agencies provide training and other technical assistance. OSAP sponsors conferences and training workshops for parents, community leaders and others. In all 94 districts, US Attorneys sponsor drug education and prevention conferences for a variety of community organizations. Some agen-

cies provide focused training, such as the National Highway Transportation Safety Administration's assistance in reducing drug and alcohol impaired driving. Financial support has been provided to such successful programs as the Just Say No Foundation. Community based volunteer programs benefit from ACTION's Drug Alliance, which aids state governors in coordinating and training for community based drug prevention programs.

- *Elementary and Secondary Schools.* Schools play an important role in teaching children how and why to say "no" to drugs. To enhance those efforts, Federal agencies provide training, curriculum development and other technical assistance. Federal programs include:
 - Department of Education's (ED) formula grant program and regional centers provide assistance and training to elementary and secondary schools. In addition, the Challenge Campaign that disseminates information and ideas for school use; Justice Department programs to prevent drug use among athletes, and regional training centers for the Drug Abuse Resistance Education program.
 - Financial assistance is provided by ED grant programs, including one that focuses on adding drug and alcohol prevention training to the teacher preparatory curricula of colleges and universities.
- *Institutions of Higher Education.* The strategy also encourages prevention programs for young adults attending colleges and universities and similar

educational programs. Federal assistance includes ED grants for campus prevention efforts and a National Transportation Safety Administration effort to curtail alcohol at all sporting and entertainment events. ED also has a network of colleges and universities committed to prevention programs, which collaborate on prevention efforts.

National Strategy for Mainstream Adults

Ultimately, the success of the prevention strategy and the nation's effort against drugs overall, depends on the involvement of the 180 million Americans who do not use drugs. The National Strategy for Mainstream Adults seeks to mobilize and involve all Americans to deter illicit drug use — the family, school, work force, government at all levels, business, industry, service professionals, sports and entertainment figures, and community leaders.

“The use of drugs is wrong and simply will not be tolerated.”

William J. Bennett
Secretary of Education

The strategy arrays eight major objectives under two over-arching goals. The first goal, promote national awareness and involvement, targets the mainstream adult population, but especially those who are not members of the outside-the-home work force. The second goal is to promote a drug-free work force, which targets the work force — including employers, managers and employees. The importance of focusing on the work force is illustrated by the results of

a survey of callers to NIDA's 800-COCAINE hotline: 75 percent of the callers reported cocaine use on the job; 69 percent said they worked regularly under the influence of cocaine; and 25 percent reported daily use of cocaine.

First Goal: Promote National Awareness and Involvement

Awareness of the nation's drug problem and its affect on all Americans is a prerequisite for mobilization against drugs. The strategy proposes a bi-partisan "National Drug-Free America Week Campaign" to raise consciousness about the hazards of illicit drug use and encourage individual action. Five specific objectives support this goal.

First Objective: Promote Individual Responsibility and Involvement

To encourage individual responsibility and involvement among Americans, this strategy appreciates the continued leadership of the First Lady through the "Just Say No" campaign and other activities. The strategy charges Federal agencies to assist efforts to involve mainstream Americans by supporting research on what approaches and technical assistance efforts work best at promoting individual responsibility in combatting illicit drug use.

Second Objective: Stimulate Involvement of Individuals in Non-Workplace Setting

Retired Americans, homemakers, non-working adults, and others who are not targeted by work place initiatives have a role in solving the nation's drug problem. The strategy describes a range of activities aimed at these citizens. Among them are:

- *Information Dissemination.* Informational materials for targeted adults have been

developed and are available through various avenues. Additional materials will be developed and distributed. For example, ACTION plans a *Just Say No Guide For Older Americans*.

- **Speakers Bureau.** The Department of Health and Human Services (HHS) will develop a speakers bureau to assist in urging support from this target group. The Department of Housing and Urban Development (HUD) is creating a speakers bureau to provide speakers for area meetings and conferences.
- **Regional Conferences.** The Department of Housing and Urban Development (HUD) will continue to follow-up on the five regional conferences it held with more than 1,200 participants to promote ideas for drug-free public housing.
- **Enlist Support.** The strategy also seeks innovative programs aimed at those outside the work place, such as the American Association of Retired Persons efforts to involve retirees against illicit drugs and the Foster Grandparents Program.

Third Objective:

Enlist Community Leaders as Role Models

Community leaders from every segment of society and from every industry can set the standards for behavior within their communities and organizations and encourage others to act against drugs. Specific public and private sector activities to assist in this effort include:

- **Outreach.** The strategy charges Federal agencies to solicit support from state and local officials and leaders in every aspect of community life to actively support anti-drug efforts.
- **Media.** The advertising, news and entertainment media play a central role in the fight against drugs. Federal agencies must encourage continued private sec-

tor initiatives to use the media in combatting illicit drugs. Among the efforts already underway are the National Association of Broadcasters' "On Air Initiatives," which present programs against drug and alcohol abuse, and the Media-Advertising Partnership, which is using \$1.5 billion in donated time and space.

Fourth Objective:

Enlist Health and Social Service Professionals as Role Models

Health and social service professionals have unique positions of trust with their patients, clients and communities and represent another role model for mainstream adults. They can influence others to support anti-drug efforts. Specific activities to support this objective include:

- **Technical Assistance.** Agencies that employ health professionals will provide technical assistance to health and service providers in recognizing and treating substance abuse.
- **Curriculum Development.** HHS will develop a curriculum for continuing education of Employee Assistance Program (EAP) staffs. Several projects sponsored by HHS agencies encourage medical schools, training programs for health and social service professionals to include substance abuse in their curricula.
- **Conferences.** Federal agencies will encourage professional organizations to include the drug problem on conference agendas.
- **Information Dissemination.** The government will encourage the information activities of professional organizations, such as the "Pharmacists Against Drug Abuse" pamphlet series.
- **Professional Education/Licensing.** The strategy recommends that states include drug abuse recognition and treatment in

the educational curricula of health professionals, adding drug abuse questions to state licensing exams and testing health and social service personnel for drug use when issuing or renewing licenses or certification.

Fifth Objective:

Support Research on Involvement of Mainstream Adults

Federal agencies will sponsor, fund and encourage research into the behavioral, psychological, and environmental factors that contribute to effective involvement of mainstream adults against illicit drug use. Such efforts include NIDA's research grants on the prevalence of drug use and its relationship to productivity at work and school environments and assessment of EAP models. Other important research efforts include the Department of Labor (DoL) sponsored study of education and awareness models, and research into factors that contribute to or deter drug use in public housing.

Second Goal:

A Drug-Free Work Force

The second goal of this strategy is drug-free workplaces. Employers and employees share an interest in a safe and productive working environment. Illicit drug use has been associated with absenteeism, on-the-job accidents, increased use of medical services by employees and their families — and recently with fatal accidents involving public transportation. The work force is an especially important target group because of its impact on national productivity and the influence individuals can exercise in work place situations.

Sixth Objective:

Support of Employee Assistance Programs and Treatment

Employee Assistance Programs (EAP) aid employees in achieving drug-free productive lives. To be successful, programs must have

the support of employers and employees alike. To facilitate successful EAPs nationwide, the strategy recommends:

- *Drug-free Federal Work Force.* The government is working to achieve a drug-free Federal work force. Toward that end, guidance and procedures have been clarified and assistance — including management training — made available from the Office of Personnel Management, Department of Health and Human Services and other agencies.
- *Provide technical assistance to public and private EAP efforts.* Assistance is available to employers establishing or maintaining EAPs, including: management training from HHS, management assistance and training teams from DoL and various informational materials from Federal agencies, including the DoL "Drug-Free Workplace: What Works" handbook and publications of the Mine Safety Administration.
- *Establish professional standards for EAP programs.* OPM, other Federal agencies and private sector organizations are working with HHS to establish professional standards and criteria for EAP programs.
- *Conduct research on related issues.* Information and models are needed to enable the design of EAPs for the work force. Federal efforts underway include DoL's nationwide survey of 7,500 work sites, and an HHS research grant announcement for work on drugs in the work place. In addition, research announcements have been distributed and are generating proposals for more needed research work.

Seventh Objective:

Enlist Employers and Employees as Role Models.

Several specific actions are detailed:

- *Education and technical assistance.* To enable private companies to address drugs in the work place, Federal agencies will sponsor a range of educational and awareness activities that promote information sharing about successful anti-drug programs. In addition, Federal agencies must assist managers in building effective and non-punitive approaches to dealing with drug-using employees. The regional conferences sponsored by DoL and HHS aim to provide such assistance. The strategy also suggests that agencies work with private sector counterparts to develop programs for use in executive training.
- *Improve communication between Federal government and other sectors.* The partnership between government and other sectors of society is essential to success on the drug front. Mechanisms for increased communication will enhance cooperation. The White House Conference for a drug-free America and the conferences conducted by several Federal agencies to highlight successful private industry prevention efforts are examples of the effort needed.

Eighth Objective:

Enlist Support for Drug Testing Programs

Drug testing is an important tool for achieving drug-free workplaces. Drug testing identifies users so they can enter into appropriate treatment programs and inhibits escalating use of illicit drugs. It also deters drug use before it starts and encourages consumer confidence in the quality of the work force.

This strategy recognizes that public and private sector employees and employers must understand the true purpose of drug testing: to achieve a higher quality, more productive work environment, and to attain

the economic, social, safety and health benefits that will ensue. The strategy charges Federal agencies to lead the way in developing and implementing drug testing programs and to serve as a model for the private sector. Toward that end, the strategy focuses on implementation of an effective Federal drug testing program with appropriate safeguards and standards. The strategy also seeks to encourage private sector testing through cooperative ventures and greater education of private sector managers.

National Strategy for High Risk Youth

The National Strategy for High Risk Youth is the second youth-oriented demand reduction strategy. It focuses on those children and teenagers most susceptible to drug use because they have experienced factors known to increase vulnerability. Those factors include: substance abusing parents; physical, sexual or psychological abuse; dropping out of school; pregnancy; economic disadvantage; violent or delinquent acts; mental health problems; suicide attempts; and homelessness. Frequently, high risk youth have experienced more than one of these conditions.

While the exact dimensions of this target group are unknown, it is a sizeable population:

- Nearly 5 million adolescents (3 in 10) have problems with alcohol and one-third of the nation's families are affected by alcoholism.
- Nearly 2 million children were reported victims of abuse, neglect or sexual molestation in 1985.
- More than 1 million children run away from home each year and more than 1 million teenage girls become pregnant each year.

The high risk youth strategy is founded on two guiding principles: that illegal drug use will not be tolerated and that individuals, families and communities are accountable for preventing and stopping illegal drug use among high risk youth.

The national goal of the strategy is to equip this and future generations of high risk youth to live productive, drug-free lives. It recognizes that prevention and education programs alone may be insufficient to deter drug use. Consequently, the strategy provides a comprehensive plan for prevention, intervention and treatment, and assigns families a share of responsibility for the behavior of youth. Recognizing that communities influence the behavior of high risk youth, the strategy gives significant weight to community action backed by Federal assistance and leadership.

Four specific objectives support the high risk youth strategy.

First Objective:

Promote Accountability for Behavior Among High Risk Youth.

The strategy details Federal and community efforts designed to reinforce individual responsibility, develop models of coordinated responses and encourage laws that mandate clear sanctions for using drugs.

- *Promote accountability among high risk youth.* Federal agencies will provide program information, research and other support to encourage accountability. The efforts underway include research programs sponsored by several agencies within the Justice Department, such as the Serious Habitual Criminal Offender Community Action Program that develops policies to ensure predictable consequences for drug-involved behavior, which can include arrest and prosecution.

- *Model strategies for integrated prevention, intervention, and treatment programs.* Federal agencies will develop, demonstrate and disseminate integrated model programs, such as the Youth Drug and Alcohol Abuse program jointly sponsored by the National Highway Traffic Safety Administration and the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The Bureau of Health Care Delivery is developing model programs for the integration of substance abuse and primary care services. The models are being developed on the premise that early detection, diagnosis, referral, and follow-up of individuals with alcohol and illicit drug use problems can be achieved in the community, health care, school, and criminal justice systems. This is particularly relevant in such places as community and migrant health care centers because the clients served are also represented in other high risks populations — including the homeless and those at risk for AIDS. This community focus allows health centers to deal comprehensively with substance abuse issues in the community.
- *Develop and encourage community programs for high risk youth.* Federal agencies will lead the way through efforts such as the 39 community "gateway" demonstration programs funded by OSAP.
- *Encourage state and local efforts.* In addition to specific Federal programs, the strategy charges Federal agencies to encourage unilateral state and local efforts. Among them are those that encourage individual responsibility, such as the 21 year-old drinking age in all states and the mandatory suspension or revocation of drivers licenses for traffic violations involving drugs or alcohol. Other programs, such as Texas Youth In Action,

Operation Snowball in Chicago and the nationwide efforts of the National Federation of Parents for Drug-Free Youth encourage and equip children to resist drugs.

Second Objective: Strengthen High Risk Families

The second objective seeks to promote responsibility of high risk families for the drug behavior of their children and equip them to prevent and intervene in drug use. The strategy charges Federal agencies to develop and implement programs that assist and complement local efforts. Among the efforts:

- *Programs.* Included in this effort are the 45 projects and demonstrations emphasizing involvement for high risk families funded by the OSAP. Other programs include Project Hope, a National Coalition of Hispanic Health and Human Service Organizations' prevention and treatment program for Hispanic runaways and abused children, funded by OJJDP.
- *Training and education programs.* Federal support for training at risk families in strategies for prevention and intervention include the Targeted Prevention Program in Alabama, a 14 week prevention program for high risk families; and the OJJDP Effective Parenting Strategies for High Risk Youth, which will identify and document useful programs and train families to implement them.
- *Encourage state and local programs.* Federal agencies must provide an atmosphere of encouragement for state and local efforts to strengthen families. Among such efforts are: Ohio's program allowing judges to order the parents of convicted juveniles to enter counseling and the tenant management council efforts of the Cocran Gardens public housing project in St. Louis.

Third Objective: Encourage Implementation of Comprehensive Responses to Eliminate Illegal Drug Use Among High Risk Youth.

Because communities have the closest ties to high risk youth, they are critical to success. Federal leadership and assistance encourage community programs for high risk youth.

- *Enable comprehensive community systems of programs.* To facilitate integrated programs at the community level, Federal agencies will provide technical and financial assistance, and demonstrate useful models. Examples of such Federal efforts include: DEA Regional Demand Reduction Agents working with schools, community organizations, media and police to coordinate supply and demand reduction efforts; OJJDP and the Bureau of Justice Assistance (BJA) community-wide team approaches to integrate supply and demand efforts now being implemented in selected communities through the National Congress of Black Churches. Additionally, grant programs administered by the Department of Education, Bureau of Indian Affairs, BJA, OJJDP and the Alcohol, Drug Abuse, and Mental Health Administration target high risk youth.
- *Provide training to communities.* High risk youth will benefit from trained community teams that can develop and implement comprehensive anti-drug programs. Toward that end, Federal agencies are providing training and educational assistance to community leaders. For example, BJA is training juvenile court judges in intervention strategies for chronic and violent juvenile offenders, and OJJDP's SAFE POLICY curriculum is providing preven-

tion training to police chiefs, prosecutors, probation officials and school administrators.

- *Disseminate information to communities.* Community action requires informed citizens and leaders. Federal agencies will use all available media to disseminate needed information to communities. Among the efforts underway are: the Education Department's *What Works: Schools Without Drugs* publication, the joint OSAP and National Association of State Alcohol and Drug Abuse Directors' "Twenty Model Programs" publication and a variety of other materials offered by agencies and clearinghouses.
- *Research.* Additional research on the influence of the family is being supported by NIDA and the National Institute on Alcohol Abuse and Alcoholism to develop mechanisms to assist at risk families.
- *Encourage state and local government action.* Federal agencies encourage state and local government activities directly — through the programs described above — and indirectly by acknowledging and publicizing them. Among programs addressing high risk youth are: the police and education department partnership in New York City called School Program to Educate and Control Drug Abuse, which creates drug-free school zones; the Chemical Abuse Reduced Through Education program in Toledo, Ohio, which coordinates community efforts to develop positive peer pressure and other prevention devices; the Drug Abuse Resistance Education project in Los Angeles, which teaches students to say "no" to drugs; and the Impact Program in Philadelphia, which provides jobs in public housing projects and other high risk neighborhoods.

Fourth Objective:

Enhance Federal Leadership Role by Working as a Catalyst for Development of Comprehensive State and Local Responses to Drug Use Among High Risk Youth.

As in the other strategies, the primary Federal role is leadership. The strategy emphasizes Federal leadership activities to encourage and enable state and community agencies to address the many facets of the high risk youth drug problem. Among the leadership activities are demonstrations of model programs, such as the OJJDP Promising Approaches for the Prevention, Intervention and Treatment of Illegal Drug and Alcohol Use Among Juveniles program, which assists communities experiencing high rates of adolescent drug and alcohol use. Training and technical assistance activities also serve as catalysts for local action, which is the purpose of some Federal programs, such as the joint BJA and OJJDP training for juvenile court judges.

"Our encouragement, our goal, should be for those who have never tried drugs to remain drug-free."

President Reagan

National Drug Treatment Strategy

The final demand reduction strategy addresses that group of Americans who are impaired by drug use. The strategy recognizes that drug use, including addiction, is a complex problem involving psychological, social and biological factors. Consequently, successful treatment schemes may require treatment for other problems as well — such

as diagnosable psychiatric problems, educational problems, or chronic criminal behavior problems. In fact, some research indicates that as many as 80 percent of those entering long term treatment efforts have also suffered from a diagnosable psychiatric problem. Research also indicates that to be successful, treatment must be tailored to individuals according to the level of their drug use and other problems.

The strategy details four specific groups of drug users and assesses relative value of treatment modalities for each.

- *Mildly impaired.* These individuals can frequently become and remain drug-free without treatment. The threat of drug testing or exposure may be sufficient motivation for the person to stop using drugs.
- *Moderately disabled.* These individuals have experienced decreased performance due to drug use. Many respond to self-help programs, though most require a planned program that can include counseling and detoxification. Pharmacological therapy or supports, such as methadone treatment, may be useful.
- *Severely disabled.* Addicted individuals in this group experience problems in addition to drug dependence. Those who are very disadvantaged socially or have diagnosable mental problems may fall into this group. They respond well to individual treatment that includes special services, such as rehabilitation and vocational training.
- *Extremely disabled.* These individuals are dysfunctional and their needs exceed the level that can be successfully addressed by *current* methods. Intense chronic care or compulsory confinement may be required for people in this group who do not respond positively to current treatment and have little control

over their drug problem even with professional help.

Generally, matching the right treatment modalities to the individual's needs can yield success. The range of activities available — from self-help groups to residential treatment, therapeutic communities and methadone maintenance — can assist in eliminating drug use and aiding former users in remaining drug-free. *But the right treatment regimen must be available and accessible to the user.*

Availability

While the number of drug treatment programs has grown in recent years, they are still not sufficiently available. Most of the growth has been in private treatment facilities. In 1985, almost twice as many hospital beds (29,235) were available for substance abuse patients than in 1978; but private facilities accounted for 64 percent of hospital substance abuse units in 1985, compared to only 36 percent in 1978. Many persons in need of treatment cannot afford private treatment. In fact, of the drug abusers entering publicly supported clinics, 66 percent are unemployed and 62 percent have no form of health insurance.

The strategy recognizes that access to treatment can be inhibited by other factors, such as the reluctance of neighborhoods to accept treatment centers and prohibitive zoning regulations. Further, the reluctance of insurance companies to cover substance abuse within their health insurance programs also reduces accessibility and availability of treatment.

The treatment problem is made even more urgent by the spread of Acquired Immune Deficiency Syndrome (AIDS). AIDS is pervasive among the intravenous drug using population, with one fourth of all AIDS cases being attributed to intravenous drug use. The prevalence of AIDS among intra-

venous drug users places the whole population at risk since the disease can be transmitted through non-drug using sex partners and prostitutes.

The strategy also places a priority on the variety of research required to find successful mechanisms for treating the extremely disabled, and to produce better quality treatment for all drug users.

The National Drug Treatment Strategy seeks to:

- Use the drug treatment network to reduce the demand for drugs by freeing individuals from drugs and assisting them in living drug-free.
- Slow the spread of AIDS through programs targeted at the intravenous drug using population.
- Reduce crime and the need for imprisonment by providing treatment programs for those whose criminal activity is drug related.
- Reduce productivity losses by freeing employees from drugs and diminished job performance, high rates of absenteeism and increased drain on employer provided medical benefits.

To achieve these goals, the strategy describes four objectives for *all levels of government and the private sector*, and suggests programs to facilitate achieving the objectives.

First Objective:

Conduct an Aggressive Campaign to Identify Drug Users and Engage Them in Treatment.

The strategy identifies several means to accomplish this objective. Among them are a variety of street and court outreach programs, such as those funded by the Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) through block grants. About 27 percent of those seeking treatment do so under some form of legal

pressure. Consequently, the strategy seeks to provide drug testing for those arrested and to use probation sanctions to encourage drug users to enter and complete treatment programs. Also included are employee drug screening and information campaigns aimed at motivating family members and friends to encourage drug users to seek treatment. NIDA's toll free Drug Abuse Information and Referral Line, which answered 75,000 calls in 1987, also facilitates entry into treatment.

Second Objective:

Ensure the Ready Availability of Treatment.

Several Federal agencies provide access to drug and alcohol treatment programs for specific segments of the population. For example, the Bureau of Health Care Delivery and Assistance supports programs for people who are homeless and have alcohol or drug problems; ADAMHA block grant funds support treatment for homeless drug users and others; the Veterans Administration operates 51 drug dependence treatment programs; and the Indian Health Service oversees 250 drug and alcohol programs, including 47 residential treatment centers.

Third Objective:

Stimulate Private Sector Involvement.

The strategy recognizes that to ensure availability of treatment the private sector must be spurred to action. Toward that end, Federal agencies will encourage employers and insurance companies to include substance abuse treatment in their health plans and coverages. Since 1971, when Wisconsin passed the first law mandating coverage for alcoholism treatment, 21 states have passed laws mandating drug abuse treatment benefits or requiring insurance providers to at least offer such coverage for sale.

Federal agencies also must take the lead in educating the public and working to remove community reluctance or zoning restrictions that inhibit the building of treatment facilities.

**Fourth Objective:
Undertake Research to Improve Quality and Efficiency of Treatment and to Find Ways to Treat Those Who are Currently Unresponsive.**

The strategy directs Federal research to improve the quality and efficiency of treatment. Research priorities include developing better treatment modalities for all drug users, especially those who also have psychiatric disorders, which is the focus of programs such as the National Institute of Mental Health funded demonstration projects in 13 states.

Research supporting expanded care through outreach and other efforts, tailored treatment, and integration of treatment schemes is also important. The 97 research

projects funded by NIDA in 1987 targeted this range of needs.

Conclusion.

The demand reduction portion of the National Drug Strategy focuses on the fundamental cause of America's drug problem: the willingness of some Americans to use drugs. The four demand reduction strategies provide a comprehensive plan to attack demand reduction and equip our youth to actively resist and fight the drug problem. While these strategies coupled with the essential supply reduction strategies are a very real cause for hope in the future, all Americans must recognize that these strategies will not be fully effective unless they are backed-up by firm and unrelenting commitment from all Americans.

Chapter 4

Indications of Progress

The comprehensive Federal, state and local effort outlined in the National Drug Strategy already has achieved significant progress. While drugs still threaten our nation greatly, our past success against drugs provides prudent reason to look with confidence toward a drug-free future. The following is a very brief synopsis of progress in the past year.

First Ever Reduction in Cocaine Use.

The most hopeful sign that we are making progress in drugs comes from the annual Survey of High School Seniors. In 1987, for the first time since the survey began a decade ago, the number of high school seniors reporting cocaine use in the past year went down — from almost 15 percent in 1986, to 10.3 percent in 1987. In addition, about half of the high school seniors indicated that *any* use of cocaine — even one time experimentation — is hazardous. The trend toward reduced marijuana use among high school seniors continues with 2.5 percent fewer users in 1987 than in 1986. Further, there was a three percent increase in the number of high school seniors perceiving that even the limited use of marijuana was potentially harmful.

Progress in Drug Intelligence

The strategy notes that effective and timely intelligence can enhance all drug enforcement operations. In 1987, drug intelligence capabilities improved markedly with new Bureau of Prisons, Federal Aviation Administration and other data bases available to the multi-agency El Paso Intelligence Center. DEA, Defense Intelligence Agency, Customs Service and Coast Guard all achieved improved intelligence gather-

ing, use and communications capabilities during 1987. Improved analytic capabilities generated new and successful investigations — including a DEA analysis of a drug organization's telephone records to expand an investigation, which resulted in 29 arrests, and the seizure of 70 tons of marijuana and nearly a ton of cocaine.

Progress in International Narcotics Control

In 1987, 23 nations joined the U.S. in eradicating drug crops — in 1981, there were only two. About 283 metric tons of opium, 5,046 metric tons of coca leaf, and 17,585 tons of cannabis were destroyed around the world. Eradication has virtually removed Thailand from the ranks of the major opium producers. Jamaica's marijuana eradication program reduced production from 1,755 metric tons in 1986 to only 325 metric tons in 1987; and U.S. assisted aerial eradication in Belize destroyed 80 percent of the marijuana crop.

Carlos Lehder, suspected as a leader in the Colombian drug cartel, was extradited to the U.S. International money laundering investigations cut deeply into drug organizations. In one FBI investigation of Colombian drug traffickers, called Cashweb/Expressway: 114 conspirators were indicted; \$22.5 million in cash, 2,100 pounds of cocaine and 22,000 pounds of marijuana were seized; and forfeiture proceedings have targeted \$11 million in bank accounts.

The Bureau of International Narcotics Matters' aircraft participated in eradication oper-

ations in Belize, cocaine raids in Bolivia and airlifted coca eradication teams in Peru.

The United Nations International Conference on Drug Abuse and Illicit Trafficking demonstrated that 138 nations can work together against drugs. The conference served as a catalyst for stronger and broader anti-narcotics programs and produced two documents that will guide the UN community's anti-drug efforts in the next several years.

Progress in Interdiction

The improvements mandated by the interdiction strategy are underway and interdiction forces are achieving great success against increasingly sophisticated drug smugglers.

Interdiction forces continued to interdict increasing quantities of cocaine. In 1987, the U.S. Customs Service seized 87,898 pounds of cocaine — 35,000 pounds more than in 1986, and four times as much as in 1983. The Coast Guard seized 12,930 pounds in 1987 — about 40 percent more than in 1986, and a huge increase over 1983 seizures of less than 100 pounds. Cocaine seizures by the Immigration and Naturalization Service (INS), which includes the Border Patrol, were 13,121 pounds in 1987, versus 2,763 pounds in 1986.

Customs and Coast Guard seized less marijuana in 1987, but INS seizures went up from 143,339 pounds in 1986, to 226,055 pounds in 1987. Seizures of hashish were also down, but interdiction forces removed more heroin, and the INS seized almost 500,000 more dosage units of dangerous drugs in 1987 (160,397 in 1986; 654,259 in 1987.)

Interdiction forces achieved significant increases in asset seizures in 1987. Customs seized 720 vessels in 1987, versus 302 in 1986;

plus 193 aircraft, 60 more than in 1986, and 12,124 vehicles. In addition, the Customs Service seized \$102 million in monetary instruments.

The Defense Department's initiatives to support interdiction achieved new heights in 1987, with 16,288 flight hours by surveillance aircraft. U.S. Navy ships spent 2,512 days patrolling drug trafficking areas — a 100 percent increase over 1986. The National Guard and Reserves provided an additional 3,121 flight hours of aerial surveillance and 9,000 man-days in support of drug eradication.

The multi-agency Operation Alliance along the southwestern border is in full operation and conservative estimates show increases in seizures of marijuana and cocaine of 89 and 220 percent respectively in 1987. Additionally, Operation Alliance forces seized 408 monetary instruments valued at \$12.5 million. Multi-agency cooperation with the Bahamian forces in Operation BAT in 1987 resulted in seizures of: 17,729 pounds of cocaine; 259,290 pounds of marijuana; 5 vehicles; 22 vessels; and 26 airplanes.

In response to the threat of drug smuggling in containerized cargo, Customs implemented a container strategy in 1987. Container seizures accounted for 28,595 pounds of cocaine.

Investigations Progress

Federal, state and local investigative agencies achieved significant successes in 1987. The Drug Enforcement Administration achieved a 15 percent increase in arrests of the most significant drug offenders and 14 percent increase in other violators in 1987. DEA, with state and local law enforcement agencies, including task forces, arrested 21,921 violators in 1987 — a significant increase from the 1983 level of almost 13,000.

DEA arrests also resulted in 14 percent more convictions in 1987 than in 1986.

In 1987, the FBI achieved 2,851 convictions — an increase of almost 200 over the 1986 level and a huge increase over the 1983 figure of 471.

In addition to Cashweb/Expressway, described above, Federal agencies conducted several significant investigations against drug organizations in 1987. Among them was the Pizza Connection which began in 1982. The FBI, DEA, Customs, Internal Revenue Service and foreign governments cooperated in destroying a sizeable Sicilian Mafia/La Cosa Nostra heroin ring that used pizza parlors in New York and five other states to facilitate distribution of an estimated \$1.65 billion worth of heroin. Thirty-eight high level traffickers in the U.S. and 175 Mafia members and associates in Italy were indicted. Eighteen defendants, including a former Sicilian Mafia "Boss of the Bosses" were sentenced in Federal Court in New York to jail terms of up to 45 years.

Progress in Prosecutions

Federal prosecutors continued to expand their efforts in 1987, as demonstrated in the investigations achievements above. Federal prosecutors filed nearly the same number of criminal cases (over 10,000) in U.S. District Courts in 1987. However, 1,500 more of those were for drug violations in 1987 than in 1986.

Drug related asset seizures increased significantly in 1987. DEA seizures in 1987 were valued at \$409 million — 25 percent higher than in 1986 and about 400 percent higher than in 1984. FBI seizure values in 1987 were 319 percent above 1986 levels; and Customs Service seizure values increased 150 percent in 1987. Forfeitures showed similar increases; for example, DEA forfeitures valued at \$144 million in 1987 were almost three-times the

1986 level of \$47 million and four-times the 1984 level of \$38 million. Forfeited property is shared with local and state agencies: the Department of Justice provided \$64 million in forfeited property and cash to state and local law enforcement agencies in 1987, while Customs distributed \$5.85 million.

Progress in Prevention Education

The 1987 High School Senior Survey results (see above) indicate clear progress in educating youth about the dangers of drug use and reinforcing drug-free behavior. The collection of information on successful programs proceeded in 1987, and more than 230 schools were nominated for the Department of Education's Drug-Free Schools Recognition Program. Other efforts include evaluations by associations of school administrators National Institute On Drug Abuse sponsored research into prevention programs and the identification of more than 2,000 prevention materials (books, etc.) conducted by the Office for Substance Abuse Prevention with assistance from more than 2,500 organizations nationwide.

The dissemination of prevention and education information is an area of great success. In every area — from a joint ACTION-National Association of Broadcasters Conference to teach young people about media anti-drug efforts, to the vast publications of the National Clearinghouse for Alcohol and Drug Information and the Customs Service operation of a Drug Smuggling Awareness Program — the education effort proceeds with increasing tempo. Federal agencies sponsored public service announcements and media campaigns aimed at various target groups including parents, schools and the general public. More than 3 million publications and other informational materials were distributed by Federal agen-

cies to the public — 1.8 million copies of the Department of Education's *Schools without Drugs* were distributed.

Technical and financial assistance programs were well underway in 1987. In addition to community and school training programs conducted by various federal agencies, almost \$200 million in drug prevention grants were provided to states and communities.

Progress in Mainstream Adults

Programs are underway to promote individual responsibility and involvement of mainstream adults by providing information and technical assistance to stimulate activities to deter drug use. Among them were a program by the Office of Personnel Management for drug awareness in the Federal workplace and NIDA's Drug-Free Workplace Helpline. Several departments supported efforts to involve Americans through publications and speakers bureau presentations. In addition, technical assistance was provided to health and social service professionals and communities to develop role models.

Several agencies funded research in 1987 aimed at strategies for involving mainstream adults in the anti-drug effort. Among the activities undertaken were NIDA grant announcements for related research, and the Department of Labor sponsored several grants to conduct research on substance abuse in the workplace.

Employee Assistance Program support included training courses for Federal agency managers and supervisors, technical assistance for management training provided by the Department of Health and Human Services and various other efforts.

Progress in High-Risk Youth

In 1987, 59 ongoing or planned programs for high-risk youth were identified. Nine initiatives were undertaken to conduct the research required and develop prototype programs to promote accountability for drug use among high-risk youth. Included are 34 Gateway Projects funded by the Office for Substance Abuse Prevention (OSAP) that focus on early intervention and prevention efforts. Projects underway to strengthen high risk families include Project Hope, a Justice Department prevention and treatment program for Hispanic runaways, neglected/abused and drug using children, and 45 OSAP sponsored Family Involvement Project grants that emphasize family involvement and intervention.

Nineteen Federal programs were identified to encourage community programs for high-risk youth. Among them are 131 OSAP funded (\$24 million) projects to provide comprehensive prevention, intervention and treatment at the community level. In addition, more than 200 police departments have been trained to implement the Drug Abuse Resistance Education (DARE) curriculum that teaches children to say "no" to drugs.

Treatment Progress

In 1987, progress in treatment was equally notable in three areas: AIDS, facilitating entry into treatment, and conducting research to improve the quality of treatment. Federal treatment initiatives aimed at drug users included community-based AIDS Outreach Projects to educate drug users about AIDS. These programs in six major cities use a variety of outreach techniques. In ad-

dition, NIDA developed, tested and delivered a comprehensive AIDS training program. Approximately 2,600 persons from 26 states received the basic course. In addition, 13 Service Demonstration Projects were funded in the metropolitan areas with the highest prevalence of AIDS to coordinate community resources in all aspects of AIDS patient care.

To facilitate entry into treatment programs, the Alcohol, Drug Abuse, and Mental Health Services Administration distributed an additional \$39.9 million for treatment programs -- bringing the total Block Grant program since 1982 to almost \$500 million. Programs were also funded to treat the alcohol and drug problems of the homeless. The Veterans

Administration operated 51 drug dependence treatment programs in 1987, and the Indian Health Service oversaw 250 alcohol and substance abuse programs conducted by local tribal and other organizations. A variety of other Federal agencies also conduct local treatment assistance efforts aimed at specialized or comprehensive problems -- including NIDA's Drug Abuse Information and Referral Line (800 number), which received 75,000 calls in 1987.

To improve treatment programs, NIDA funded approximately 100 research projects in 1987. Additionally, 13 states received National Institute of Mental Health funding for demonstration projects dealing with drug abuse and mental health.

Sources of Assistance

Two national toll-free hotlines:

1-800-COCAINE
Fair Oaks Hospital
Summit, NJ 07901

1-800-662-HELP
National Institute on Drug Abuse
5600 Fishers Lane
Rockville, MD 20857

Drug information is available from:

301-984-5700
American Council for Drug Education
5820 Hubbard Drive
Rockville, MD 20852

404-325-5799
Families in Action
National Drug Information Center
Suite 300
3845 North Druid Hills Road
Decatur, GA 30033

1-800-258-2766
Just Say No Foundation
1777 North California Boulevard
Walnut Creek, CA 94596

National Clearinghouse for Alcohol and
Drug Information
P.O. Box 2345
Rockville, MD 20852

1-800-554-KIDS
National Federation of Parents for
Drug-Free Youth
Suite 200
8730 Georgia Avenue
Silver Spring, MD 20910

1-800-241-7946
Parents' Resource Institute for
Drug Education (PRIDE)
Suite 1002
100 Edgewood Avenue
Atlanta, GA 30303

Information Available

Information is an essential element of any action plan. Americans must have sufficient information to appreciate the extent of the drug problem in their communities and across the nation. They also must have access to the kind of information needed to build effective drug abuse prevention programs in their communities.

Federal agencies have been striving to meet the nation's information needs. Following are just a few examples of the publications and other materials that are being made available.

From ACTION

Meeting the Challenge — a guide for service clubs.

Take Action Against Drug Abuse: How to Start a Volunteer Anti-Drug Program in Your Community — a booklet distributed to communities.

Just Say No Guide for Older American Volunteers — ACTION is planning this guide for involving older Americans.

From Bureau of Indian Affairs

Newsletter — a newsletter has been distributed to the tribes.

Bureau of Justice Assistance

National Crime Prevention Campaign — through a national clearinghouse, the campaign makes a video on prevention, "The McGruff Spectacular," available for six to twelve year olds; a video for high school students emphasizing that winners don't use drugs; and a variety of related material.

Department of Education

Schools Without Drugs — more than 1.8 million copies of this handbook have been distributed.

The Challenge — a bi-monthly newsletter about drug use prevention with a national distribution of 200,000 to schools, superintendents, and others.

Posters — Approximately 750,000 posters warning against crack cocaine have been distributed nationwide.

Drug Enforcement Administration

Drugs of Abuse, Controlled Substances: Use, Abuse, Effects, Drug Enforcement, and the Soozie and Katy Coloring Book — these titles are among approximately 300,000 publications distributed annually.

National Highway Traffic Safety Administration

Information Kits — approximately 7,500 information kits were distributed in support of the National Drunk and Drugged Driving Awareness Week.

Breaking Barriers: A Traffic Safety Manual for High School Student Leaders — a manual planned to assist in planning and implementing alcohol and safety belt programs.

Directory of Youth DWI Programs — a planned directory to identify programs and strategies for communities working to prevent impaired driving.

National Institute of Justice

Arresting the Demand for Drugs — a report about prevention programs planned and implemented by law enforcement agencies and elementary schools in four jurisdictions.

Office of Substance Abuse Prevention

Media Campaigns — two campaigns are being expanded, "Be Smart, Don't Start" and "Cocaine the Big Lie."

National Clearinghouse for Alcohol and Drug Information — continues to receive more than 8,000 requests per month for free copies of its more than 600 titles.

Reprints — twenty titles have been selected for reprinting to make more than two million copies available.

National School Safety Center

(Jointly sponsored by the Office of Juvenile Justice and Delinquency Prevention and the Department of Education.)

What's Wrong with this Picture? and *School Safety* — two of the publications distributed by the center, which carry drug use prevention messages.