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Working Papers:

IMPLEMENTATION OF

THE PRESIDENT'S FALL 1986 INITIATIVES

AGAINST THE USE OF ILLEGAL DRUGS

DOMESTIC POLICY COUNCIL

WORKING GROUP ON DRUG ABUSE POLICY

February 28, 1987

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S U M M A R Y

The nation continues to mobilize in the President's crusade for a drug-free America. The public has responded enthusiastically to the President and First Lady's call for action. Most of the Federal initiatives announced by the President in August 1986 are progressing rapidly. The Anti-Drug Abuse Act of 1986 (Public Law 99-570), which was signed by the President on October 27, 1986, provided a positive legislative response to the Administration's proposals.

The following report was prepared by the Domestic Policy Council Working Group on Drug Abuse Policy to summarize the status of Federal initiatives to help Americans stop the use of illegal drugs.

GOAL - DRUG-FREE WORKPLACES

1. Accelerate development of a drug-free Federal Workplace.

- Executive Order 12564 was signed by the President on September 15, 1986, directing the head of each Executive agency to increase drug abuse awareness and prevention, identify and rehabilitate illegal drug users, and improve the quality and accessibility of treatment services for employees.
- Presidential letters were issued on October 4, 1986 to the head of each Executive department and agency, with the President's personal communication to each and every Executive Branch employee, calling upon them to take a leading role in eliminating the use of illegal drugs.
- The Office of Personnel Management (OPM) negotiated improved health benefits covering drug and alcohol abuse rehabilitation, with each of the Federal Employee Health Benefits Program carriers improving the adequacy of sources of payment for drug and alcohol abuse rehabilitation.
- To set an example for the Federal workforce, drug testing for White House Senior Staff was conducted in late September 1986.
- OPM issued its government-wide guidelines on implementation of Executive Order 12564 on November 28, 1986 in Federal Personnel Manual Letter 792-16.
- Scientific and Technical Guidelines for Drug Testing Programs were issued by the Department of Health and Human Services (HHS) on February 19, 1987.

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- o To prevent illegal drug users from entering Federal employment, illegal drug use questions are being included on revised Standard Forms 85 and 86, and agencies have the option of testing job applicants for illegal drug use.
 - o The Department of Defense (DOD) is amending its existing civilian program for compliance with the Executive Order. Department-wide implementation of the revised Directive is expected in Spring 1987.
- 2. Work with government contractors to establish a policy of drug-free work environments.**
- o Recognizing that a drug-free workplace is good business, inncreasing numbers of government contractors are adopting drug testing programs on their own initiative.
 - o The Federal Government is reviewing ways to assist all government contractors in achieving drug-free workplaces. Special attention is being given to those contractors involved in national security, nuclear energy, public safety and other sensitive activities.
- 3. Encourage state and local governments and their contractors to develop drug-free workplaces.**
- o In early Fall 1986, the President sent letters to state governors and legislators, outlining the President's six goals and asking them to follow his lead.
 - o Cabinet members are sending similar letters to the heads of their counterpart organizations in state and local governments.
- 4. Mobilize management and labor leaders in the private sector to fight drug abuse in the workplace.**
- o Presidential letters will be sent to Chief Executive Offices of Fortune 500 companies and to major labor leaders, calling on them to mobilize in the national crusade for a drug-free America.
- 5. Communicate accurate and credible information about how drug abuse in the workplace can be eliminated.**
- o HHS has established a toll-free "Drug-Free Workplace Helpline" -- 800-843-4971 -- to provide information to employers about stopping drug abuse in the workplace.

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- The Department of Labor (DOL) is collecting samples of outstanding or innovative programs being used in the private sector and meeting with their originators to determine what aspects may be applied to other programs.
- ~~DOL and HHS~~ ^{is} are drafting a booklet on "Developing an Occupational Drug Abuse Program." The booklet is expected to go to press by April 1987. ✓
- ~~DOL~~ is working with HHS to establish a team of experts for on-site technical assistance and training to businesses and unions developing or expanding programs to get illegal drugs out of the workplace. ✓

GOAL - DRUG-FREE SCHOOLS

1. **Communicate accurate and credible information on how to achieve a drug-free school.**

- On September 15, 1986, the Secretary of Education issued the booklet Schools Without Drugs to provide parents, school officials, students and communities with reliable and practical information about the problem of school-age drug abuse and what they can do to achieve drug-free schools. Over 1 million of the booklets have already been distributed.

2. **Encourage all schools to establish a policy of being drug free.**

- The Secretary of Education has continued his role as a national advocate for drug-free schools.
- The Administration requested and was authorized additional funding in FY 1987-88 for state discretionary grants to school districts which have a sound plan for getting drugs out of their schools and keeping them out. The funds will reach the local schools before the start of the next school year.
- The Department of Education (DOEd) is also expanding national prevention and awareness programs for students. Schools which are successful at fighting drug abuse will receive a large banner that reads: "Schools Without Drugs: The Challenge."
- DOEd organized a January 1987 conference of representatives from state governors' offices and state education agencies on the new Education program.

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- The Department of Defense is developing a model schools program for implementation in Summer 1987. Both DOD overseas dependents and Section 6 schools already have drug abuse education and information programs in place.
 - ACTION is discussing possible joint efforts with DOEd whereby ACTION's 350,000 Retired Senior Volunteers can provide volunteer support to local PTA's and schools in promoting drug abuse awareness.
 - In consultation with DOEd, ACTION will invite representatives from major school districts to participate in a series of regional conferences for community-based volunteer groups.
 - ACTION will coordinate with DOEd in the development of a national drug abuse prevention essay, poster and video contest for the Nation's students, with underwriting by major corporations.
3. **Increase penalties for distributing drugs to students and for using juveniles for the distribution and/or manufacture of illegal drugs.**
- The President requested and Congress authorized an extension to college and university campuses of the "school yard rule," whereby violators receive additional penalties for distributing or manufacturing drugs on or near a school.
 - In addition, the President requested and Congress authorized additional penalties for individuals who hire or otherwise use a person under 18 years of age to commit drug violations.
 - The Attorney General has distributed to all United States Attorneys and Assistant United States Attorneys a prosecution manual dealing with distributing drugs to students and for using juveniles for the distribution and/or manufacturing of illegal drugs.
 - The Federal Bureau of Investigation (FBI) and Drug Enforcement Administration (DEA) have likewise distributed materials to their agents in the field to acquaint them with this new statute. Both agencies have been instructed to bring the statute to the attention of local law enforcement agencies.

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GOAL - EXPANDED DRUG TREATMENT AND RESEARCH

1. **Encourage states and communities to develop programs to treat specific drug-related health problems.**
 - The President requested and Congress authorized additional funding for emergency expansion of services in treatment centers which have a high demand for services by endemic drug users who could not otherwise afford treatment.
 - As of January 23, 1987, 36 states have applied for the those funds which are to be allocated according to population, and 29 states have received their share of these monies, as well as the first increments of the ADMS Block Grants.
 - HHS has developed a funding allocation formula for the portion of the money to be allocated according to need and is making every effort to assure the timely distribution of these funds.
2. **Expand research in health-related areas, including drug testing.**
 - HHS is developing enhanced epidemiology and surveillance systems which will ensure accurate tracking of the incidence and prevalence of alcohol and drug use and improved identification of risk factors and risk groups.
 - HHS is also expanding research which will strengthen resources for preventing, identifying and treating illegal drug use. HHS has published 12 new grant announcements; contacted over 20,000 scientists; and streamlined the grants review process. In the first period of FY 1987, NIDA experienced a 14 percent increase in grant applications.

GOAL - INCREASED PUBLIC AWARENESS AND PREVENTION

1. **Encourage all citizens and private sector organizations to join the First Lady's drug abuse awareness campaign.**
 - On September 14, 1986, the President and First Lady presented a nationally-televised call to arms, challenging and encouraging citizens and private organizations to participate in the national crusade to eliminate the use of illegal drugs.

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- The Administration is encouraging the use of positive peer pressure by adopting the theme of "Just Say No" as the consistent message in all campaigns against the use of illegal drugs.
 - Since the September 14, 1986 nationally-televised address of the President and Mrs. Reagan, the number of requests for information on "Just Say No" clubs has more than doubled from 500 to over 1,000 each week.
 - On November 18, 1986, "D-Day Against Drugs" was declared in 450 cities, sponsored by the U.S. Conference of Mayors to focus attention on "Just Saying No."
 - Britain has adopted the "Just Say No" campaign as a national priority.
- 2. Encourage corporations, service organizations and the media to develop prevention programs within their organizations, communities and our Nation.**
- The White House Conference for a Drug-Free America is being planned to bring public attention to the dimensions of the drug abuse problem, evaluate existing anti-drug efforts, and formulate a national strategy for achieving a drug-free society.
 - One objective of the White House Conference will be to encourage media to redouble efforts in all media forms to stop illegal drugs and make their use unacceptable in our society.
 - The Administration is encouraging the development of public-private partnerships through an expanded drug abuse prevention program at ACTION. The ACTION program includes a speakers bureau and an honor roll of companies that contribute significant resources to drug abuse prevention.
 - Discretionary grants and contracts will be awarded by ACTION for additional state parents' networks; demonstration models for youth peer prevention groups; and technical assistance to communities in fighting illegal drugs.
 - ACTION is producing a series of television and radio public service announcements and has developed a partnership with the National Association of Broadcasters to ensure widespread airing.

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3. **Ensure that Americans have access to accurate and effective information about illegal drugs and strategies for getting drugs out of their homes, schools, workplaces, communities, and Nation.**
- In August 1986, the Domestic Policy Council created a Working Group on Drug Abuse Policy to provide direction and coordination to the overall drug abuse prevention and awareness effort; encourage private sector support; and ensure that Federal programs respond effectively to community needs.
 - On February 3, 1987, the Attorney General announced plans to create a Drug Prevention and Health Coordinating Group under a new Cabinet-level National Drug Policy Board. The proposed Coordinating Group will assume responsibilities for ongoing coordination of Federal prevention and awareness initiatives, including the development and dissemination of information.
 - HHS has established a new Office for Substance Abuse Prevention (OSAP), located in the Office of the Administrator, Alcohol, Drug Abuse and Mental Health Administration. OSAP will assist public and volunteer efforts by disseminating knowledge gained from prevention and treatment research, providing training and technical assistance, and supporting the development of community-based programs to prevent drug and alcohol abuse by young people.
 - On January 13, 1987, the Secretary of Defense sent a memorandum to all components outlining the Department's role in the President's crusade against illegal drugs and urging all DOD personnel to get involved and spread the word that drugs are dangerous.
 - Military recruiters have been encouraged to help American youth say no to drugs in their frequent contacts with this target population.
 - The U.S. Coast Guard is planning to adopt the First Lady's "Just Say No" program for elementary school-age children on five large installations.
 - The U.S. Attorneys, FBI and DEA agents and other Department of Justice officials often visit with young people, explaining the facts about drugs and drug use and explaining to them the law and its consequences.

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- DOJ has produced a series of videos on the dangers of illegal drug use and has made these videos available to schools and other community groups.
- The Department of Labor has been in contact with numerous unions, employers and assistance groups to discuss a drug-free workplace and has represented the Administration at conferences specifically devoted to drug abuse prevention.
- Agencies of the Department of Transportation are providing information about drug abuse in their dealings with the public and the transportation industry.

OTHER NATIONAL INITIATIVES

1. Ensure drug-free public transportation.

- The Secretary of Transportation is taking the lead in a national effort to ensure safe transportation for people and goods. Anti-drug abuse activities are being pursued in all areas of transportation, including aviation, water, rail, motor carrier, bus and urban rail transportation.
- Through regulation, the Department of Transportation (DOT) will require pre-employment, post-accident and random testing for commercial airline pilots and crew, and other employees directly responsible for the safety of flight operations.
- In addition, periodic testing will be required as part of the annual physical for those airline personnel listed above who are required by DOT regulations to have such physicals.
- In rail transportation, DOT implemented in 1986 the first rule in American history to deal with alcohol and drug abuse by railroad employees; and the Secretary has called upon Congress to give the Department authority to regulate directly the conduct of railroad employees who have safety-related responsibilities.
- The National Highway Safety Administration (NHTSA) is working with the Department of Education to develop and distribute educational materials to state and local public transportation officials.
- The Federal Railway Administration (FRA) has provided leadership for a national voluntary alcohol/drug abuse prevention program known as "Operation Road Block."

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2. Reduce the level of illegal drug activity in Public Housing Authorities.

- The Secretary of Housing and Urban Development (HUD) has taken the lead in a cooperative national effort to achieve drug-free public housing.
- HUD has formed a partnership with the Departments of Justice, Health and Human Services, and Labor to work with local Public House Authorities, law enforcement officials, and other local authorities in the effort.
- In May 1987, the National Association of Housing and Redevelopment Officials and HUD will jointly sponsor a National Conference on Drug-Free Public Housing to assist the attendees in forming action plans for their own housing developments.
- In early 1987, the Partnership will select four or five public housing developments across the country for concentrated law enforcement, drug treatment and education, and job training activities.
- HUD has been working with HHS to set up research and education programs in public housing. Their activities will be closely tied to Acquired Immune Deficiency Syndrome (AIDS) prevention activities which are geared to the intravenous drug user.
- DOL and HUD are working with the National Association of Private Industry Councils to make Job Training Partnership Act funds available. In cooperation with the Department of Education, the message will be -- "Don't use drugs, stay in school, get a job."
- On February 2, 1987, HUD issued a Notice announcing that extra points for Comprehensive Improvement Assistance Program funding will be given to Public Housing Authorities with existing or proposed efforts to achieve a drug-free environment.
- HUD and "Just Say No" clubs are planning to jointly sponsor a poster contest for young people in public housing Just Say No Clubs.
- On January 28, 1987, the Secretary of HUD sent a letter to Public Housing Authority directors encouraging them to form Just Say No clubs in their developments.

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3. Improve drug and alcohol abuse prevention and treatment programs available to Indians and Alaska natives.

- A new Memorandum of Agreement ^(MOA) between the Secretaries of Interior and Health and Human Services, ~~as required by the Anti-Drug Abuse Act of 1986, is scheduled for signature on February 24, 1987. The Memorandum will~~ sets forth a plan of action for dealing with drug and alcohol abuse among Indian tribes and their members. *The MOA has been forwarded to the Department of Interior for transmittal to the Congress & publication in the Federal Register.*
- The Department of Interior and HHS is working with the Indian tribes to help them develop Tribal Action Plans for preventing and treating alcohol and drug abuse at the local level.
- The Bureau of Indian Affairs has established an Office of Alcohol and Substance Abuse. The Office is currently managing two task forces which are completing the development of strategies and action plans for implementation of the Anti-Drug Abuse Act of 1986.
- The existing newsletter Linkages, which is widely circulated in Indian country, has been expanded to cover alcohol and drug abuse information as a separate, detachable section.
- Site selection criteria have been established for 11 regional treatment centers for youth and HHS is in the process of identifying centers for renovation.
- The Director of ACTION has initiated discussions on the use of ACTION demonstration grant monies in meeting the special needs of Native Americans, with a focus on intergenerational volunteer efforts.

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I. INTRODUCTION

On August 4, 1986, President Reagan announced six new goals of a national crusade to build upon what has been accomplished and lead us toward a drug-free America:

1. **Drug-Free Workplaces** for all Americans;
2. **Drug-Free Schools**, from elementary to university level;
3. **Expanded Drug Abuse Treatment** to tackle the health problems caused by drugs;
4. **Improved International Cooperation** to achieve full and active involvement by every country to defeat international drug trafficking;
5. **Strengthened Drug Law Enforcement**, using all of our additional resources to hit drug traffickers.
6. **Increased Public Awareness and Prevention** -- the goal on which success ultimately depends -- to help every citizen get involved in fighting the drug abuse menace and to make the use of illegal drugs intolerable throughout our society.

President Reagan has asked all Americans to join in the national crusade for a drug-free America, and he has committed the Federal Government to doing all in its power to help. The public has responded enthusiastically to the call, and the Federal initiatives announced by the President are progressing rapidly. The Anti-Drug Abuse Act of 1986 (Public Law 99-570), which was signed by the President on October 27, 1986, provided a positive legislative response to the Administration's proposals.

The following report was prepared by the Domestic Policy Council Working Group on Drug Abuse Policy to summarize the status of Federal initiatives to help Americans stop the use of illegal drugs. These initiatives are included under Goal 1 (Drug-Free Workplaces), Goal 2 (Drug-Free Schools), Goal 3 (Expanded Treatment and Research), and Goal 6 (Increased Public Awareness and Prevention), which were announced by the President in August 1986. A final section (Other National Initiatives) includes major national programs which cross over several goals: Drug-Free Public Transportation, Drug-Free Public Housing, and Improved Drug Abuse Treatment and Prevention for Indians and Alaska Natives. The requirements of the Anti-Drug Abuse Act of 1986 have been integrated into the Administration's program and are described as appropriate.

The National Drug Enforcement Policy Board (NDEPB) is responsible for overseeing supply reduction initiatives; therefore, Goal 4

(Improved International Cooperation) and Goal 5 (Strengthened Drug Law Enforcement) are not included in the Domestic Policy Council report.

II. DRUG-FREE WORKPLACES

1. Accelerate development of a drug-free Federal Workplace.

- A. Establish a strong policy against illegal drug use by Federal employees and direct the head of each Executive agency to establish programs to increase drug abuse awareness and prevention, identify and rehabilitate illegal drug users, and improve the quality and accessibility of treatment services for employees.

Administration Action:

- o Executive Order 12564 was signed by the President on September 15, 1986.
- o Presidential letters were issued on October 4, 1986 to the head of each Executive department and agency, with the President's personal communication to each and every Executive Branch employee, calling upon them to take a leading role in eliminating the use of illegal drugs.

Related Legislation: The Anti-Drug Abuse Act of 1986 (ADAA), Title VI (Federal Employee Substance Abuse Education and Treatment), Section 6004, requires the head of each Executive agency to establish appropriate prevention, treatment and rehabilitation programs and services for drug abuse and alcohol abuse for the employees of such agency.

Status - Overall Program Implementation:

The Office of Personnel Management (OPM) issued its government-wide guidelines on implementation of Executive Order 12564 on November 28, 1986 in Federal Personnel Manual (FPM) Letter 792-16.

The Department of Health and Human Services (HHS) issued Scientific and Technical Guidelines for Drug Testing Programs on February 19, 1987. ✓

Departments and agencies are working on orders and other implementing directives for the establishment of prevention, treatment and rehabilitation programs, however, ~~the Department of Justice (DOJ) has received only one such directive for review at this time.~~ The Department of Transportation's Federal Aviation Administration submitted its FAA Drug Testing Program for DOJ review in December 1986. Other agencies, such as the Department of Defense, are amending ongoing programs for compliance with the Executive Order. ✓

Status - Department/Agency Programs:

The White House:

To set an example for the Federal workforce, drug testing for White House Senior Staff was conducted in late September 1986.

ACTION:

Implementing guidelines have been received from OPM and have been reviewed by the agency General Counsel. Areas requiring agency policy for implementation have been identified and ACTION orders are being drafted.

Department of Defense:

The Military Services have 400 nonresidential and 52 residential facilities for alcohol and drug treatment. Each of the Services has implemented programs to curb drug and alcohol abuse. The programs vary somewhat among the Services, but all emphasize education, detection and rehabilitation. Employee assistance programs are available for the treatment and rehabilitation of civilian employees in conjunction with the Department of Defense (DOD) civilian drug testing program.

Department of Education:

The Department of Education (DOEd) is developing policy to implement Executive Order 12564, the OPM Guidelines on establishing a drug-free workforce, and the HHS Guidelines on drug testing.

- o DOEd is reviewing options for designating which employees are subject to mandatory drug testing. Planning sessions are being held on a regular basis to discuss options for implementation after the identification of positions is completed.
- o Since its establishment in 1980, DOEd has had an active employee assistance program. Components of the program include short-term counseling, referrals to outside treatment facilities, post-treatment follow-up services, and regularly-scheduled training for all supervisors.
- o DOEd has developed plans for a more comprehensive prevention plan in the area of drug abuse. This plan is discussed under 1B below.

Department of Energy:

In a memorandum dated October 15, 1986, the Secretary of Energy advised all employees of his strong support of the drug-free workplace initiative. The Secretary committed the Department of Energy (DOE) to a fair, comprehensive and aggressive program and asked for the full support and cooperation of all employees.

The Secretary has assigned responsibility for development and implementation of DOE's Drug-Free Workplace (DFW) Program to the Assistant Secretary for Management and Administration who has established a senior level DFW task force. Department officials serving on the task force have broad authority in the areas of Federal personnel management; contractor personnel management; medical, health and safety programs; and legal counsel. This task force is developing the DFW Program for Secretarial approval, will fully coordinate it with designated oversight agencies, and will oversee its implementation throughout the Department.

As presently planned, DFW Program implementation will be phased as follows:

1. Issuance of a broad DFW policy statement -- The task force is currently reviewing a draft policy statement which provides for:
 - a. A broad-scope program addressing both illegal drugs and alcohol;
 - b. Aggressive supervisory training and employee awareness programs;
 - c. Emphasis on employee assistance, both before and after substance abuse detection;
 - d. The use of urinalysis testing for detection of illegal drug use by employees in sensitive positions;
 - e. Emphasis on confidentiality and protection of the privacy of employees;
 - f. Full recognition of the Department's responsibility to protect the national security and public health and safety, and to provide a safe and healthy work environment for its employees; and

- g. Inclusion of appropriate DOE contractors who are involved with national security, nuclear energy and other sensitive programs on DOE sites.

It should be noted that several major issues raised by the draft policy statement remain unresolved. These include, for example, what information, when and by whom it is required to protect national security interests; the specific DOE contractor procedures and protocols to be followed by DOE; etc. These and other issues will be resolved prior to issuance of the Department's final policy statement.

- 2. Issuance of new or modified DFW Program execution or procedural directives to provide specific direction on DFW program components such as employee awareness, supervisory training, employee assistance, testing procedures and protocols, labor relations, etc. Two draft directives are currently under review.
- 3. Actual implementation of training, counseling and other employee assistance program components for all Federal employees and employees of the Department's management and operating contractors and certain other contractors who perform services on DOE sites.
- 4. Initiation of urinalysis testing for selected Federal and contractor employees who are in highly sensitive positions as designated by the Department's Personnel Assurance Program (PAP) or the proposed Human Reliability Program (HRP). These personnel occupy extremely sensitive safety and national security related positions.
- 5. Initiation of urinalysis testing for other Federal and contractor employees in sensitive positions consistent with Executive Order 12564 and the Atomic Energy Act.

The Department is committed to phased implementation since this approach will permit resources to be directed toward DFW Program components with the greatest potential benefits to employees and management. It will also permit DOE to gain experience and assess relevant information which will influence the direction, speed of evolution, and the ultimate scope of the DFW program. Although a precise DFW Program implementation schedule is not available at

this time, it is expected that phased implementation of the employee assistance aspects of the program will begin by June 1987. This will include the expansion of existing Departmental programs which already provide for supervisory training and employee counseling and referral for treatment in response to substance abuse cases. Limited urinalysis testing is expected to begin by the end of Fiscal Year 1987.

Department of Health and Human Services:

To accelerate the development of a drug-free Federal workplace, the HHS Health Resources and Services Administration (HRSA) will undertake a number of activities to identify available resources, improve counseling services, and provide additional training for supervisors and employees in dealing employee substance abuse problems.

- PH - Insert paragraph A of the attached. NO. Use HHS Submission*
- o The employee counseling service awarded seven contracts in Fiscal Year 1986 to serve 80,000 Federal employees across the country. These contracts will continue through Fiscal Year 1987.
 - o During Fiscal Year 1986, the employee counseling service program at the HRSA headquarters in Rockville, Maryland, saw 746 employees, 16 percent of whom were seen for substance abuse problems. An outreach center was also opened in Silver Spring, Maryland. New programs were initiated as determined in a needs assessment of Parklawn Building employees. There are also open meetings of private support groups (e.g., Alcoholics Anonymous, Alanon, etc.).
 - o The employee counseling service program continues to service several other entities, such as the Bethesda Naval Command, the U.S. Navy Tri-Service Alcohol Rehabilitation Facility, and other Public Health Service (PHS) agencies for referral and resource sharing.
 - o To expand drug abuse awareness, HRSA will identify and develop (if necessary) additional resources, including printed media (pamphlet and brochures), video presentations and others, to be used in the expansion of drug abuse awareness by HRSA supervisors and employees.
 - o The employee counseling service continues its alcohol and drug film series, which included 18 films and nearly 400 attendees in three separate

locations during Fiscal Year 1986. These informational services will continue through Fiscal Year 1987.

- o To provide improved supervisory training and employee assistance, HRSA will provide adequate training on how to detect and treat employees with drug and alcohol problems and current services available for substance abuse treatment. HRSA will also gauge the extent of the alcohol and drug abuse problem within HRSA.

Department of Housing and Urban Development:

The Department of Housing and Urban Development (HUD) maintains an ongoing educational program for supervisors and all employees on drug abuse and its impact. In addition, pamphlets on drug abuse are available and reminders of the dangers of illegal drug use are printed on earning and leave statements. In Washington, D.C., HUD also has an employee assistance program which includes free private sessions with a board-certified psychologist who specializes in treating chemically-dependent persons. HUD is conducting preliminary planning for a drug-testing program in accordance with recently-released guidelines.

Department of Justice:

The Department of Justice has prepared an order establishing the Department's Drug-Free Workplace Program. Comments on this order have been received from DOJ components, and it is expected that the order will be sent to the American Federation of Government Employees (AFGE) for consultation in early 1987. This order includes prevention programs, drug testing programs and treatment and rehabilitation referral programs as called for in Executive Order 12564. The Department has ongoing employee assistance programs to meeting employee counseling, treatment and rehabilitation referral needs.

Department of Labor:

The following initiatives have been undertaken in the Department of Labor (DOL):

- o DOL has prepared a memorandum on OPM guidelines to all agency heads.

- o The existing DOL employee assistance program for the national office and field employees has been reassessed and will be updated and changed to assure complete consistency with OPM guidelines.
- o DOL has directed that training will be provided to supervisors to assist them in understanding the Federal drug-free workplace and in identifying and assessing illegal drug use. A training program is being developed.
- o The **Mine Safety and Health Administration** (MSHA) has created a videotape program for employee training and information. It was developed by their labor-management committee and will be previewed on March 19, 1987. After that date, DOL will make the tape available to other departments upon request.

Department of Transportation:

Pursuant to the President's Executive Order and statutory authorities, the Secretary has proposed a comprehensive program for Department of Transportation (DOT) employees, which includes extensive drug awareness and education campaigns, drug testing of certain Departmental employees, and rehabilitation assistance.

- o DOT has developed a comprehensive policy document which establishes and describes the program. The policy statement informs all employees of the purpose of the document, i.e., to establish a drug-free Federal workplace as intended by Executive Order 12564 and the President's October 4, 1986 memorandum to department and agency heads.
- o The directive emphasizes the importance of creating an awareness on the part of DOT employees of the problems associated with drug abuse, including a requirement that all employees be informed of the adverse health, family and community implications inherent in illegal drug use, the impact on the workplace, the availability of the employee assistance program and rehabilitation and abatement resources.
- o Extensive requirements are included in the document regarding employee assistance programs. Strict standards for these programs are established and procedures set forth which Departmental elements must follow in providing

these services. There is also a requirement that intensive training be provided to supervisors and managers in the operation of the program to ensure accomplishment of the objective.

- o The program provides for testing of employees in critical safety and security positions with a direct impact on public health and safety, the protection of life and property, or national security, including such positions as railroad, truck, aviation and highway inspectors, and air traffic controllers. These positions require the highest degree of trust and confidence.
- o Employees in these positions will be subject to pre-employment, random, reasonable suspicion, and accident or unsafe practice testing. In addition, employees whose jobs require periodic medical examinations will be routinely tested as part of that procedure. All other DOT employees will be subject to post-accident testing and will continue to be subject to reasonable suspicion testing.
- o The document also provides for the assessment of discipline where appropriate to employees who use illegal drugs.

Implementation of the DOT Program to establish a drug-free workplace is awaiting final clearance of the above mentioned policy document.

The **United States Coast Guard** (USCG) will implement the civilian drug testing program in concert with and administered similarly to the program planned by the Office of the Secretary of Transportation.

The **Federal Aviation Administration** (FAA) initiated its efforts toward a drug-free workplace in August 1985 by issuing an Agency Policy on Substance Abuse.

- o The policy directed the Federal Air Surgeon to develop a substance abuse urinalysis program for those employees who are engaged in safety-related activities. This screening program was scheduled to begin in mid-February 1987 and will be conducted in conjunction with employees' annual physical examinations.
- o For those employees who have problems related to substance abuse, the agency has in place an employee assistance program which will provide counseling and direct employees to an appropriate

drug abuse rehabilitation center or alcohol abuse treatment program. An active employee assistance program is currently functioning in each employing jurisdiction.

- o The agency has embarked upon an extensive educational program to increase drug abuse awareness by each employee. The awareness programs have been quite successful and will continue in the future.
- o FAA is in the process of issuing procedural guidelines, which will be disseminated prior to beginning the agency's testing program in February 1987.

DOJ is currently reviewing the FAA program, and the actual implementation will commence when approval is received. The FAA program will be superseded by the Department's program when implemented.

Department of the Treasury:

The Treasury Department is actively engaged in the development of policies and procedures to implement the Executive Order for a drug-free Federal workplace. The Office of Enforcement has received input from all of the heads of offices and bureaus within the Department to assist in establishing a Departmental program. Responses have been received with a resulting informational base on the following issues:

1. Which positions are critical/sensitive;
2. The number of employees in sensitive positions, now and for the next two years;
3. Which positions should require applicants to be tested and how many tests are involved over the next two years;
4. The number of employees who might volunteer to be tested; and
5. The nature of all employee assistance programs in the Department.

A Treasury working group is processing this survey data and collating it with the OPM and HHS Guidelines as well as the Executive Order.

The working group has formulated a directive for implementation which involves delegation by the Secretary of the Treasury to the Assistant Secretary (Management), who in turn may delegate to the Director of Personnel. The final delegation of authority for the program is to the heads of the respective bureaus and offices.

The offices and bureaus should be able to make their modifications and have their respective programs operational by March 1987.

Office of Personnel Management:

The Office of Personnel Management is developing its own internal program, which will be finalized now that HHS has issued the Scientific and Technical Guidelines for Drug Testing Programs. OPM has also reviewed its Employee Counseling Service Program (employee assistance program) and has determined that it is prepared to fulfill its functions as set out in the Executive Order. In addition, OPM's Administration Group sponsored a Drug-Free America Program that was held in the OPM auditorium on January 29, 1987. The theme was "Bringing the Drug Problem to the Forefront in the Conscience and Consciousness of All Americans."

- B. Federal agency heads to expand drug abuse awareness and prevention programs among the Federal workforce. HHS and OPM to ensure that Federal drug abuse prevention programs are using the most accurate and effective strategies and materials available.

Administration Action: Directive included in Executive Order 12564 of September 15, 1986 and Presidential letters of October 4, 1986.

Related Legislation: The ADAA, Title VI (Federal Employee Substance Abuse Education and Treatment), Section 6003 requires OPM, in consultation with HHS, to establish a Government-wide alcohol and drug abuse education program.

Status:

The Office of Personnel Management's FED-INFO drug information hotline for Federal employees is ready to begin operation pending receipt of the HHS scientific and technical guidelines. A poster promoting the hotline, which was prepared in cooperation with Federal employee unions and employee groups, has been printed and is awaiting distribution. A series of radio and

television public service announcement directed toward civil servants is being prepared in cooperation with HHS and FAA. A companion poster and brochure are also being prepared. Additional printed informational materials such as press releases and articles will be distributed.

The National Institute on Drug Abuse (NIDA) developed a short drug abuse program for senior staff of cabinet departments. The program, which took place in November 1986, clarified the issues surrounding drug testing of Federal employees and enlisted the support of the departments in dealing with drugs in the Federal workplace. NIDA also provided consultants for a training course for OPM supervisors and is preparing to participate in an orientation program for new DOL and HUD senior executives.

Insert B (see attached) →

Department drug abuse education and prevention programs are included under the comprehensive drug-free workplace programs detailed in 1A above.

*-NO
This has nothing to do w/ NIDA*

Of note:

Health educational pamphlets and films on drug and alcohol abuse and smoking have been procured, produced and used in the **Department of Defense**. The Armed Forces Radio and Television Service has produced many radio and TV spot announcements. A total of 175 drug and alcohol audiovisuals are available for use within the Services and DOD.

The **Federal Aviation Administration** began in November 1986 a series of briefings to explain to agency employees the nature and extent of its drug testing programs. The briefings were also designed to examine some of the more commonly raised myths regarding drug testing and to increase the level of drug abuse awareness among FAA employees. Further, FAA contracted with one of the world's most comprehensive laboratories specializing in testing for drug abuse to provide technical support and to assist the agency in the development and implementation of the program. Employees were given detailed information on laboratory cutoff levels, specimen collection, and laboratory procedures. Further, over 40,000 booklets and pamphlets have been disseminated to employees covering practically all aspects of substance abuse in the workplace. The agency is also developing training courses to assist FAA supervisors and managers in dealing with drug-related problems.

The **Department of Education** is planning to expand its prevention program by increasing the resources devoted to the program, increasing the publicity about the program and the services available to employees and supervisors, and providing drug abuse awareness workshops for employees during their lunch periods. These efforts are expected to increase DOEd's ability to reach significantly more employees who may have drug-related problems.

- C. OPM, in conjunction with DOJ and HHS, to develop guidelines for implementation of the Federal programs for drug testing, supervisory training and employee assistance programs.

Administration Action: Directive included in Executive Order 12564 of September 15, 1986 and Presidential letters of October 4, 1986.

Related Legislation: The ADAA, Title VI (Federal Employee Substance Abuse Education and Treatment), Section 6004, requires OPM to provide guidelines for Executive agency prevention, treatment and rehabilitation programs and services for drug and alcohol abuse for agency employees; HHS is to provide technical assistance upon request.

Status:

The **OPM Guidelines for Establishing a Drug-Free Federal Workplace**, set out in Federal Personnel Manual (FPM) Letter 792-16 issued November 28, 1986, is a model employee assistance program for agencies to use in implementing Executive Order 12564.

OPM has developed a supervisory training course. The pilot session of that course was held on January 27-28, 1987 in Washington, D.C. The course will be offered in OPM's ten regions by early March 1987. During the preparation of the course, OPM consulted with DOD, HHS, DOJ, the Federal Bureau of Investigation (FBI), and the Drug Enforcement Administration (DEA). The course emphasizes the use of employee assistance programs as the primary resource for supervisors of employees with alcohol or drug abuse problems.

OPM has established a drug testing answer group which meets on a daily basis to discuss inquiries received about the program and to prepare responses to those inquiries. Since the issuance of FPM Letter 792-16, the group has provided written information on the drug testing program to 41 Members of Congress and nine

Federal agencies, as well as responding to inquiries from Federal employees and members of the public. In addition, OPM has responded orally to numerous inquiries from Federal agency officials.

On February 19, 1987, the Department of Health and Human Services issued the **Scientific and Technical Guidelines for Drug Testing Programs.**

The Department of Justice has provided assistance to OPM and HHS in preparing the drug testing guidelines called for by the Executive Order.

Status - Department/Agency Programs:

Department of Defense: Drug testing in the military has been in effect since the 1970s. Since this Administration first came into office, the military has shown a dramatic 67 percent reduction in reported drug use. In 1985, less than 9 percent of our military men and women report using illegal drugs in the preceding 30 days.

In April 1985, DOD authorized the establishment of the DOD civilian drug testing program. The Army is the only DOD component that currently has an ongoing program in this area. The Navy program is being reviewed. The Directive authorizing the program was revised to comply with the President's Executive Order 12564 and the OPM regulation of November 1986 establishing a drug-free Federal workplace. Department-wide implementation of the revised Directive is expected in Spring 1987.

Department of Education: DOE is currently developing its policy and designating which of its employees are subject to drug testing. (See 1A above.)

Department of Justice: DOJ specifically references and follows the February 19, 1987 guidelines provided by HHS and the November 28, 1986 guidelines distributed by OPM as these guidelines relate to drug testing, supervisory training and employee assistance programs. As stated in item 1A above, the Department has ongoing employee assistance programs.

Department of Transportation: DOT's program was brought into conformance with the OPM guidance issued on November 28, 1986. The program is now being reviewed for conformance with the recently-released HHS guidelines and modified where appropriate. The FAA's

drug testing program is currently being reviewed by DOJ for consistency with OPM and HHS guidelines.

- D. Improve the adequacy of sources of payment for drug and alcohol abuse rehabilitation.

Administration Action: OPM negotiated improved Federal Employee Health Benefits Program (FEHBP) benefits covering drug and alcohol abuse rehabilitation with each of the FEHBP carriers last summer. The brochures summarizing each carrier's benefits included a new summary of drug and alcohol abuse rehabilitation afforded by each carrier. Those updated brochures were made available to all Federal employees in the most recent open season for changing FEHBP carriers.

Related Legislation: The ADAA, Title VI (Federal Employee Substance Abuse Education and Treatment), Section 6005 requires HHS, with the National Academy of Sciences, to conduct a study concerning the adequacy of sources of payment for drug and alcohol abuse rehabilitation and report to Congress within one year.

Status:

OPM will continue to monitor and improve, when the opportunity exists to do so, the use of FEHBP to cover the expense of drug and alcohol abuse rehabilitation.

- E. Requirement for annual report to Congress on Federal program.

Related Legislation: The ADAA, Title VI (Federal Employee Substance Abuse Education and Treatment, Section 6002, requires OPM in cooperation with the President, the Secretary of HHS and other agencies (a) to develop appropriate prevention, treatment and rehabilitation programs and services for drug and alcohol abuse among employees and (b) to report to Congress on the above programs and services within six months and annually thereafter.

Status:

OPM has started work on the report that is due to Congress by April 27, 1987. The report will be based on agencies' Fiscal Year 1986 Annual Reports to OPM on their Federal Employee Counseling Programs as well as additional information required under the ADAA which agencies are now being asked to provide.

- F. Initiate programs to prevent illegal drug users from entering Federal employment.

Administration Action: Title I of the Drug-Free America Act forwarded to Congress on September 15, 1986 proposed legislative changes to Title V of the Rehabilitation Act disqualifying current illegal drug users from entry into Federal employment and making current illegal drug use by employees a basis for removal.

Related Legislation: The proposed legislative change was not included in Anti-Drug Abuse Act of 1986.

Status:

The OPM government-wide guidelines implementing Executive Order 12564, as issued November 28, 1987 in FPM Letter 792-16, include the agency option of testing applicants for Federal employment for illegal drug use.

- G. Initiate programs to prevent illegal drug users from entering Federal employment.

Administration Action: OPM to revise SF-85 and SF-86 to include illegal drug use questions for applicants.

Status:

Illegal drug use questions are included on the revised forms, now in final clearance within OPM. External clearance process will begin in February 1987.

2. Work with government contractors to establish a policy of drug-free work environments.

- A. Establish requirement for selected contractors, particularly those in positions involving public safety and national security, to meet the drug-free requirements established for the Federal workforce.

Administration Action: Based upon a report and recommendation prepared by the Legislative Review Task Force of the Domestic Policy Council Working Group on Drug Abuse Policy, it was decided on February 17, 1987 that the establishment of drug-free requirements for Federal contractors would be the responsibility of the contracting department or agency head in order to allow for the significant diversity among the sizes, responsibilities and missions of government contractors.

Status:

A number of government contractors have already adopted drug testing programs on their own initiative and more may be expected to adopt such programs as employers' experience with employee drug testing continues to grow.

Several Federal departments, in particular those with contractors involved in national security, nuclear energy, public safety and other sensitive programs, are formulating departmental drug-free requirements for their contractors.

- B. Develop and promulgate guidance to all government contractors concerning the philosophy, importance and procedures for achieving a drug-free workplace.

Status:

The drug-free Federal workplace initiative, including Executive Order 12564, the OPM Guidelines for Establishing a Drug-Free Federal Workplace, the HHS Scientific and Technical Guidelines for Drug Testing Programs, and other actions taken by the Federal government to improve drug abuse prevention and treatment services will serve as a model and source of information for the private sector, including government contractors. Those departments which establish drug-free requirements for their contractors will promulgate the appropriate guidance at the appropriate time. In addition, information about how drug abuse in the workplace can be eliminated is being developed under the initiatives discussed in 5(A-C) below and will be made widely available to the private sector. For example, the National Institute on Drug Abuse ~~is updating its manual entitled "How to Develop a Drug Abuse Policy."~~ ~~The manual is designed for private sector employers and can be very useful to government contractors.~~ *which*

plans to implement a National Study of policy models for various size businesses and will develop policy models

3. Encourage state and local governments and their contractors to develop drug-free workplaces.

- A. Send Presidential letters to state and local government officials outlining the President's six goals and asking them to follow his lead.

Administration Action: Letters completed to governors and state legislators. Additional correspondence to follow full implementation of Federal program.

- B. Send letters from appropriate Cabinet members and agency heads to the heads of their counterpart organizations in state and local governments.

Administration Action: Required in Presidential memorandum dated October 4, 1986.

Status:

The **Attorney General** and other Department of Justice Officials will send appropriate correspondence to their counterpart organizations in state and local governments following full implementation of the Federal program.

The **Secretary of Education** has sent copies of Schools Without Drugs to all state education agencies and to all elementary and secondary schools inviting them to use the information contained in the booklet to achieve drug-free schools.

The **Secretary of Housing and Urban Development** has sent a letter to all Public Housing Authorities, encouraging them to take an active leadership role in eliminating illegal drugs from public housing developments.

A letter is being drafted from the **Secretary of Labor** to state Commissioners/Secretaries of Labor.

A letter to state transportation department executives is being drafted for signature by the **Secretary of Transportation**. The **Urban Mass Transportation Administrator** has sent a similar letter to the heads of the public transportation agencies as part of DOT's anti-drug abuse program.

The **Office of Personnel Management's** Office of Public Affairs has provided copies of OPM's government-wide guidelines to state officials. OPM will prepare letters to counterpart organizations in state and local governments outlining the activities being undertaken by OPM in support of the President's initiative.

4. **Mobilize management and labor leaders in the private sector to fight drug abuse in the workplace.**

- A. Mobilize Chief Executive Officers of Fortune 500 companies, as "leaders of corporate communities," in the national crusade for a drug-free America.

Status:

A Presidential letter to Chief Executive Officers of Fortune 500 companies is being drafted and will then be processed through clearance.

Other related initiatives are included in Section V-2.

- B. Mobilize major labor leaders, as protectors of workers' rights, in the crusade for a drug-free America.

Administration Action: Presidential memorandum dated October 4, 1986 directed DOL to work with labor leaders to promote goal of drug-free workplace.

Status: DOL prepared draft Presidential letter which was placed in White House clearance process on November 25, 1986. DOL has prepared a list of approximately 75 labor leaders who will receive the letter and provided that list to the White House on January 30, 1987. The letter will be sent upon clearance of the letter and list by the White House.

5. Communicate accurate and credible information about how drug abuse in the workplace can be eliminated.

- A. HHS to establish and publicize a toll-free "Drug-Free Workplace Helpline" to answer questions about illegal drugs and how to eliminate their use by workers.

Administration Action: Presidential memorandum dated October 4, 1986 directed HHS to develop establish Helpline.

Status:

NIDA has established a toll-free "Drug-Free Workplace Helpline" -- 800-843-4971 -- to provide information to employers about eliminating drug abuse in the workplace.

- o Helpline staff have training and experience and are prepared to talk with callers about drug testing, the use of employee assistance programs to help employees who use illegal drugs, and various approaches to education and prevention of drug abuse in the workplace.
- o The staff has assembled information materials which ~~may~~ be sent at a caller's request. ✓

will

- o The staff is also working with national organizations to identify practitioners and consultants to provide on-site assistance to employers who need help to establish drug abuse identification, prevention and assistance programs in their companies.
- o NIDA's Director has written a letter to the chief executive officers of 105,000 companies, each with more than 100 employees, to inform them of the Helpline service.
- o NIDA is working with major business organizations to further publicize the new service.

The Helpline operates from 9:00 a.m. to 8:00 p.m. (Eastern Time), Monday through Friday.

- B. DOL to develop and disseminate a "what works" booklet on Workplaces Without Drugs to provide reliable and practical information about the problem of illegal drug use in the workplace and what can be done to stop it.

Administration Action: Presidential memorandum dated October 4, 1986 directed DOL to develop booklet.

Related Legislation: The ADAA, Title IV, Subtitle D, Section 4303 (Information on Drug Abuse in the Workplace) requires the Secretary of Labor to collect, analyze and report information concerning the incidence of drug abuse in the workplace and efforts to assist workers, including counseling, rehabilitation and employee assistance programs. The aggregate sum of \$3 million is authorized for Fiscal Years 1987-88 to carry out this requirement, and a report to Congress is required within two years.

Status:

DOL is preparing to initiate various studies on drug abuse, prevention, and rehabilitation programs in the workplace as directed by the ADAA. DOL has also begun collecting samples of outstanding or innovative programs being used in the private sector and meeting with their originators to determine what aspects may be applied to other programs.

~~DOL, in conjunction with HHS/NIDA, is developing a booklet entitled "Developing an Occupational Drug Abuse Program." The booklet is an update of an earlier (1978) publication by HHS. Included in the booklet will be general guidelines and checklists along with~~

Comment: DOL not involved in this activity ADAMHA has lead responsibility; DOL involved only in review activities.

*Reorder as continuation of A
NO - it goes under B - booklet*

Sharon - not to be typed - comment, only

detailed model programs already in place in the private sector. The booklet is expected to go to press by April 1987.

- C. DOL to establish a team of experts to provide on-site technical assistance and training to businesses and unions developing or expanding programs to get illegal drugs out of the workplace.

Administration Action: Presidential memorandum dated October 4, 1986 directed DOL to establish team.

Status: DOL has met with HHS on the expert team. Discussions continue, with size and scope of the team(s) being the major issues to reconcile. Budget constraints are the major stumbling blocks to "on-site" provision of expertise.

III. DRUG-FREE SCHOOLS

1. **Communicate accurate and credible information on how to achieve a drug-free school.**

- A. Secretary of Education to send letter to all heads of state educational boards.

Status:

The Secretary of Education has sent letters to governors, state education agencies, and all elementary and secondary schools, enclosing a copy of Schools Without Drugs and inviting them to use that guide to help achieve drug-free schools.

- B. The Department of Education to issue booklet Schools Without Drugs.

Status:

The Department of Education issued Schools Without Drugs on September 15, 1986, and since that time has distributed over 1,162,000 copies across the country.

2. **Encourage all schools to establish a policy of being drug free.**

- A. The Secretary of Education to continue role as national advocate for drug-free schools.

Status:

The Secretary of Education has continued his role as national advocate for drug-free schools.

- o In addition to publishing a guide on how to achieve drug-free schools (Schools Without Drugs), on February 5, 1987, the Secretary initiated a campaign, "Schools Without Drugs: The Challenge" to mobilize local community efforts. The campaign is based on the principles found in the handbook Schools Without Drugs.
- o The Secretary has also called upon college presidents to send a letter to all students telling them that drugs will not be tolerated on campus and that policies against illegal drug use will be strictly enforced.
- o In addition, DOEd will establish a school recognition program for the 1987-1988 school year

for elementary, middle and high schools with outstanding programs.

- o A Department newsletter to schools participating in "The Challenge" campaign will highlight model programs and ways to achieve drug-free schools.
- B. Provide additional funding for (a) state discretionary grants to school districts which have a sound plan for getting drugs out of their schools and keeping them out and (b) national prevention and awareness programs for students.

Administration Action: Title II (Zero Tolerance Act) of Drug-Free America Act forwarded to Congress on September 15, 1986 requested \$100 million annually (\$80 million for state discretionary grants and \$20 million for national programs).

Related Legislation: The ADAA, Title IV, Subtitle B (Drug-Free Schools and Communities Act of 1986) authorizes \$200 million for FY-1987 and \$250 million for each of FY-1988 and FY-1989 to establish programs of drug abuse education and prevention for students through the provision of Federal financial assistance, including approximately 82 percent to be allotted to the states; 1 percent for U.S. Territories; 1 percent for Indian youth; 0.2 percent for Hawaiian natives; 8 percent for institutions of higher education; 3.5 percent for use by the Secretary of Education in carrying out national drug abuse education and prevention activities; and 4.5 percent for five regional centers to provide training and other assistance to educational personnel involved in drug abuse education and prevention.

Status:

The Department of Education has been implementing the Drug-Free Schools and Communities Act of 1986 since October 27, 1986.

In regard to state funds, the Secretary has expedited procedures to provide the funds to the states as quickly as possible. DOEd held a conference for representatives of the governors and state education agencies on January 26-27, 1987. State funds were available at the end of February. Other discretionary grants and contracts resulting from the Act will be made by September 30, 1987. These will focus on providing practical information and replicating successful prevention efforts around the country.

With regard to prevention and awareness programs, the Secretary has established a nationwide campaign to mobilize schools, parents, law enforcement officers and community organizations to prevent illegal drug use by children. "The Challenge" (see 2A above) began on February 5, 1987.

- C. Department of Education to encourage local school districts to expand drug abuse education as part of an overall health curriculum.

Status:

In Schools Without Drugs, the Department of Education outlines the measures schools can take to become drug free. Point 7 is for schools to implement a comprehensive drug abuse prevention curriculum for kindergarten through grade 12, teaching that illegal drug use is wrong and harmful and supporting and strengthening resistance to drugs. The Department is also examining the feasibility of establishing an outside board to review curricula for use in the schools.

- D. Department of Education to encourage efforts to train student leaders in developing anti-drug abuse activities.

Status:

The Department of Education is currently exploring ways to assist the efforts of student organizations, such as "College Challenge." In addition, the Department's drug abuse prevention newsletter will highlight activities of schools that developed effective programs, including student-run anti-drug abuse activities. Student leaders are co-signers with parents, teachers and community leaders of school plans in "The Challenge" campaign.

- E. Department of Education to work with Department of Defense to develop model program for DOD schools.

Administration Action: Directive included in Presidential memorandum dated October 4, 1986.

Status:

The Department of Defense is in the process of developing the Model Schools Program. The program will be ready for implementation in June 1987. Both DOD overseas dependents and Section 6 schools already have

drug abuse education and information programs in place. These materials are available throughout the year to students, parents, and teachers.

The Department of Education provided DOD with copies of Schools Without Drugs and a review of the DOEd Congressional report detailing the current drug abuse prevention program in the DOD schools. DOEd has also made available to DOD additional materials concerning peer-resistance training.

- F. Improve participation of private sector groups and organizations in achieving drug-free schools.

Related Legislation: ADAA, Title IV, Subtitle D, Section 4302 establishes the National Trust for Drug-Free Youth to assist the Secretary of Education through charitable, nonprofit and nonpartisan corporation. The Trust shall consist of a three-member Board of Directors, one each appointed by President, Speaker of the House, and Majority Leader of the Senate.

Status:

One member of the Board of Directors of the National Trust for a Drug-Free Youth has been appointed; the Department of Education awaits the appointment of the two additional members.

The Department of Education emphasized the need for strong community participation in comprehensive school-based programs in Schools Without Drugs. As a follow-on to the book, Education initiated "Schools Without Drugs: The Challenge," a campaign to mobilize local school and community activity (see Section 2A). It should be noted that 14 education, parent and community organizations are co-sponsors of "The Challenge" campaign.

In addition to the DOEd programs, ACTION has the following initiatives underway:

- o ACTION is discussing possible joint efforts with DOEd whereby ACTION's 350,000 Retired Senior Volunteers can provide volunteer support to local parent-teacher associations and schools in promoting drug abuse awareness among parents, teachers and students.
- o ACTION has launched an ongoing review through the agency's regional and state offices to identify the best models of community-based volunteer drug

abuse prevention efforts directed at youth, including positive prevention models such as character-building, as well as "Just Say No Clubs" and others. The results, especially as they pertain to school-based programs will be shared with DOEd.

- o In consultation with DOEd, ACTION will invite representatives from major school districts to participate in a series of regional conferences for community-based volunteer groups to identify mutual efforts in achieving drug-free communities.
- o ACTION will coordinate with DOEd in the development of a national drug abuse prevention essay, poster and video contest for the Nation's students, with underwriting by the major corporations.

The U.S. Coast Guard is planning to adopt the First Lady's "Just Say No" program on five selected large installations which will allow them to expose the program to the greatest number of elementary school age children possible. The Coast Guard has obligated \$250,000 to this program and plans to hire a GS-11 civilian to administer the program. The Coast Guard Military and Family Social Actions Staff has already contacted the national Just Say No program administrators in California for the requisite materials and training aids; they expect the program to be operating by the end of Fiscal Year 1987.

3. Increase penalties for distributing drugs to students and for using juveniles for the distribution and/or manufacture of illegal drugs.

- A. Attorney General and Secretary of Education to work together to ensure that Federal laws against distributing drugs in or near schools are known and enforced in cooperation with local authorities.

Administration Action: Directive included in Presidential memorandum dated October 4, 1986.

Status:

The Attorney General has caused to be distributed to all United States Attorneys and Assistant United States Attorneys a prosecution manual which analyzes sections dealing with distributing drugs to students and for using juveniles for the distribution and/or manufacturing of illegal drugs. In addition, the FBI

and DEA, which have jurisdiction over drug matters, have likewise distributed materials to their Agents in the field to acquaint them with this new statute. Both agencies have been instructed to bring the statute to the attention of all local law enforcement agencies where they operate.

The Department of Education emphasized the "school yard rule" in both its handbook Schools Without Drugs and in its conference with state representatives. The Department will mention it again in its drug newsletter.

- B. Expand "school yard rule," whereby violators receive additional penalties for distributing or manufacturing drugs on or near a school, to college and university campuses.

Administration Action: Included in Title V of Drug-Free America Act forwarded to Congress on September 15, 1986.

Related Legislation: The ADAA, Title I, Subtitle C, Sections 1104-1105, extends "school yard rule" to colleges and universities and includes both manufacturing and distribution.

Status:

The Department of Justice is taking the same actions as described under II-3A above. Additionally, DEA and the FBI will be speaking to college and university officials within respective geographic areas to discuss consistent enforcement of the statute.

- C. Prevent the use of juveniles for the commission of drug violations.

Related Legislation: ADAA, Title I, Subtitle C (Juvenile Drug Trafficking Act of 1986), Sections 1101-1103, provide for additional penalties for individuals who hire or otherwise use a person under 18 years of age to commit drug violations.

Status:

The Department of Justice is taking the same actions as described under II-3A above.

IV. EXPANDED DRUG TREATMENT AND RESEARCH

1. Encourage states and communities to develop programs to treat specific drug-related health problems.

- A. Provide for emergency expansion of services in treatment centers which have a high demand for services by endemic drug users who could not otherwise afford treatment.

Administration Action: Presidential memorandum dated October 4, 1986 directed the Department of Health and Human Services to provide \$100 million for state allotments to be used for emergency expansion of services.

Related Legislation: The ADAA, Title IV, Subtitle A, Treatment and Prevention Rehabilitation), Section 4001 amends Title XIX by authorizing \$197 million for FY 1987 for emergency substance abuse treatment and rehabilitation, including:

- \$184 million for allotments to states;
- \$10.8 million for Veterans Administration outpatient treatment, rehabilitation and counseling; and
- \$2.4 million to the Alcohol, Drug Abuse and Mental Health Administration to develop and evaluate alcohol and drug abuse treatment programs to determine the most effective forms of treatment.

Status:

The Anti-Drug Abuse Act of 1986 provided \$162 million for allocation to the states for the treatment and rehabilitation of alcohol and drug abuse. The alcohol and drug monies are to be divided among states with 45 percent to be population based and 55 percent based on need. The Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) requested state applications for the 45 percent monies in a letter to all governors on November 24, 1986. As of ^{March 30} ~~January 23~~, 1987, ~~36~~ ⁵³ states had applied for these funds, and ~~29~~ ³⁵ states had received their share of these monies, as well as the first increments of the Part B Alcohol and Drug Abuse and Mental Health Services (ADMS) Block Grants.

ADAMHA developed a funding allocation formula for the 55 percent monies and, on January 20, 1987, transmitted it to state governors for comment. An open meeting to discuss state feedback on the proposed formula was held at ADAMHA headquarters on January 30, 1987. ~~When all~~

Written comments on the allocation formula were offered by 37 states. ADAMHA is reviewing these comments and recommendations and will make a final decision on the amount for each state in the very near future.

states (including territories and possessions)

Comments are received and reviewed, a final allocation amount can be determined for each state.

States must comply with legislative requirements in receiving these monies by completing an acceptable application. ADAMHA has developed application guidelines and requirements in line with the legislation's intent, and has submitted this package to the Department for review and comment. It is anticipated that the application will be submitted for Office of Management and Budget (OMB) clearance in the next few weeks and, upon approval, forwarded for state use soon thereafter. ADAMHA is making every effort to assure the timely distribution of these treatment and rehabilitation funds in accord with the legislative time frame.

A total of \$2.3 million is available to ADAMHA to develop and evaluate alcohol and drug abuse treatment programs to determine the most effective forms of treatment. As a result of a series of internal planning meetings with leadership of the National Institute on Drug Abuse and the National Institute on Alcohol Abuse and Alcoholism (NIAAA), ADAMHA plans to utilize these funds to study the efficacy and cost effectiveness of various alcohol and drug therapies in a variety of treatment settings. Prior to issuance of a special grants announcement, ADAMHA will initiate dialogue with representatives of various treatment providers and organizations on approaches to effective conduct of these evaluation projects.

HHS has several other initiatives underway which will also expand services in primary care settings for drug abusing clients who could not otherwise afford treatment.

- o The Health Resource and Services Administration, with \$2 million earmarked to be awarded by August 1987, will establish pilot/model substance abuse projects in selected community and migrant health centers with emphasis on preventive ~~effects~~ *efforts* toward youth, minority and mothers.
- o The Indian Health Service (IHS) will integrate alcohol and drug abuse treatment into the IHS health care delivery system, including acute detoxification, and will also develop ten youth treatment centers.

OMB approved and transmitted these application materials to the states on March 4. These applications will be reviewed on an expedited basis to assure distribution of funds as closely as possible to the legislative time-frame.

- o Through a Memorandum of Understanding between ADAMHA and the Health Resource and Services Administration, signed on February 9, 1987, additional materials for prevention, identification and treatment of substance abuse will be made available to primary care providers within community and migrant health centers, the Indian Health Service delivery system, in Acquired Immune Deficiency Syndrome (AIDS) and Hill-Burton programs, and for those preparing to become primary care providers.
- B. Establish Community Systems Development Projects to assist communities in mobilizing comprehensive, integrated treatment and prevention efforts to reduce illegal drug use.

Administration Action: Presidential memorandum of October 4, 1986 directed HHS to establish Community Systems Development Projects.

Status:

Section 4005 of the Anti-Drug Abuse Act of 1986 established a new Office for Substance Abuse Prevention in ADAMHA and authorized the Director of the new Office to make grants to demonstrate effective models which may be replicated for the prevention, treatment and rehabilitation of drug abuse and alcohol abuse among high risk youth. Of the total \$20 million appropriated for these grants in FY-1987, \$12 million will be utilized for grant projects to demonstrate improved comprehensive community service systems for the high risk youth population. Models which coordinate and fill in gaps in a continuum of activities, including information and education, early intervention, treatment, and rehabilitation, will be given priority.

- C. Remove Congressional quotas on Alcohol and Drug Abuse and Mental Health Services Block Grants and extend the Block Grants for an additional five years.

Administration Action: Proposed in Title III of Drug-Free America Act, which was forwarded to Congress on September 15, 1986.

Related Legislation: The ADAA ~~extended~~ the ADMS Block Grants, but did not remove quotas.

provided additional funds for
for Fiscal Year 1987,

Status:

The Anti-Drug Abuse Act added \$13.8 million to the existing ADMS Block Grants (Part B). These additional funds, and all Part B Block Grant funds, remain subject to existing set-asides and earmarks. ADAMHA has submitted legislative proposals which support elimination of these earmarks (quotas) for Block Grant activities beginning in FY 1988.

2. Expand research in health-related areas, including drug testing.

- A. Develop enhanced epidemiology and surveillance systems which will ensure accurate tracking of the incidence and prevalence of alcohol and drug use and improved identification of risk factors and risk groups.

Administration Action: The Administration requested a budget amendment of \$3 million for this purpose. HHS was directed to expand systems in Presidential memorandum dated October 4, 1986.

Status:

The National Institute on Drug Abuse ^{April,} is recruiting four medical epidemiologists and expects at least two of these positions to be filled by ~~March~~ 1987. This will establish a capability for conducting field studies using qualified personnel on a full-time basis and should significantly improve NIDA's production in the field studies area. NIDA had established a small field studies effort over the past several years, including descriptive field studies done on its own and other studies done in conjunction with the Centers for Disease Control (CDC); however, personnel used in these efforts had other major responsibilities.

NIDA's goal is to be invited to conduct field studies by city or state authorities. These studies will be conducted either by NIDA acting along or as a collaborative effort with CDC. To establish credibility and increase its visibility with state and local authorities, NIDA will first conduct a series of studies at its own initiation.

An interagency agreement is being prepared between NIDA and the Food and Drug Administration (FDA) to utilize FDA's Rapid Response Capability. NIDA ~~is~~ is also partially funding the implementation of a probability sample for the Drug Abuse Warning Network (DAWN). At this point, NIDA has implemented the sample in four

cities. Implementation in New York City is currently underway.

- B. Expand research which will strengthen resources for preventing, identifying and treating illegal drug use.

Administration Action: Administration requested budget amendment of \$33 million for this purpose. HHS directed in Presidential memorandum dated October 4, 1986 to expand such research.

Status:

The National Institute on Drug Abuse has set the goal to commit all of the research funds resulting from the Anti-Drug Abuse Act of 1987 within FY 1987. The Institute has also adopted the goals of broadening the base of researchers working in the drug abuse field and greatly expanding its efforts in the areas of treatment and prevention research. To meet these goals, NIDA:

- o Published 12 new grant announcements;
- o Contacted over 20,000 scientists (through direct mailings, announcements in the scientific media, notices to universities, and promotional activities with professional organizations) to convince them to undertake drug abuse related research projects;
- o Extended the grant receipt deadline for its new announcements from February 1, 1987 to April 1, 1987 in order to ensure that researchers will have additional time to prepare their applications and still receive their awards within FY 1987; and
- o Streamlined the grants review process to meet the anticipated increase in applications.

NIDA can now absorb an increase of 300 grant applications per grant period over its normal rate of approximately 150. Contingency plans should permit NIDA to handle 1,000 applications per period. In the first period of FY 1987, NIDA experienced a 14 percent increase in grant applications.

- C. Ensure that alkyl nitrites are controlled appropriately to the health risk presented by these substances.

Related Legislation: The ADAA, Title IV, Subtitle A, Treatment and Prevention Rehabilitation), Section 4015 requires the FDA and NIDA to conduct a study on alkyl

nitrites to determine their use by the public and the extent to which the nitrites present a health risk. A report is to be submitted to Congress within 180 days.

Status:

ADAMHA and FDA have convened meetings to discuss the issues related to completion of the mandated alkyl nitrite study.

schools in the United States. Through grant assistance and technical assistance to community-based programs, ACTION is assisting in expansion of "Just Say No Clubs," particularly through increased volunteer and service group support.

- o ACTION obtained the talents of popular "rap" singer Kurtis Blow, who wrote and performed an anti-drug abuse song entitled "Ya Gotta Say No." Under sponsorship of ACTION, the recording was premiered January 29, 1987 and, in cooperation with the National Association of Broadcasters, will be released to top-40 stations throughout the Nation in March 1987.
- o ACTION is ensuring that all agency-prepared radio and TV public service announcements, printed media releases, and program materials pertaining to drug abuse prevention and education are specific in projecting the message of saying "No!" to drugs.
- o The Director of ACTION has met with the President of the Just Say No Foundation. They are working together to develop long-term private sector support and involvement of volunteer organizations in the continuation and expansion of "Just Say No Clubs" in local communities nationwide.

Other Federal initiatives:

- o Military recruiters have been encouraged to help American youth say no to drugs in their frequent contacts with this target population.
- o The U.S. Coast Guard is planning to adopt the First Lady's "Just Say No" program on five selected large installations. (See Chapter III, Section 2F.)
- o HUD is encouraging the establishment of "Just Say No Clubs" as part of their drug-free public housing initiative. (See Chapter VI, Section 2F.)

2. Encourage corporations, service organizations and the media to develop prevention programs within their organizations, communities and our Nation.

- A. Establish Presidential private sector initiative for a drug-free America with representative leaders from the media, advertising, business, entertainment, education, youth, labor and/or sports.

V. INCREASED PUBLIC AWARENESS AND PREVENTION

1. Encourage all citizens and private sector organizations to join the First Lady's drug abuse awareness and prevention campaign.

- A. The President and First Lady to present nationally-televised call to arms to challenge and encourage citizens and private organizations to participate in the national crusade to eliminate the use of illegal drugs.

Administration Action: Completed September 14, 1986.

- B. Presidential letter to Fortune 500 chief executive officers to encourage personal and corporate support of the national crusade.

Administration Action: To be included in Presidential letter to Fortune 500 chief executive officer under Goal #1, Item 4A above.

- C. Encourage use of positive peer pressure by adopting the theme of "Just Say No" as the consistent message in all campaigns against the use of illegal drugs.

Administration Action: Ongoing.

Status: Since the September 14, 1986 nationally-televised address of the President and Mrs. Reagan:

- o The number of requests for information on "Just Say No" clubs has more than doubled from 500 to over 1,000 each week.
- o On November 18, 1986, "D-Day Against Drugs" was declared in 450 cities, sponsored by the U.S. Conference of Mayors. Citizens participated in parades, workshops and prayer breakfasts to focus attention on "Just Saying No."
- o In Paterson, New Jersey "Just Say No" messages are displayed across police cars.
- o Britain has adopted the "Just Say No" campaign as a national priority.

ACTION initiatives:

- o In November 1986, ACTION met with the Just Say No Foundation to discuss future initiatives. "Just Say No Clubs" are established in nearly 12,000 schools throughout the country; however, that represents less than 20 percent of the public

*RLS
for comment*

THE WHITE HOUSE

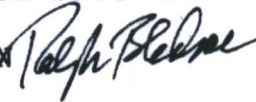
WASHINGTON

March 13, 1987

MEMORANDUM FOR THE DPC WORKING GROUP ON DRUG ABUSE POLICY

FROM:

RALPH BLEDSOE, CHAIRMAN



SUBJECT:

Implementation Status Report

Attached for final clearance is the draft "Working Papers: Implementation of the President's Fall 1986 Initiatives Against the Use of Illegal Drugs." The report reflects the status of initiatives as of February 28, 1987.

Please submit your clearance and any comments to Sharyn Lumpkins at 456-2761 no later than Thursday, March 19, 1987.

Attachment

March 19, 1987

Insert A-Page 7

page 3

The Assistant Secretary for Health will establish an Interagency Technical Review Committee to review and revise, as necessary, the Scientific and Technical Guidelines for Drug Abuse Testing based on experience in implementing the program in each Federal agency. ✓

Insert B-Page 13

NO pg. 4 - all subing

NIDA created the Office for Workplace Initiatives to conduct research on the effectiveness of employee assistance programs, provide guidance and technical assistance on implementation of the drug testing guidelines for all Federal agencies, provide technical assistance to the private sector on development of implementation and evaluation of policies for a drug-free workplace, employee assistance programs, and cost benefits of EAPs. Also, this office will develop and manage the laboratory accreditation programs for laboratories eligible to bid on government drug testing laboratory analysis. ✓

NIDA will publish the Scientific and Technical Guidelines for Drug Testing and disseminate to all Federal agencies, as well as the private sector. NIDA will manage the update of the Guidelines as necessary based on new scientific information on drug testing. ✓

already included under HHS

NIDA will develop, print, and disseminate the Medical Review Officer (MRO) Operations Manual to standardize the decision-making role each agency's MRO may exercise in reviewing the results of the drug tests. This MRO has the authority to meet with the employee and determine if additional personal medical history or other information should be obtained. The MRO is the final authority on forwarding results of positive urine tests to the agency. This MRO Operations Manual will be used to provide technical assistance to private sector employers in managing their drug testing activities. ✓

OK

March 19, 1987

Note to: Sharyn Lumpkins
Through: Deputy Administrator, ADAMHA *MS*

Re: Implementation Status Report (Working Paper of the Domestic Policy Council Working Group on Drug Abuse Policy)

Attached is a copy of the subject working paper which includes notations for revisions prepared by ADAMHA.

In addition, the following general comments are provided:

1. Realizing the attached was meant to be a status report, it seems that eventually, if not now, there should be some inclusion of the final time for completion of each goal and objective. *refer to CG*
- ✓ 2. The status of the White House Conference for a Drug Free America is not included in the working paper although it was included in the Anti-Drug Abuse Act of 1986. This seems to be the time to include it. I assume the Conference status would be prepared by your office. *is included p. 36-37 has been updated.*
- ✓ 3. Several pages of the report are not numbered (or the numbers may have been dropped in the xeroxing process). *1st pg. of chapter*

I hope that you find the agency comments useful. Please call me at 443-1910 if you have any comments.

Helen Cesari

Helen Cesari

Agency to be very decisive in comments - looking out for HHS interests rather than overall programs - e.g. have cut other programs out.