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THE WHITE HOUSE
WASHINGTON

June 15, 1988

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MEMORANDUM FOR ADMINISTRATION SPOKESMEN

FROM: MARION C. BLAKEY *MCB*
DIRECTOR OF PUBLIC AFFAIRS

SUBJECT: Reagan Record Research Paper- The National Crusade
for a Drug-Free America

Attached you will find a new research paper on the crusade for a drug-free America.

After your review, the paper should be filed at the back of the second section of your Reagan Record binder.

Drugs



The Reagan Record on

THE NATIONAL CRUSADE FOR A DRUG-FREE AMERICA

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#

The Reagan Record on

THE NATIONAL CRUSADE FOR A DRUG-FREE AMERICA

SUMMARY STATEMENT

Illegal drug use is beginning to decline; no-nonsense judges are enforcing stricter penalties for drug dealers; and record amounts of illegal drugs are being seized. Most importantly, the American people are changing the way they think about illegal drugs and drug use. Today, public opposition to illegal drugs is growing stronger. America is increasingly less tolerant of illegal drugs and drug users. These are the keys to a drug-free America.

HIGHLIGHTS

Drug Use Declines -- As knowledge about drugs has increased, popular attitudes about illegal drug use are beginning to change and drug use has started to decline during the 1980s. For example, current use of cocaine among high school seniors dropped by one-third in 1987 to the lowest level since 1978. Daily use of marijuana among these students dropped from one in nine high school seniors in 1979 to one in 30 in 1987.

Enforcement Increases -- The number of Federal drug investigators more than doubled and the number of Federal drug prosecutors increased four-fold between 1980 and 1988. By FY 1987, arrests by the Drug Enforcement Agency of the most serious drug offenders had increased 175 percent over 1983.

Sentences Get Tougher -- The average sentence for those convicted of drug law violations increased from 51 months in 1979 to 73 months in 1987.

The Budget Triples -- Total outlays for Federal drug programs have tripled since President Reagan took office. In FY 1988, the total Federal anti-drug budget was \$3.3 billion, up from \$1.1 billion in FY 1981. The President's FY 1989 budget called for a 15 percent increase in Federal outlays to support the overall drug effort.

More Drugs Interdicted and Seized -- As a result of Federal enforcement efforts, 140,000 pounds of cocaine were seized in FY 1987. Some 2.2 million pounds of marijuana and 1,400 pounds of heroin were also taken into Federal custody.

The Military Enlists -- This Administration was the first to declare illegal drugs a threat to national security and the first to implement a change in the law allowing the Department of Defense (DOD) to support other Federal drug-law enforcement efforts. By 1987, DOD forces spent more than 16,000 hours in the air and provided 2,512 ship days searching for drug smugglers.

Federal Coordination Enhanced -- This Administration has greatly enhanced the coordination among Federal, state, and local campaigns against illicit drugs; has stepped up the use of our intelligence agencies against drugs; and is the first to use the Federal Bureau of Investigation (FBI) against drug dealers.

More Funds for Drug Abuse Prevention -- Federal outlays for drug abuse prevention increased four-fold between FY 1981 and FY 1988, from \$117 million to \$454 million. The President has requested \$574 million for drug abuse prevention in FY 1989, an additional 15 percent increase.

Prevention Education -- To help parents, teachers and others in the community, the Federal Government collects information on drug and alcohol use and promotes programs that effectively combat illicit drug use. One example: The Education Department has distributed 1.9 million copies of a handbook offering a 12-point plan to achieve schools free of illegal drugs.

Treatment -- In FY 1988, the Federal Government provided the states \$283 million in grants for drug abuse treatment and spent \$370 million overall in this important area. The Federal Government is also working closely with state and local governments to develop effective treatment approaches to reduce the demand for illicit drugs as well as the transmission of AIDS by IV drug users.

Drug-Free Military -- The Armed Forces have been testing for drugs since 1971. Reported drug use in the military has declined 67 percent since 1980.

THE RECORD

The President's Leadership in Stopping Illegal Drugs

- o For seven years, the Reagan Administration has pursued a comprehensive anti-drug strategy that is more extensive, better funded, and more effectively coordinated than any Federal anti-drug or anti-crime initiative in our nation's history.
- o The Administration's strategy emphasizes international cooperation, interdiction, criminal investigations and other enforcement programs, treatment and prevention efforts and research. Today, virtually all Americans acknowledge that such a comprehensive strategy is the best approach.
- o In 1986, the President selected these additional goals as the steps toward a drug-free America:
 1. Drug-free workplaces for all Americans.
 2. Drug-free schools, from elementary to university.
 3. Expanded treatment for drug users.
 4. Improved international cooperation to cut off the production and transportation of illegal drugs.
 5. Strengthened drug law enforcement, using all of our available resources to stop drug traffickers.
 6. Increased public awareness and prevention.
- o The Reagan Administration has vigorously pursued these goals, marking many "firsts" in the history of the national crusade against drug use. For example, the Reagan Administration was the first in history to:
 - Acknowledge and declare illegal drugs a threat to national security;
 - Implement a change in Federal law that allows the DOD to support Federal drug laws;
 - Send troops and equipment abroad to destroy drug production facilities in another country;
 - Mandate U.S. intelligence agencies to support the anti-drug battle;
 - Call upon the FBI to investigate drug law violations;

- Create an effective, coordinated Federal, state and local campaign against illicit drugs; and
- Use Federal asset forfeiture law to take the profit out of illegal drug trafficking.
- o The President has engaged the entire executive branch in this effort. According to the Office of Management and Budget, 32 Federal agencies are involved in the President's anti-drug activities -- with a budget three times what it was in FY 1981.
- o Total Federal outlays for the major drug programs tripled between FY 1981 and FY 1988, from \$1.1 billion to \$3.3 billion. For FY 1989, the President requested over \$400 million more in outlays than Congress appropriated in FY 1988 -- a 15 percent increase.
- o In April 1988, The New York Times reported: "No President has spoken out more against drugs than President Reagan. No Administration has signed more anti-drug treaties or spent more money to stem the flow of drugs into this country."
- o In May 1988, President Reagan called on Congress to join representatives of the Administration in a bipartisan executive-legislative task force to agree on a range of topics including how to block supplies; curtail demand; promote treatment, education, and prosecution as well as interdiction, confiscation and stepped up eradication. The task force was to report to the President in July.
- o The President also asked Defense Secretary Carlucci to determine how to make better use of military resources and technologies to detect drugs and support the enforcement of civilian drug laws. The President also said consideration should be given to allowing state governors greater use of the National Guard in drug control efforts.

The First Lady

- o As the President has acknowledged on many occasions, including his 1988 State of the Union Address, First Lady Nancy Reagan has been a leader in the Crusade for a Drug-Free America.
- o Long before drugs were front-page news, Mrs. Reagan became a national and international leader in the crusade against illicit drug use. Since becoming America's First Lady more than seven years ago, Mrs. Reagan has traveled over 170,000 miles to 64 cities in 33 states and 8 foreign countries in her drug abuse awareness campaign.

- o In 1985, Mrs. Reagan hosted two international conferences on drug abuse, one at the United Nations and the other jointly held in Washington and Atlanta.
- o The campaign to prevent drug use is perhaps best symbolized by three words of guidance which the First Lady offered our children -- "Just Say No." Mrs. Reagan has been instrumental in the establishment of thousands of parent and youth groups, including 12,000 Just Say No Clubs, which provide drug education as well as activities for young people that help them say "No" to drugs.
- o Mrs. Reagan's anti-drug campaign may prove to be one of the most significant investments ever made in the future of this nation.

The Vice President

- o The Vice President participated in the successful effort to have international drug trafficking declared a threat to national security, and to make increased use of our military forces in stopping drugs from reaching our shores.
- o In January 1982, Vice President Bush, at the request of President Reagan, formed the South Florida Task Force to improve interdiction of drugs.
 - In late 1981, Miami was under siege by drug smugglers with machine guns who were murdering each other -- and innocent citizens -- in broad daylight.
 - On January 28, 1982, President Reagan responded to Miami's pleas for help by creating the South Florida Task Force (SFTF) and asking Vice President Bush to shape the task force and lead it.
 - Within weeks, hundreds of Federal law enforcement officers were detailed to South Florida. Extra prosecutors and judges were assigned to meet an increasing need. Additional Coast Guard cutters began patrolling Caribbean waters. The Department of Defense lent substantial support, and the State Department increased diplomatic efforts to expand cooperative anti-drug efforts.
 - The Task Force seized record amounts of drugs, caused an immediate decrease in drug smuggling to Florida, deterred traffickers, or forced them to shift to longer and more difficult routes.

- Violent crime in South Florida dropped substantially in the first six months of task force operations. The murder rate fell by 15 percent in Dade County, and by 25 percent in Broward County. The South Florida Task Force is a continuing operation.
- o In March 1983, the President asked the Vice President to apply the successes of the South Florida Task Force to the national drug abuse problem by leading the National Narcotics Border Interdiction System (NNBIS).
- o NNBIS improves the coordination of drug interdiction efforts of Federal, state and local agencies that enforce drug laws. In addition to increasing cooperation between the Drug Enforcement Administration (DEA), Customs, Coast Guard, FBI and the U.S. Border Patrol and other agencies, NNBIS has increased support from DOD and the intelligence community, and won cooperation from foreign countries.
- o Under the Vice President's leadership, NNBIS has steadily increased the role of DOD and of intelligence agencies in interdiction. NNBIS also promotes international anti-drug efforts.
- o Like its Florida prototype, NNBIS has been successful in large part because of unprecedented cooperation from state and local law enforcement agencies.
- o Through his leadership of the South Florida Task Force and NNBIS, and his other contributions to the Reagan Administration's anti-drug efforts, Vice President Bush has helped establish an effective, coordinated Federal, state, and local campaign against drug smugglers. As President Reagan has said:

"And let me say, if you want to see effective leadership, take a look at Vice President Bush's role in this. While others talked about leading the military into the fray against drugs, the Vice President has led."

--- President Reagan
April 13, 1988

National Drug Policy Board

- o On March 26, 1987, President Reagan established the National Drug Policy Board (NDPB) by executive order.

- o Chaired by the Attorney General, with the Secretary of Health and Human Services as vice chairman, the cabinet-level NDPB develops Federal drug control program policy, strategy and resources; oversees interagency cooperation and resolves interagency differences; and coordinates collection and evaluation of information.
- o On May 22, 1987, NDPB designated lead agencies in nine areas: intelligence, international cooperation, interdiction, investigation, prosecution, prevention education, high risk youth, mainstream adults, and treatment. Strategies were developed and implemented.

Changing Knowledge, Attitudes and Behavior

- o Within the first two months of his Administration, President Reagan set the tone for his anti-drug strategy. "[T]he answer to the drug problem," he said, "comes through winning over the users to the point that we take the customers away from the drugs. . . ."
- o Since 1981, the Reagan Administration has supported and encouraged a nationwide effort to reduce the demand for drugs by increasing Americans' knowledge and changing their attitudes and behavior.
- o Knowledge -- Drug education messages have been spread by schools, community organizations, the media, and Federal, state and local governments. Television shows have focused on deglamorizing drug use.

The National Media Advertising Partnership for a Drug-Free America is coordinating a national effort involving donations totaling over \$1.5 billion in television and newspaper advertising to spread the drug prevention message.

- o Attitudes -- A steadily increasing percentage of the nation's young people now recognize the risk in the illegal use of drugs, according to a University of Michigan survey of high school students and young adults taken each year since 1975.

Our young people are less tolerant of marijuana use:

- In 1980, half of high school seniors surveyed thought smoking marijuana regularly posed a "great risk." In 1987, 73.5 percent saw regular marijuana use as a great risk.

- A Weekly Reader survey found peer pressure to try marijuana declined between 1983 and 1987. In 1983, 31 percent of the fourth graders felt peer pressure to try marijuana, but by 1987, only 25 percent felt such pressure.

Increasingly, young Americans fear cocaine and disapprove of its use:

- In 1980, 31 percent of high school seniors surveyed thought trying cocaine posed a great risk. In 1987, nearly half (47.9 percent) felt that way.
 - Fully 97 percent of seniors surveyed in 1987 disapproved of regular use of cocaine, and 87 percent disapproved of even trying the drug.
- o Behavior -- The evidence is clear: Overall drug use is beginning to decline in America. The Michigan research team reported:
 - "...[W]e have found continuing declines in 1987 in the use of marijuana, stimulants, sedatives, and methaqualone specifically, in all three populations -- high school seniors, college students, and young adults generally. Most importantly, we have seen the first substantial decline in cocaine use in these populations."
 - Current use of cocaine among high school seniors dropped by one-third last year, from 6.2 percent in 1986 to 4.3 percent in 1987 -- the lowest level since 1978. The number of students reporting they used cocaine at least once in the past year fell by nearly one-fifth, from 12.7 percent in 1986 to 10.3 percent in 1987.
 - One in 30 seniors used marijuana on a daily basis in 1987, compared to one in nine in 1978. This is the lowest level of use since the University of Michigan began its survey of drug use in 1975. The Temple University household survey of those age 12 and over reported current use of marijuana decreased from 11 percent of the population in 1982 to 10 percent in 1985.
- o While progress has been made in changing behavior, 23 million Americans age 12 and over surveyed by Temple University in 1985 said they used illicit drugs. The survey will be repeated in late 1988.

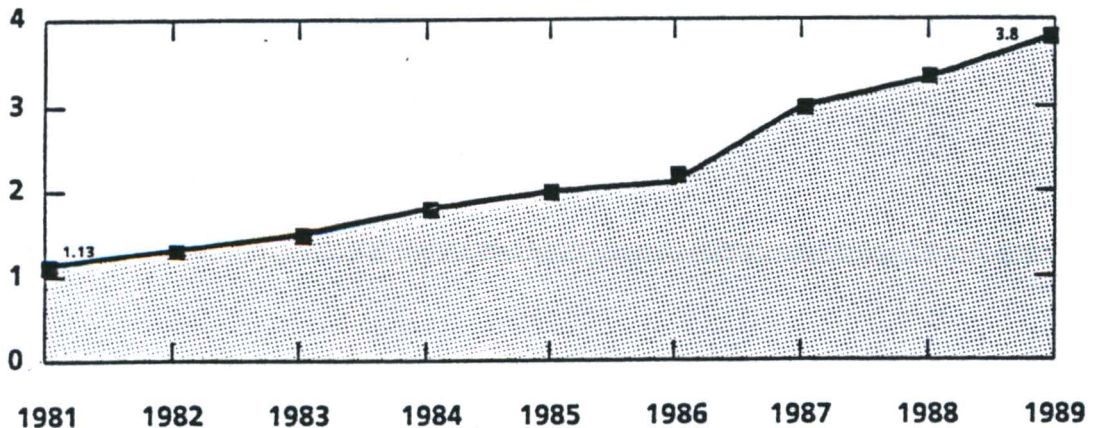
- The Temple survey suggested that while the percentage of Americans aged 18 to 20 who use drugs was stable or had declined over the past three to seven years, the percentage of Americans age 26 and over who use drugs might actually be increasing.
- This is in part explained by the fact that individuals who began using drugs in the 1960s and 1970s are now getting older. Nevertheless, it is a statistic that demonstrates the need for a continuing program to combat illicit drug use.

Federal Spending

- o Under this Administration, the total Federal anti-drug budget has tripled -- from \$1.1 billion in FY 1981 to \$3.3 billion in FY 1988.
- o For FY 1989, the President requested \$482 million more than Congress appropriated in FY 1988, a 15 percent increase in just one year that would take total Federal outlays for all drug abuse programs to \$3.8 billion. Budget authority would total \$3.9 billion in FY 1989.

Figure 1

**FEDERAL ANTI-DRUG EXPENDITURES
FY 1981-1989
(OUTLAYS IN BILLIONS OF CURRENT DOLLARS)**

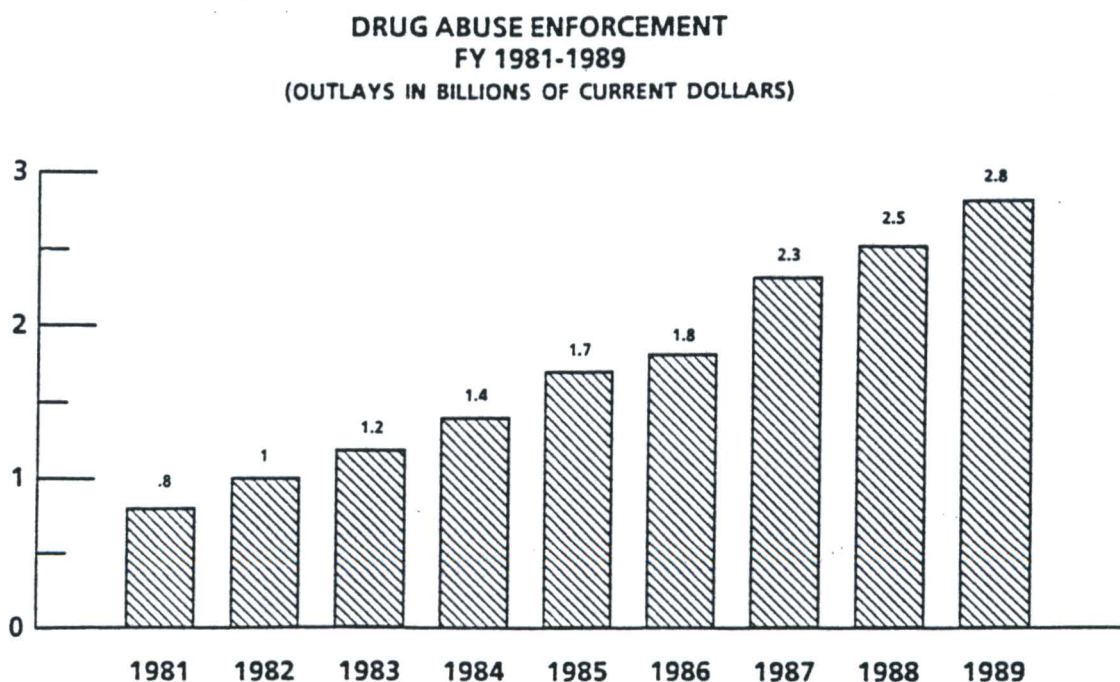


SOURCE: Office of Management and Budget

o This Administration has spent more money on drug abuse in every area:

- Federal outlays for drug enforcement programs alone more than tripled between FY 1981 and FY 1988, from \$806 million to \$2.5 billion. In FY 1989, the President wants to spend \$2.8 billion on drug enforcement.
- Federal outlays for drug abuse prevention increased nearly four-fold between FY 1981 and FY 1988, from \$117 million to \$454.2 million. The President's FY 1989 budget request for drug abuse prevention is \$573.7 million.
- Federal spending for drug abuse treatment nearly doubled between FY 1981 and FY 1988, from \$205.8 million to \$370.2 million. For FY 1989, the President is asking Congress for \$427.6 million for drug abuse treatment.

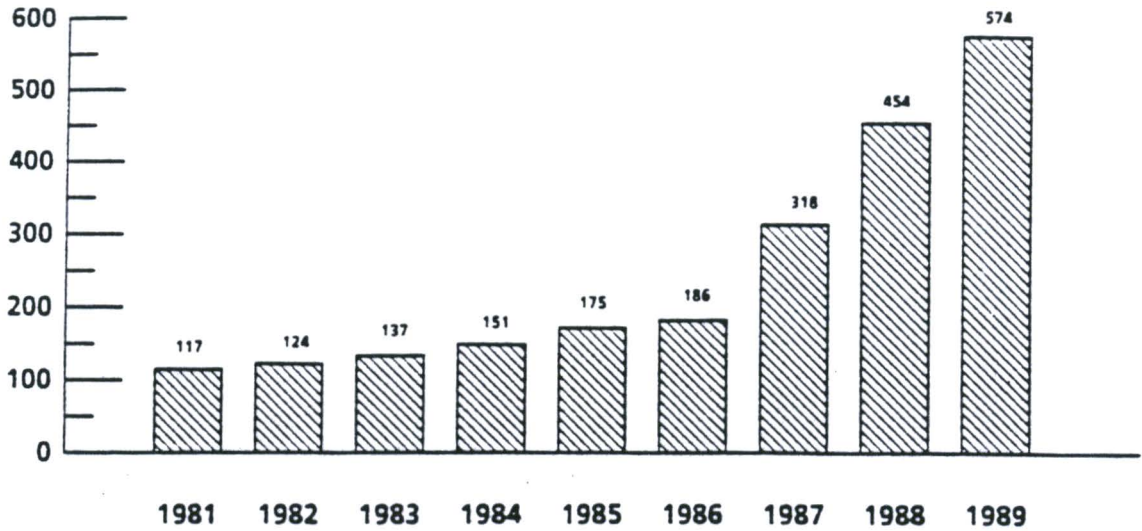
Figure 2



SOURCE: Office of Management and Budget

Figure 3

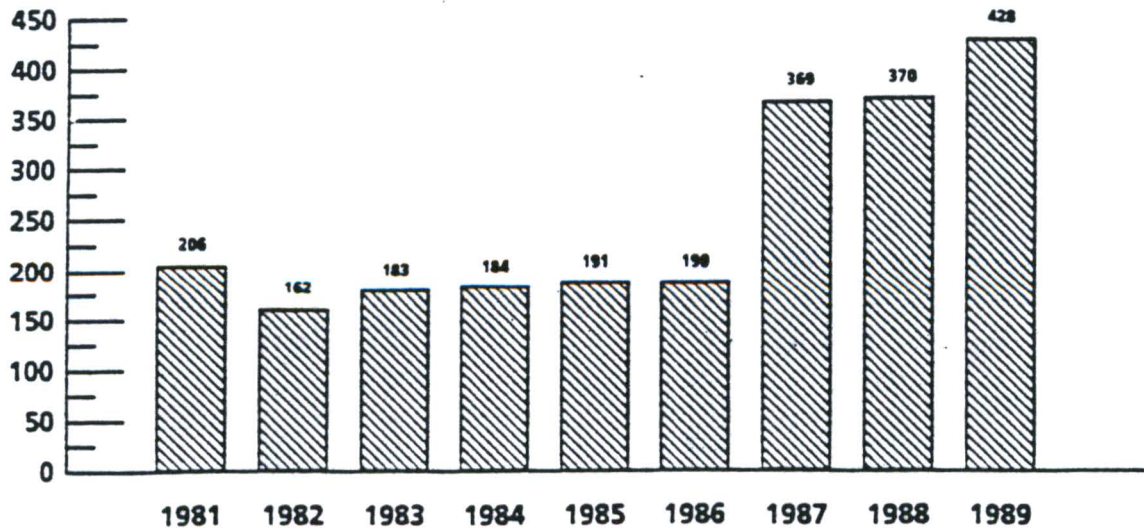
DRUG ABUSE PREVENTION
FY 1981-1989
 (OUTLAYS IN MILLIONS OF CURRENT DOLLARS)



SOURCE: Office of Management and Budget

Figure 4

DRUG ABUSE TREATMENT
FY 1981-1989
 (OUTLAYS IN MILLIONS OF CURRENT DOLLARS)



SOURCE: Office of Management and Budget

- o To put Federal outlays for drug programs in perspective, consider that:
 - Total Federal outlays for the entire Government increased 56 percent between FY 1981 and FY 1988.
 - Outlays for national defense increased 81 percent.
 - But drug program outlays increased 193 percent during that same period.

Federal Outlays for Drug Enforcement,
Prevention and Treatment

by fiscal year in millions of current dollars

| | Enforcement | Prevention | Treatment | Total |
|-------|-------------|------------|-----------|---------|
| 1981 | 806.0 | 117.0 | 205.8 | 1,128.8 |
| 1982 | 981.5 | 123.5 | 161.7 | 1,266.7 |
| 1983 | 1,184.5 | 136.9 | 183.2 | 1,504.6 |
| 1984 | 1,415.8 | 151.4 | 183.9 | 1,751.1 |
| 1985 | 1,672.2 | 174.8 | 191.1 | 2,038.0 |
| 1986 | 1,757.6 | 186.4 | 190.2 | 2,134.2 |
| 1987 | 2,288.3 | 317.5 | 369.2 | 2,975.0 |
| 1988 | 2,492.5 | 454.2 | 370.2 | 3,316.9 |
| 1989* | 2,797.7 | 573.7 | 427.6 | 3,799.0 |

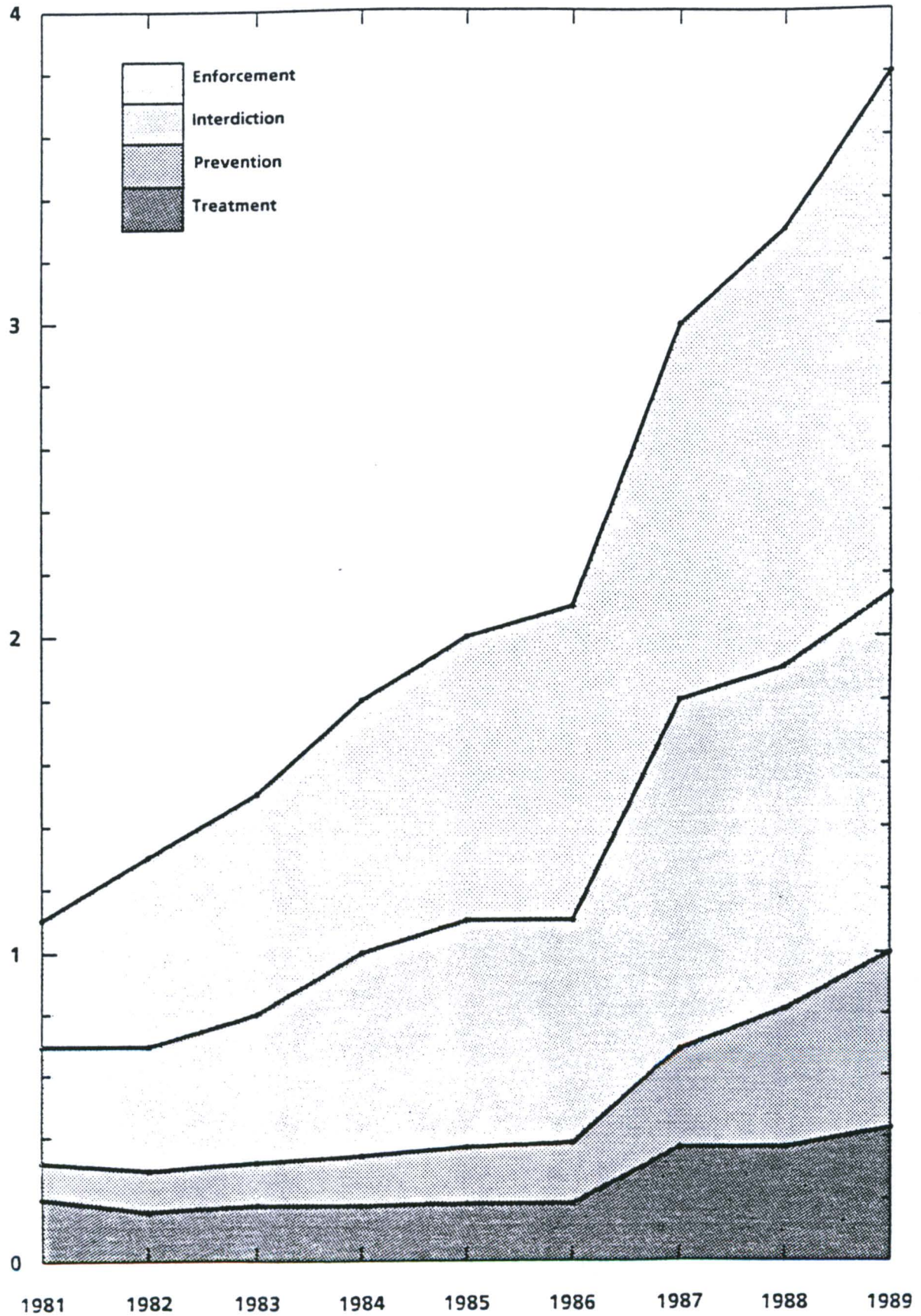
* requested

Note: Rows may not add due to rounding.

Included in the budget are funds for the enforcement of drug laws through interdiction and seizure; intelligence, investigation and prosecution; research; treatment for drug abusers; drug-abuse prevention; drug screening for the Armed Forces; eradication of illegal drug crops at home and abroad; drug-related prison construction and confinement; and other activities that assist in meeting the President's goal of a drug-free America.

Figure 5

FEDERAL DRUG EXPENDITURES
FY 1981-1989
(OUTLAYS IN BILLIONS OF CURRENT DOLLARS)



SOURCE: Office of Management and Budget

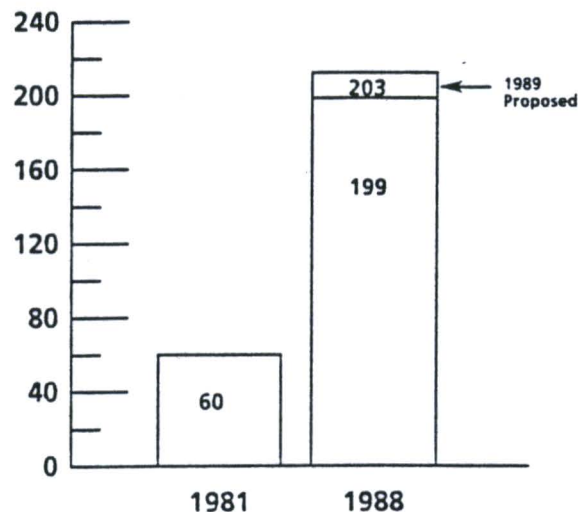
International Cooperation

- o With the cooperation of other countries, the United States is trying to reduce the supply of cocaine, heroin and marijuana in our country and around the world.
- o We assist foreign governments in eradicating illegal drug crops; interdicting drugs; arresting and prosecuting major traffickers; identifying alternative sources of income for farmers who abandon drug production; and in reducing the demand for illegal drugs through education.
- o In June 1987, the Attorney General led the U.S. delegation to the International Conference on Drug Abuse and Illicit Drug Trafficking in Vienna in which 138 nations participated.
- o In 1987, 23 nations joined the U.S. in eradicating illegal drug production, up from only 2 countries in 1981.
 - About 283 metric tons of opium, 5,046 metric tons of coca and 17,585 tons of cannabis were destroyed worldwide through eradication campaigns.
 - These figures represent four times the amount of opium that reaches the U.S. as heroin, three times the marijuana consumed in the U.S., and one-seventh of the coca leaves required to make the cocaine consumed by Americans.
- o In Colombia, Peru, Bolivia, Ecuador, Brazil and Venezuela, U.S. enforcement agencies assist local efforts to eliminate cocaine laboratories, control chemical shipments, and make it more difficult for traffickers to use land and river routes to transport their drugs. Recently:
 - A three-year FBI investigation of Colombian drug-trafficking organizations brought indictments of 114 conspirators and the seizure of 2,100 pounds of cocaine, 22,000 pounds of marijuana and \$22.5 million in cash.
 - Brazil seized nearly a ton of cocaine and destroyed 82 million marijuana plants, 18 tons of packaged marijuana and 2,650 tons of coca leaf.
 - Ecuador successfully destroyed much of its domestic coca cultivation and is no longer considered a major source of cocaine.
 - In the Bahamas, U.S. and Bahamian interdiction teams seized 147 tons of marijuana and 25,000 pounds of cocaine in 1987.

- In Belize, a U.S.-assisted eradication campaign destroyed 80 percent of the marijuana crop.
 - Jamaican net production of marijuana fell by more than 80 percent between 1986 and 1987 because of eradication.
- o The Reagan Administration has successfully sought funding for a range of international anti-drug programs. From FY 1981 to FY 1988, Federal outlays for international drug operations grew 232 percent.

Figure 6

INTERNATIONAL DRUG OPERATIONS
FY 1981-1989
 (OUTLAYS IN MILLIONS OF CURRENT DOLLARS)



SOURCE: Office of Management and Budget

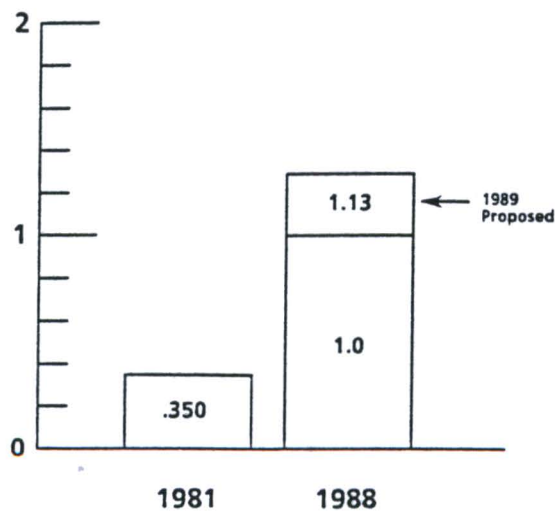
Interdiction

- o The nation's interdiction strategy is designed to reduce the quantity of illegal drugs and deter criminals from attempting to smuggle illegal drugs into the U.S.
- o Interdiction focuses on detecting, sorting, intercepting, tracking and apprehending shipments of illegal drugs as they move into the U.S. by air, land and sea.

- o The task is difficult because ours is an open society with open borders. Nonetheless, Federal drug law enforcement agencies seized and interdicted millions of pounds of illegal drugs in FY 1987. Here are the drugs and the amounts taken into Federal custody:
 - Heroin -- 1,400 pounds.
 - Cocaine -- 140,000 pounds.
 - Marijuana -- 2.2 million pounds.
- o To improve our ability to detect drug smugglers, Federal outlays for interdiction jumped more than three-fold, from \$350 million in FY 1981 to a proposed \$1.13 billion in FY 1989.

Figure 7

DRUG INTERDICTION
FY 1981-1989
 (OUTLAYS IN BILLIONS OF CURRENT DOLLARS)



SOURCE: Office of Management and Budget

- o With this interdiction budget:
 - New radar sites have been completed in Arizona and the Bahamas to operate with existing sites in Florida to detect smuggling by air. Additional sites are planned for California, New Mexico and Texas. And the Coast Guard will increase the number of radar units deployed along key smuggling routes.
 - The U.S. Customs Service has expanded its capabilities to interdict drugs during the last seven years by adding 1,923 new investigators, 195 boats and 24 interceptor aircraft. Customs also established an interdiction base with the Bahamas using interceptor boats crewed jointly by Americans and Bahamians. The Customs Service may acquire aircraft able to detect targets more than 1,000 miles from their base.
 - The Coast Guard is to get additional aircraft and is using its resources to build 37 new 110-foot patrol boats and upgrade certain planes with sophisticated electronic surveillance equipment.
 - Three new Command, Control, and Communications centers are being developed. Centers in Florida and California will be operational this year.
- o The Department of Defense supplies substantial support for drug law enforcement agencies in interdiction.
 - DOD forces flew 16,000 flight hours in FY 1987 in support of law enforcement agencies.
 - The Navy provided 2,512 ship days in support of Coast Guard law enforcement units in FY 1987, twice as much as in the previous year.
 - Some \$300 million in military aircraft and equipment was on loan to drug agencies in 1987.
 - National Guard units provided 3,121 aerial surveillance flight hours and 9,000 man-days in support of drug eradication.
- o These resources have enhanced the effectiveness of our international operations. Here are examples of operations that have been completed:

Operation Blast Furnace -- The U.S. sent DOD equipment and personnel to Bolivia to assist the Bolivian anti-drug police. Twenty-one clandestine cocaine labs were destroyed. This operation reduced production of Bolivian cocaine for four months.

Operation Hat Trick II -- Nearly 1.7 million pounds of marijuana and 22,000 pounds of cocaine were seized and 1,300 people arrested.

Operation Blue Lightning -- 85 vessels, 30 aircraft and six radar facilities disrupted the flow of drugs through the Bahamas. Over 5,500 pounds of cocaine, 36,000 pounds of marijuana, and 26 vessels were seized.

Here are examples of operations that are continuing and whose results are not classified.

Operation Alliance -- A long-term, multi-agency interdiction initiative covering the entire Southwest border from Brownsville, Texas, to San Diego, California, and the adjacent Gulf and Pacific areas. The quantity of drug seizures along the border increased significantly. Marijuana seizures increased by 125 percent; cocaine by 371 percent; and heroin by 105 percent.

Operation B.A.T. -- "OpBAT" focuses on the Bahamas and the Turks and Caicos Islands to disrupt the flow of marijuana and cocaine. Efforts continue to close those islands to smugglers as refueling stops, storage sites, and staging points. Major smuggling organizations were identified. OpBAT resulted in 146 arrests and the seizure of 17,729 pounds of cocaine and 259,000 pounds of marijuana, as well as five vehicles, 22 vessels and 26 aircraft.

Enforcement: Investigations and Prosecution

- o President Reagan believes the first duty of a civilized society is to protect itself from those who prey upon the innocent.

Drug Law Enforcement Funding

- o Federal outlays for all drug enforcement programs (including international and interdiction programs) more than tripled under this Administration -- from \$806 million in FY 1981 to \$2.5 billion in FY 1988. The President's proposed FY 1989 budget requests \$2.8 billion for drug enforcement.
- o Federal drug enforcement operations have achieved dramatic results
 - Operation Pisces -- Agents seized \$35 million in cash from a money-laundering operation and a cocaine cartel was immobilized.
 - Pizza Connection Case -- One hundred-twenty people were arrested in the U.S. and Italy in connection with a \$1.65 billion heroin operation. The Sicilian Mafia used pizza parlors throughout New York and five other states to distribute heroin smuggled into the U.S. from Sicily.

- Operation Intruder -- Fifty tons of marijuana and four tons of cocaine were seized in Texas, Michigan and Florida. Eighty-six persons were arrested.
- In May 1988, Federal agents announced the seizure of the biggest domestic cache of cocaine ever. More than four tons of cocaine worth \$1.7 billion were seized from hollowed out Brazilian cedar planks in Tarpon Springs, Florida. The cocaine was being shipped by a drug cartel from Colombia to New York, Chicago, Los Angeles and Miami. Three persons were arrested.

Federal Investigations and Prosecutions

- o The number of Federal drug investigators working on drug cases more than doubled since FY 1980 to 6,230 in FY 1988, and the number of Federal prosecutors increased nearly four-fold since FY 1980 to 925 in FY 1988.

Federal Drug Enforcement Personnel

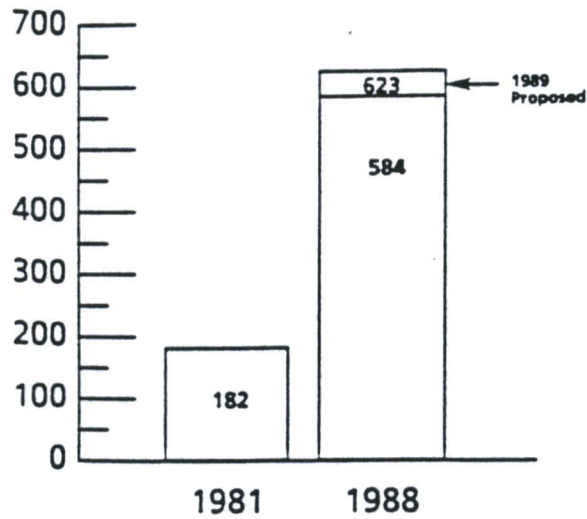
| | Investigators | Prosecutors |
|------|---------------|-------------|
| 1980 | 2,753 | 215 |
| 1981 | 3,151 | 303 |
| 1982 | 3,227 | 307 |
| 1983 | 4,020 | 444 |
| 1984 | 4,813 | 564 |
| 1985 | 5,133 | 586 |
| 1986 | 5,350 | 671 |
| 1987 | 5,795 | 742 |
| 1988 | 6,230 | 925 |

Arrests and Convictions

- o Between FY 1986 and FY 1987, combined DEA, FBI, Customs, Coast Guard and Immigration and Naturalization Service drug arrests rose by almost 15 percent to 57,298. In addition, DEA arrests of the biggest and most important drug law violators increased 175 percent between FY 1983 and FY 1987.

Figure 8

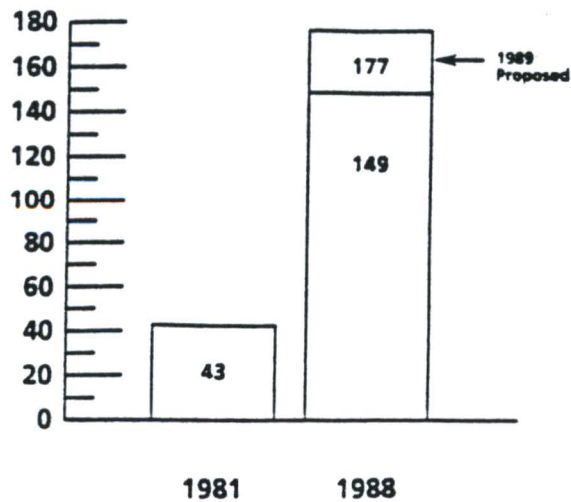
DRUG INVESTIGATIONS
FY 1981-1989
(OUTLAYS IN MILLIONS OF CURRENT DOLLARS)



SOURCE: Office of Management and Budget

Figure 9

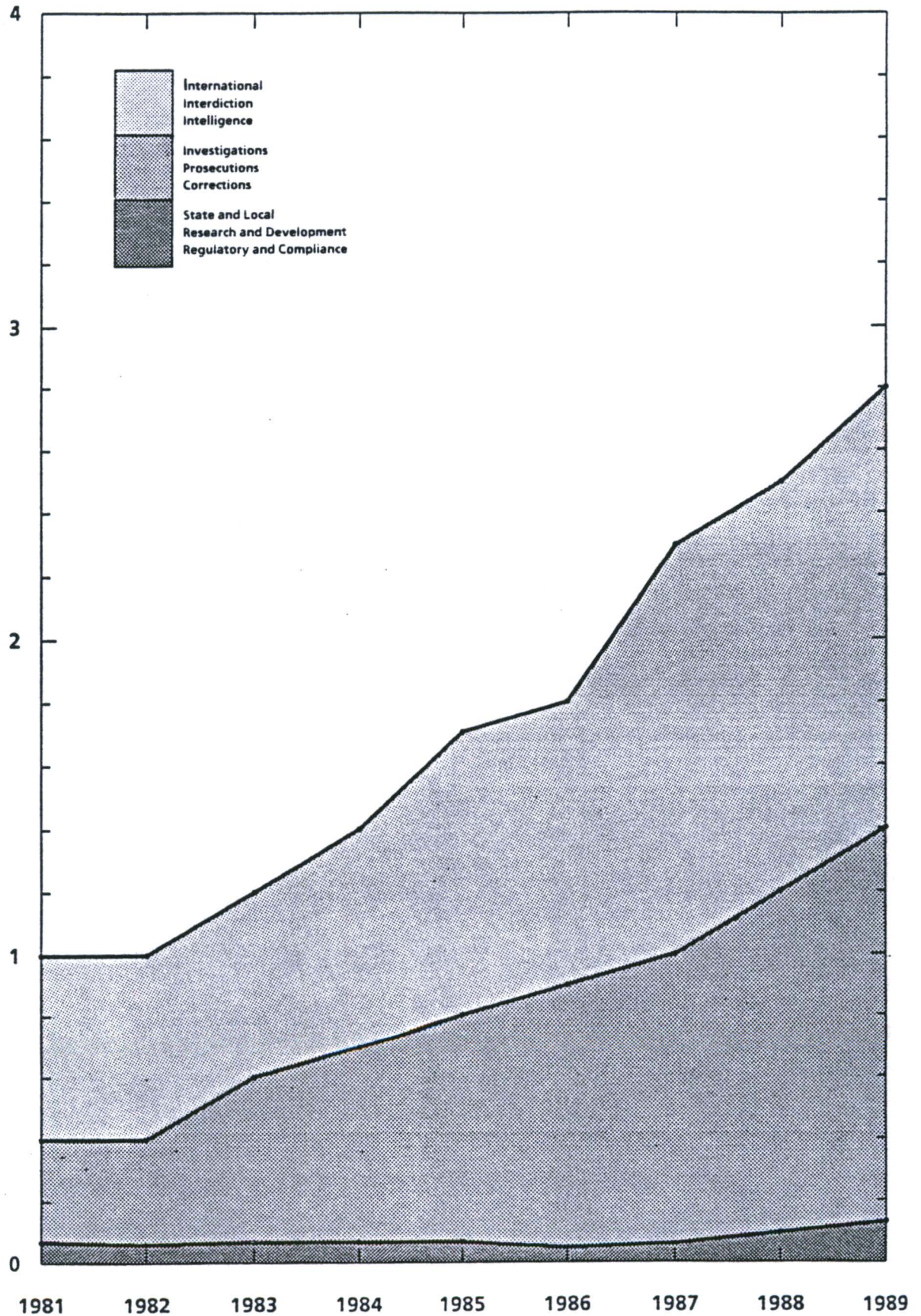
DRUG PROSECUTION
FY 1981-1989
(OUTLAYS IN MILLIONS OF CURRENT DOLLARS)



SOURCE: Office of Management and Budget

Figure 10

FEDERAL DRUG LAW ENFORCEMENT
FY 1981-1989
(OUTLAYS IN BILLIONS OF CURRENT DOLLARS)



SOURCE: Office of Management and Budget

- o DEA arrests and the resulting convictions reached record levels in FY 1987. These data reflect the lag between the time an arrest is made and a conviction is won.

Drug Enforcement Administration

| | Arrests | Convictions |
|------|---------|-------------|
| 1981 | 13,337 | 5,576 |
| 1982 | 12,180 | 5,927 |
| 1983 | 12,997 | 9,966 |
| 1984 | 13,126 | 10,815 |
| 1985 | 15,695 | 10,549 |
| 1986 | 18,746 | 12,022 |
| 1987 | 21,921 | 12,497 |

- o By 1987, FBI drug arrests and the resulting convictions also reached record levels.

Federal Bureau of Investigation

| | Arrests | Convictions |
|------|---------|-------------|
| 1982 | 137 | 43 |
| 1983 | 1,186 | 471 |
| 1984 | 1,927 | 1,362 |
| 1985 | 2,766 | 2,232 |
| 1986 | 2,501 | 2,671 |
| 1987 | 2,326 | 2,851 |

- o This is the first Administration to bring the FBI into the drug fight. In 1982, the FBI was given concurrent jurisdiction with DEA to investigate drug-related crimes.

Asset Seizures

- o In FY 1987, the Federal Government seized approximately \$673 million in drug-related assets -- a 17 percent increase over FY 1986 and a 200 percent increase over FY 1984. These assets included a record 856 vessels, 193 aircraft, a record 12,124 vehicles and \$102 million in financial instruments.
- o Asset forfeitures -- seizures turned over to the Federal Government by the courts -- increased 58 percent between FY 1986 (\$131 million) and FY 1987 (\$207 million).

Sentencing

- o An essential part of the Administration's drug enforcement initiative is to encourage stiffer sentences for drug related offenses across the country.

- o Between 1979 and 1987, the average sentence for persons convicted of drug law violations increased by 44 percent, from 51 months to 73 months.

Average Federal Prison Sentences
For Violations
Of Drug Prevention and Control Laws
in months

| <u>Year</u> | <u>Sentence</u> |
|-------------|-----------------|
| 1979 | 50.8 |
| 1980 | 54.5 |
| 1981 | 55.5 |
| 1982 | 61.4 |
| 1983 | 63.8 |
| 1984 | 65.7 |
| 1985 | 64.8 |
| 1986 | 70.0 |
| 1987 | 73.0 |

State and Local Enforcement Assistance

- o The Administration is ensuring that the asset sharing program, and other forms of Federal assistance, will continue to provide a significant level of resources to state and local law enforcement agencies.
 - The Comprehensive Crime Control Act, passed in 1984, bolstered Federal authority to seize assets of convicted drug dealers. Last year, over \$500 million in ill-gotten assets were seized.
 - Some of these assets are sold at auction and the proceeds are then distributed through asset sharing programs. From FY 1986 through FY 1988, proceeds from the sale of seized assets and forfeited property which will have been shared with state and local governments are estimated to be \$190 million from Justice and \$26.7 million from the Customs Service.
 - As the asset sharing program becomes more effective it will provide increasing funds for state and local law enforcement in the years ahead. Asset seizures in cash and property are expected to total \$112 million in FY 1989 alone.
- o The Federal Government will also continue to operate a number of free programs to train state and local law enforcement officials in anti-drug enforcement procedures. To date, this Administration has trained several hundred local officials in the latest techniques for fighting drug traffickers.

- o It is important to keep in mind that state and local governments traditionally account for about 90 percent of total national law enforcement spending. From FY 1979 to FY 1985, the latest year for which data are available, total state and local spending for police protection increased 62 percent.

Drug-Free Workplace: The Federal Example

- o In 1986, President Reagan said the Federal Government, as the nation's largest employer, should set the example for establishing a drug-free workplace.
- o In September 1986, President Reagan signed an executive order significantly strengthening the policy against illegal drug use by Federal employees. The executive order requires Federal employees to refrain from illegal drugs on or off duty, and requires the head of each agency to develop a plan for a drug-free workplace, including programs to provide education, counseling and referral to rehabilitation for those who need it. Testing of employees for the use of illegal drugs is authorized, as is testing of any applicant.
- o In April 1988, the Department of Health and Human Services certified to Congress that all departments and major agencies have developed drug testing plans that outline who will be tested and for what drugs.
- o Tests must be run for cocaine and marijuana, but tests may also be run for PCP, opiates and amphetamines. Several agencies, including Transportation, already have implemented drug-testing programs. Testing by other departments and agencies could begin during the summer of 1988.
- o Case law to date supports drug testing. A majority of the Federal appellate courts which have considered drug testing programs upheld them. Although the Supreme Court has twice refused to disturb decisions upholding mandatory testing programs, the Court has agreed to review a decision upholding the drug-testing program of the Customs Service which was issued prior to the President's executive order on drug testing.

Drug-Free Workplace: The Private Sector

- o The General Accounting Office issued a report in April 1988 on drug testing in the private sector.
 - GAO reviewed 10 published surveys of corporate drug testing practices and found the majority of firms do not test.

- Among the nation's largest companies, half have drug testing programs. Job applicants are more likely to be tested than employees.
- Results indicated that some of the firms that did not test at the time the surveys were taken had plans for future drug tests.

Drug-Free Transportation

- o The Administration is developing policies and rules to ensure a safe, drug-free transportation system. Employees in all areas of transportation, including water, air, rail, motor-carrier, mass transit, pipeline and hazardous materials would be covered. Pre-employment, periodic, post-accident, reasonable cause and random-testing are being proposed, as well as various counseling and rehabilitation options for those who test positive for illegal drugs.
- o The Administration published a proposed rule that would require drug tests for airline pilots and other crew members, as well as mechanics. Federally employed air traffic controllers are subject to testing for illegal drugs.
- o Interstate operators of trucks and buses are disqualified as drivers under Federal law if they are convicted of violating drug laws. No mandatory Federal drug tests are required for interstate drivers of trucks or buses at this time.
- o The Federal Railroad Administration requires drug tests for train and yard crews, as well as for dispatchers. These tests are to be given prior to employment, for reasonable cause during employment, and as part of the investigation following an accident. A proposed rule on random testing for certain safety-related railroad personnel was published on May 10, 1988.

Drug-Free Military

- o Drug tests in the military began in 1971, when military personnel returning from Vietnam were tested for heroin addiction. Beginning in 1982, random tests of all personnel were required for a variety of illegal drugs.
- o In FY 1988, Federal legislation required the Defense Department to begin drug tests on all military applicants.
- o Since 1980, reported drug use in the military has declined by two-thirds.

Drug-Free Schools

- o The President has established a national goal of drug-free schools.
- o The Department of Education has developed a number of programs to promote drug-free schools and colleges and works with schools across the country to learn from their experiences.
- o In September 1986, the Department released Schools Without Drugs to provide a resource for use by schools, parent groups, and community efforts to prevent illegal drug use. The book outlines a 12-point plan which parents, schools, students and communities can adopt to achieve drug-free schools.
 - 1.9 million copies have been distributed to educators, parents and drug enforcement agencies.
 - The Department of Education also developed "The Challenge Campaign" to encourage schools to sign a compact with representatives of the school, home and community to adopt the initiatives outlined in Schools Without Drugs. The purpose is to keep schools free of drugs. By March 1988, 2,269 schools and 318 school districts were members.
- o In May 1988, the Department presented its first Drug-Free Schools Recognition Awards and held a national conference on drug prevention programs.
- o In FY 1988, Education will distribute \$230 million in Federal grants for drug prevention efforts at all levels of education. The Administration has asked for \$250 million to continue that support in FY 1989, the maximum amount allowed by law.

Drug-Free Public Housing

- o Most residents of public housing want to live in a drug-free environment. Yet in too many instances, residents cannot escape drug dealing and drug use in their communities.
- o The solution to drugs in public housing must be determined for the most part at the local level. It requires the cooperation of public housing management, residents, local law enforcement officials, school officials, substance abuse treatment professionals, as well as private sector support groups.
- o In New York City in April 1988, a Federal law authorizing seizure of a drug dealer's assets was used to evict occupants of two apartments in a public housing project. New York eviction laws favor the tenant, and use of the Federal seizure law is a first for public housing.

- o The Department of Housing and Urban Development (HUD), in cooperation with the National Association of Housing and Redevelopment Officials, sponsored a National Drug-Free Public Housing Conference in Atlanta in May 1987. Over 600 residents, housing officials, police, private sector and substance abuse treatment professionals attended. Because of the success of that conference, five additional regional conferences were held in 1987 for over 1,200 people.

Crime and Drugs

- o There is a clear association between drug abuse and crime.
- o In 1988, the Department of Justice reported that from 53 percent to 79 percent of the men arrested for serious offenses in 12 communities around the nation tested positive for illicit drugs. The findings are based on a new Drug Use Forecasting system in which drug tests were run on a sample of 2,000 persons arrested between June and November 1987.
 - The tests were voluntary and anonymous.
 - Most of those tested were charged with burglary, grand larceny or assault.
- o The program tracks drug use trends among urban defendants suspected of dangerous crimes. It will provide a barometer of drug use and criminal acts that affect public safety. Newly arrested persons will be tested four times a year in 18 cities.
- o The system will serve as an indicator of the effectiveness of drug law enforcement, education and treatment efforts to reduce drug abuse and crime. Regional variations in drug preferences will provide evidence of the need to tailor programs to address each city's needs.

Death Penalty

- o President Reagan supports the death penalty for those who are involved in drug dealing which results in a death, and for those who kill a law enforcement officer.

AIDS and Drug Abuse

- o While AIDS is generally recognized as a sexually-transmitted disease, intravenous drug users are among the principal transmitters of the AIDS virus.
- o One-fourth of the AIDS cases reported nationwide are IV drug users. More than two-thirds of the AIDS cases transmitted heterosexually can be traced to an IV drug-using partner.

- o More than three-fourths of the babies infected with the AIDS virus have mothers infected from their own drug use or from sexual relations with an IV drug user while pregnant.
- o AIDS Outreach Projects were created last year to target inner city IV drug abusers, their sexual partners and drug-using prostitutes. Projects in New York City, Philadelphia, Washington, D.C., Miami, Chicago, Houston, San Francisco and in other cities educate thousands of individuals about the risks associated with AIDS and show them how to reduce their risk of contracting and spreading AIDS.
 - Community Outreach workers are trained and deployed. Nurses contact addicts and others in emergency rooms and detoxification units, homes, stores, churches and clinics.
 - Women at risk from AIDS are advised to be tested prior to pregnancy and to avoid pregnancy if they test positive for AIDS.
- o The President's proposed budget for FY 1989 would provide more than \$2 billion for AIDS research, education, treatment and screening, a 42 percent increase over FY 1988. In FY 1982, Federal AIDS funding was only \$8 million.

Veterans

- o The Veterans Administration provides treatment to veterans with drug problems in VA medical centers and outpatient clinics or special Drug Dependence Treatment Programs.
- o VA operates 51 specialized Drug Dependence Treatment Programs throughout its medical system.
- o During FY 1987, over 34,000 veterans were treated for drug dependence as inpatients. Almost 21,000 veterans received treatment as outpatients.
- o The VA also contracts with community halfway houses for rehabilitation services for veterans with drug abuse problems.
- o In FY 1987, the VA spent almost \$83 million on treatment of drug dependence, and \$2.4 million on research into drug abuse.

Drunk Driving

- o Throughout the 1970s and early 1980s, states lowered the minimum age for the purchase of alcoholic beverages in response to the ratification of the 26th Amendment to the Constitution which extended the right to vote to 18-year-olds. By 1983, 33 states permitted persons under 21 to buy some alcoholic beverages.

- o In 1982, President Reagan established the President's Commission on Drunk Driving. By late 1983, the Commission recommended increasing the legal age for purchasing alcoholic beverages.
- o In 1984, President Reagan signed legislation requiring the Department of Transportation to withhold 10 percent of Federal funds for state highway construction to those states that had not raised the legal drinking age to 21. The President's purpose was to save the lives of those 18-20 years of age, for that age group is more likely to be involved in alcohol-related accidents than any other.
- o By 1988, every state and the District of Columbia had enacted a law that raised to 21 the age at which one could purchase or have public possession of an alcoholic beverage.
- o In February 1988, the Department of Justice reported the rate of arrests among those under 21 for driving under the influence of alcohol or other intoxicants (DUI) declined between 1984 and 1986.

Number of DUI Arrests per 100,000 Licensed Drivers

| Age | 1984 | 1985 | 1986 |
|--------------|-------|-------|-------|
| 18 years old | 1,526 | 1,428 | 1,480 |
| 19 | 1,973 | 1,848 | 1,780 |
| 20 | 2,209 | 2,117 | 1,961 |

White House Conference for a Drug-Free America

- o The conference was established by law on October 27, 1986. Its mandate was to review and assess all aspects of the drug crisis from a grass-roots perspective and to report to the President and to Congress.
- o To meet its goals, the conference held six regional meetings which were attended by law enforcement officers, educators, parents, young people, representatives of the media, the entertainment industry, athletes, coaches, drug treatment providers and researchers, business people, and public housing residents and officials.
- o A national assembly was held in Washington from February 28 to March 3, 1988. Delegates discussed the findings of the regional conferences.

- o The White House Conference focused on 10 topics: Drug abuse prevention; treatment; drug-free workplaces; drug-free education; drug-free sports; drug-free transportation; drug-free public housing; the role of the media and entertainment industry in promoting a drug-free environment; drug law enforcement; and international drug control.
- o The conference will issue its report and recommendations in June 1988.

The Reagan Legacy: Toward a Drug-Free Society

- o The nation stands at a critical juncture in the struggle against the illegal use of drugs, one defined by the intersection of two highly visible and seemingly contradictory trends.
- o The first trend is the shift in attitudes away from tolerance of illicit drug use and drug users. It is an extraordinary success story.
 - Ten years ago, the majority of Americans could be divided into two camps: Those resigned to the fact of illegal drug use, and those who accepted the myth that drug use was glamorous, harmless, or someone else's problem.
 - Today, most Americans know the dangers and are intolerant of illicit drug use.
 - Young people have been the primary target of the intensive education and prevention efforts ordered by President Reagan and energized by the moral leadership of First Lady Nancy Reagan.
 - Because current knowledge and attitudes are turning away from illicit drug use, we can be confident that the next generation will reject illegal drugs in record numbers.
- o The second trend contradicts the promise of recent gains and threatens to undermine the confidence of many Americans in our progress against illegal drugs. This trend is the surge in drug-related crimes, deaths by overdose and drug-related AIDS, and births of drug-addicted and drug-impaired babies. These statistics are viewed by some as signs we have lost our struggle against drugs.
- o These problems reflect the long-term consequences of the permissive attitudes of the 1960s and the 1970s that illegal drug use was glamorous, harmless, or victimless.

- o The major obstacle to the elimination of illicit drugs from our society is the unwillingness or inability of current drug users to give up their habits. Without intervention, accountability and treatment, these users threaten to undercut the very real gains we have made against illegal drugs.
- o Anyone who silently consents to illicit drug use jeopardizes the progress we are making to reduce, and ultimately to eliminate, drug use.
 - America can no longer accept the behavior of illicit drug users. Misdirected compassion, or even understanding without action to stop drug use, makes continued illegal use of drugs possible.
 - We must become so intolerant of drug use that even "casual" use is unacceptable anywhere -- by anyone.
 - Even knowledge about the drug abuse problem is not enough. Nothing will happen unless action -- including legal action -- is taken to stop drug use.
 - A variety of actions focusing on the user may be needed, and they will have to be forceful and swift: fines, seizure of property, forfeiture of driving and other privileges, drug screening, compulsory work within the community, mandatory education, or mandatory jail terms.
- o There is no one approach that will solve our drug problems, or win the Crusade for a Drug-Free America.
- o Prevention and education are essential elements in curtailing illicit drug use. The next, and more difficult step, is to demand that illegal drug users be held accountable for the damage they do to themselves, to their families and to society.
- o President Reagan believes the nation needs community-based solutions to the drug problem because Government alone cannot stop the demand for these deadly drugs.
- o The private sector is contributing to the crusade for a drug-free America. Businesses, labor unions, athletes, entertainers and civic leaders and community groups are openly opposing drug abuse and educating young people about the dangers posed by drugs.
- o The President and Mrs. Reagan have challenged citizens across the country, in every community, in every family, in every setting to make their individual contributions to the future by taking action now to stop the user and the use of illegal drugs.

- o This challenge has been issued to employers and employees, athletes and entertainers, students and teachers, health professionals and research scientists, law officers and lawmakers in Congress and in state legislatures, on city councils and county boards, to every citizen -- because the success of the crusade for a drug-free America depends on the support and the efforts of all Americans.

QUESTIONS AND ANSWERS

Levels of Drug Use

Question: Has America stopped the increase of illegal drug use?

Answer: Evidence from survey research makes it clear drug use is beginning to decline. Most Americans now know the dangers and are intolerant of illegal drug use. The battle is a difficult one, but this Administration is beginning to succeed in persuading Americans not to use illegal drugs.

Analysis:

- o The University of Michigan survey of high school students found current use of cocaine among seniors fell by one-third in 1987, from 6.2 percent in 1986 to 4.3 percent in 1987. That is the lowest level of use reported since 1978.
- o In 1978, one senior in nine used marijuana on a daily basis. In 1987, only one in 30 used marijuana daily.
- o Reported drug use among military personnel fell by 67 percent between 1980 and 1985.
- o This Administration launched a major effort to inform the American people, and particularly young people, about the dangers of drug abuse. As a result, attitudes about drug abuse have changed.
 - In 1980, half the high school seniors thought smoking marijuana regularly posed a great risk. In 1987, 74 percent saw a great risk in regular marijuana use.
 - In 1980, only one high school senior in three thought cocaine posed a great risk to them. In 1987, nearly half the seniors felt that way.
 - In 1983, nearly one fourth grader in three felt peer pressure to try marijuana. In 1987, only one in four felt such pressure.
- o As attitudes changed, behavior changed, and the free-fall into illegal drug use stopped. But halting the increase in illegal drug use does not mean the job is done. Latest data (1985) report 23 million drug users nationwide.

Federal Spending

Question: Were funds to combat drug abuse cut?

Answer: Overall spending for programs to reduce illicit drug use has tripled since 1981. What appear to be reductions are in fact instances in which Federal money was specifically allocated to start state and local programs, or where money was spent to purchase major items that have to be paid for only once.

Analysis:

- o Outlays for Federal anti-drug programs tripled under this Administration -- from \$1.1 billion in FY 1981 to \$3.3 billion in FY 1988. The President has asked for \$3.8 billion in drug program funding for FY 1989 -- a 15 percent increase over current levels.
- o Despite these increases, there has been some controversy in the course of the past seven years surrounding the following budgets:
 - o Customs Service Reductions in FY 1984
 - The Administration asked the U.S. Customs Service in FY 1984 to reduce its overall staff by 1,744 persons to save \$72.6 million. A substantial number of those positions were vacant at the time. The additional reductions were to come from increased efficiency on the part of existing personnel who checked imports of commercial goods. Congress overrode the Administration request.
 - The Administration proposed a \$7.4 million increase in the Customs Service budget -- from \$571 million in FY 1983 to \$579 million in FY 1984.
 - The Administration proposal also called for an additional 225 full-time workers dedicated to halting imports of illegal drugs, and an additional \$33.3 million in drug abuse spending, including the purchase of aircraft to use in detecting drug smugglers.
 - \$30 million was added to the budget to offset the effects of inflation.
 - o Aid to Local Law Enforcement -- For FY 1987, Congress provided \$225 million for Justice Department grants to state and local governments for drug-related activities. Congress appropriated an additional \$70 million for this program for FY 1988, replacing funds that had been disbursed to the states.

- The grant program was designed not to establish long-term dependence on Federal monies, but to provide "seed money" to get good anti-drug programs started. To allow time for the success of these programs to be evaluated, the Administration's FY 1989 budget is not requesting additional funding for the drug grant program.
- Operating within the cap set by the 1987 Bipartisan Budget Agreement, the Reagan Administration allocated its resources to provide for vigorous Federal drug enforcement. At the same time, the Administration ensured that the asset-sharing program, and other forms of Federal assistance, will continue to provide a significant level of resources to state and local law enforcement agencies.

o Coast Guard Budget

- The 100th Congress cut \$72 million from the President's FY 1988 request for Coast Guard operating expenses. This occurred in the continuing resolution Congress sent to President Reagan late in 1987.
- The Reagan Administration has proposed a redistribution of \$60 million in funds within the Department of Transportation to ensure the continuation of critical Coast Guard services.
- In each budget submitted to Congress, President Reagan has asked for increases in funding for U.S. Coast Guard operating expenses. From FY 1981 to FY 1988, funding for Coast Guard operating expenses has grown about 42 percent.

Use of the Military

Question: Is there an appropriate role for the military in stopping drug production and imports from abroad?

Answer: Yes there is, and this Administration was the first to make extensive use of the Department of Defense to support drug enforcement.

Analysis:

- o DOD has two roles to play in drug interdiction. It assists the U.S. Customs and U.S. Coast Guard in interdicting illegal drugs enroute to the U.S. And it supported Bolivia in destroying production facilities there.
- o In 1981, this Administration implemented a change in the law to allow DOD to support civilian drug law enforcement efforts. By 1987, DOD forces flew 16,000 flight hours and provided over 2,500 ship days in support of interdiction efforts.
- o A number of DOD-assisted operations have been run to disrupt drug smuggling into the U.S., including Operation Hat Trick II, in which 1.7 million pounds of marijuana and 22,000 pounds of cocaine were seized, and 1,300 people arrested.
- o In 1986, the U.S. Army provided helicopters, crews, and aviation support personnel to assist Bolivian national police in anti-drug operations. For the first time in our history, DOD forces were sent to a foreign land to assist in the destruction of drug production facilities. Twenty-one clandestine labs were destroyed in Bolivia during Operation Blast Furnace.
- o On April 28, 1988, President Reagan ordered a 30-day National Drug Policy Board review of U.S. drug policy and asked for recommendations on ways to increase the Federal effort against drug suppliers and users. Increased DOD participation is one area which was under review.
- o In May 1988, the President directed Defense Secretary Carlucci to determine how to make better use of DOD resources and technologies to detect drugs and support the enforcement of civilian drug laws. The President also said consideration should be given to allowing state governors greater use of the National Guard in drug control efforts.

Central American Drug Trafficking

Question: Was the U.S. involved in illegal drug trafficking in Central America?

Answer: Absolutely not. Charges that this Administration was involved in illegal drug activity in Central America or anywhere else are untrue.

Analysis:

- o It is a simple matter to make a charge of wrongdoing and get press attention for that allegation without offering credible evidence to support the charge.
- o As far back as the mid-1960s, there were allegations that some Panamanian officials, for example, were implicated in narcotics trafficking. In 1977 and 1978, while the United States was negotiating with Panama over the future of the Panama Canal, there were widespread allegations of drug smuggling by Panamanian officials, including evidence submitted to Congress.
- o Since at least 1973, Federal officials and congressional committees have been aware of allegations linking General Noriega to drug trafficking. When evidence of Noriega's involvement in the drug trade was obtained, the United States attorney won indictments against him.

Levels of Drug Imports

Question: Are drug imports increasing?

Answer: Despite record interdictions, there are reports that drug imports are increasing.

Analysis:

- o There is a demand for drugs, including demand created by those age 26 and over who began their drug habits in the late 1960s and the 1970s.
- o The National Narcotics Intelligence Consumers Committee (NNICC), whose dozen organizational members are among the leaders in the fight against drug abuse, reported in April 1988 that there is evidence of increasing domestic supplies, higher purity, and the lowest wholesale prices ever.
- o Cocaine was readily available in the U.S. during 1987. As NNICC put it: "Wholesale prices during the year were the lowest ever reported, and the purity remained at high levels, reflecting widespread availability." However, unlike legitimate commodities, the price of illicit drugs does not always respond to market conditions.
- o Heroin was also generally available in most metropolitan areas and its purity increased.
- o Any data on imports must be carefully considered. For example, the amount of marijuana reportedly available in the U.S. increased from a range of between 6,400 to 8,300 metric tons in 1985, to between 6,545 and 12,585 metric tons in 1987. The low end of the estimate remained virtually the same; the range of possibilities was simply increased.
- o Increased intelligence capability in the drug law enforcement effort has also improved our ability to detect and estimate the production and trafficking quantities. Some believe that increases in estimates reflect greater knowledge that can be attributed to improved information.
- o The key to controlling imports remains with the users. Continuing successes in turning users away from drugs will lead to reductions in imports.

Testing/Prevention

Question: Why has the Administration emphasized drug testing over prevention and education?

Answer: Widespread use of drug testing is a relatively new addition to the Federal drug program, while prevention of drug abuse through education has been a major focus of the Administration's ongoing efforts. One has not been emphasized over the other. Testing is a tool in identifying drug users so they can be helped. It is, therefore, part of an effective program of treatment and education. Drug testing is also a deterrent to drug use.

Analysis:

- o A continuing emphasis on prevention, through education, awareness and personal dedication is the key to eliminating drug abuse in the long run.
- o Federal prevention efforts have long been a part of the Administration's drug abuse program. Between FY 1981 and FY 1989, Federal spending for prevention will have increased almost five-fold, from \$117 million to \$574 million.
- o Testing is an effective diagnostic tool in identifying drug users. But more importantly, it is one of the best tools in effectively deterring current users from continuing and keeping non-users from starting. The stigma of losing a job to drugs is a powerful incentive.
- o Testing also serves to identify those who need treatment and rehabilitation.
- o Testing of military personnel for heroin and opiate abuse was begun in the 1970s. As technology developed, tests were required for an increasing number of drugs. Reported drug use in the military fell by 67 percent between 1980 and 1985.

Drug Czar

Question: Why hasn't the Administration appointed a drug czar?

Answer: The National Drug Policy Board effectively coordinates Federal anti-drug policy. Rather than merely adding another layer of bureaucracy, the Board brings together all Cabinet members to achieve top level coordination for the fight against drug use.

Analysis:

- o In 1982, Congress passed legislation to create a single agency which would direct national and international drug enforcement efforts. The President vetoed the bill because, he said, it would have created another layer of bureaucracy within the executive branch that "would produce friction, disrupt effective law enforcement, and could threaten the integrity of criminal investigations and prosecutions."
- o In 1983, Congress considered new legislation to create a so-called "drug czar." The legislation was amended to substitute a policy-making board in place of a single official. That amendment became part of the Comprehensive Crime Control Act of 1984, and created the National Drug Enforcement Policy Board.
- o In 1987, President Reagan reorganized the Drug Enforcement Board into what is now the National Drug Policy Board to have primary responsibility for drug policy and resource coordination, including these areas: international cooperation, enforcement, prevention, education, treatment and research.
- o The Attorney General chairs the National Drug Policy Board; the Secretary of Health and Human Services is Vice Chairman.

Legalizing Drugs

Question: Why don't we legalize drugs for those who want them and save the billions of dollars we spend on enforcement?

Answer: The problem with drugs is not that they are illegal. Drugs are illegal because their use is a deadly menace. The cost to society of legalizing drugs would be far greater than the money spent on enforcement and prevention.

Analysis:

- o Illicit drugs wreck human lives, weaken our communities and are a threat to national security. Society can change the law, but it cannot change the facts.
- o Illegal drugs have but one purpose -- to change the human condition for the worse, to desensitize feelings, destroy rationality and diminish responsibility. Legalizing the use of deadly, addictive drugs would send a message to young people and adults alike that the nation's leaders believe these substances pose no threat to our health, or to life itself. That is not the case. Illegal drug use can be fatal.
- o Other nations have learned the hard way that legalizing drugs leads to disaster. One example: Great Britain legalized heroin and the drug became available at special centers on order of a physician. Addicts would sell part of their legally acquired dose. That, in turn, would be resold to those who lacked a prescription for the drug. Neighborhoods around the centers that distributed heroin became magnets for addicts in search of their next fix. The result: the black market and illegal drug use flourished.
- o Society can reduce the number of people arrested on drug charges in one of two ways. It can change the law, or society itself can continue its positive shift in attitudes and behavior against drugs.

Zero Tolerance Program

Question: Why is the Administration promoting a policy that allows the Customs Service to seize vehicles and the Coast Guard to seize multi-million dollar yachts if tiny amounts of marijuana are found on board?

Answer: The Zero Tolerance program was not set up to confiscate a specific number of yachts or expensive cars. Under Federal law, however, the U.S. can seize and auction vessels used to transport drugs across our borders or on the open seas.

Owners of seized vessels or vehicles are able to present their side of the case in court or in an administrative proceeding and the disposition of their property is determined by law.

This is a fair program that is expected to have a dramatic effect on the attitudes of so-called "casual users" toward the consequences of their actions.

Analysis:

- o The Administration adopted a policy of Zero Tolerance because users as well as dealers must be responsible for their actions.
- o Under Zero Tolerance, when the Customs Service inspects a vehicle entering the U.S., whether a car, a bike, or an 18-wheel truck, it will seize the vehicle if even the smallest amount of an illegal drug is found on board. The Coast Guard applies the same standard to ships within the 12-mile limit of U.S. territorial waters.
- o After investigation and review, a determination is made regarding the involvement and responsibility of the owner of the seized property. The property may be returned, when appropriate.

SELECTED PRESIDENTIAL STATEMENTS

"But let's remember that ending this menace requires commitment from every part of America and every single American -- a commitment to a drug-free America."

--- State of the Union address
January 25, 1988

"We've seen a nationwide revolt against the permissive attitude of the past. The catchphrase of the seventies, 'Do your own thing,' has been replaced in the eighties by, 'Just say no.'"

--- May 5, 1988

"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."

--- September 14, 1986

". . . as far as the recreational use of drugs is concerned, I've never in my life heard a more self-serving euphemism by those who support drug use. There is nothing recreational about those children whose lives have been lost, whose minds have been ruined. If that's somebody's idea of recreation, it's pretty sick."

--- November 1, 1983

"We're rejecting the helpless attitude that drug use is so rampant that we're defenseless to do anything about it. We're taking down the surrender flag that has flown over so many drug efforts; we're running up the battle flag."

--- June 24, 1982

"Illegal drug use is the foremost concern in our country. And, frankly, as I finish my final year in office and look ahead, I worry that excessive drug politics might undermine effective drug policy. If America's anti-drug effort gets tripped-up in partisanship, if we permit politics to determine policy, it will mean a disaster for our future and that of our children."

--- May 18, 1988

Reducing Supply

"We've gone after smugglers and dealers as never before."

--- April 13, 1988

"Much of what we do at the Federal level is aimed at choking off the supply of illegal drugs. With the assistance of Vice President Bush, we're continuing to make tremendous progress in seizing drugs crossing our borders; with the Customs Service and the Coast Guard working together, we'll seize even more. . . With the Drug Enforcement Administration, FBI, and the U.S. Attorneys working more closely together, we'll be even tougher on those who traffic in drugs."

--- May 30, 1987

Reducing Demand

"We seek to create a massive change in national attitudes which ultimately will separate the drugs from the customer, to take the user away from the supply."

--- September 14, 1986

". . . education, not scare tactics, will be effective."

--- November 1, 1983

"It is my belief, firm belief, that the answer to the drug problem comes through winning over the users to the point that we take the customers away from the drugs."

--- March 6, 1981

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

--- May 18, 1988

ADDITIONAL STATEMENTS BY THE FIRST LADY
AND THE VICE PRESIDENT

"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
February 29, 1988

"Today there's a drug and alcohol abuse epidemic in this country, and no one is safe from it -- not you, not me, and certainly not our children, because this epidemic has their names written on it."

--- Mrs. Reagan
September 14, 1986

"We have to encourage a war on drugs that is not conducted just at our nation's borders, but from house to house, neighborhood by neighborhood, community by community . . . a guerilla war that involves all of us together, joining forces to 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
March 24, 1988