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quality control for drug urine testing. Develop a plan to either encourage non-federal organizations to administer the certification process or to establish user fees if certification is conducted by a federal agency.

1987 Amendment: \$1 million  
1988 Budget: Privatize or user fee

ADAMHA is currently supporting analytical methods developments for the detection of illicit drugs and their metabolites in body fluids. Current efforts are focused on the analysis of blood and urine samples.

1986 Actual: \$0.9 million  
1987 Request: \$1 million

Expand all current efforts to develop sensitive and reliable assays for illicit drugs and their metabolites. Initiate research to investigate and develop alternative assay techniques, such as assays of saliva, which are more likely to be acceptable by society.

1987 Amendment: \$2 million  
1988 Budget: \$3.1 million

o Stimulate development of innovative prevention programs.

Current Efforts

ADAMHA sponsors research to determine the efficacy of family-based prevention programming targeted at secondary school populations, programs organized at the work site, and other community level interventions. Prevention research also involves the evaluation of early intervention efforts targeted to pre-adolescent populations located in the school and in community agencies.

1986 Actual: \$2.4 million

Alternative

NIDA will organize a comprehensive program of evaluation of prevention interventions emphasizing the school, the family and the work sites as points of contact, and the pre-adolescent, adolescent, and young adult as the focus of concern. The efforts will involve the evaluation both of efforts to prevent the initiation of drug use and early intervention strategies designed to identify and serve the incipient drug user and his or her family.

1987 Amendment: \$4 million

1987 Request: \$2.5 million

ADAMHA is currently supporting five programs looking at early indicators of mental health problems as well as a limited number of investigations of the influences of the family on illicit drug use and possible genetic bases for illicit drug use.

1986 Actual: \$3.1 million  
1987 Request: \$3.3 million

o Support integrated, community-wide demonstration grants to assist communities mobilize their efforts to fight illicit drug use and to determine the efficacy of integrated, community-wide programs.

Current Efforts

Integrated, community-wide illicit drug use prevention, intervention, treatment programs have never been attempted.

1988 Budget: \$6.8 million

Supplement currently funded NIMH grantees to support research on how parents, teachers, and the community can combine to avert the development of drug alcohol problems in high risk children. Expand current extramural research on biological and behavioral bases of illicit drug use with special emphasis on investigations of why some individuals appear "invulnerable" to illicit drug use.

1987 Amendment: \$1.5 million  
1988 Budget: \$5 million

Alternative

Support 30 community-wide demonstrations.

1987 Amendment: \$60 million  
1988 Budget: \$45 million

GOAL NO. 4: EXPAND INTERNATIONAL COOPERATION

The goal would be to obtain cooperation from every country with which the United States must work in drug enforcement and treatment programs.

The Department of State's International Narcotics Matters Bureau is responsible for the international narcotics control program. The major elements of this program are country programs for crop eradication, drug interdiction, training of foreign personnel for narcotics enforcement, and drug prevention and education. The INM Bureau also contributes to international organizations devoted to suppressing the production, trafficking and abuse of narcotics in major narcotics-producing countries. Over half of the funds provided for the international narcotics program in 1986 (\$60.1 million) were devoted to eradication programs, INM's highest priority. Colombia, Mexico, Burma, and Peru have the largest eradication programs.

Under this program several actions could be taken:

o Recall for consultation U.S. Ambassadors in selected countries that produce illegal drugs or that have national drug problems, and support their anti-narcotics activities.

Inasmuch as INM's program focuses on major narcotics-producing countries, this action would require major increases in the programs activities.

<u>Current Efforts</u> (\$ in millions)	<u>Alternative</u> (\$ in millions)
Eradication 37.4	56.1
Interdiction 11.4	17.1
Education & Training 11.3	17.0
Total 60.1	90.2

o Continue to expand appropriate use of Defense resources to support drug interdiction and destruction of illegal refineries.

Current Efforts (\$ in millions)

33

Alternative (\$ in millions)

FY 87: 292 \*\*

FY 88: 61 \*\*

o Intensify efforts with other nations to stop drug trafficking and money laundering.

Efforts under this heading could be directed to smaller producing countries and/or non-producing countries.

Current Efforts (\$ in millions)

8.5

Alternative (\$ in millions)

12.75 (+ 4.25)

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\*\* Includes \$157 Million identified in June 18, 1986 Policy Board letter to Congress for FY 87 and \$34 Million for FY 88.

**GOAL NO. 5: STRENGTHEN LAW ENFORCEMENT**

Strong and visible drug enforcement is needed to cause disruptions in drug trafficking and in trafficking routes. Law enforcement is also needed to create an environment in which health-related programs can advance. Building on the existing drug enforcement effort, the following actions would be emphasized:

- o Expand sharing of knowledge and prestige of law enforcement personnel with those involved in drug prevention programs, particularly with young people.

**Current Efforts**

FBI and DEA coaches Program \$1 M

No drug prevention training program currently provided for state/local officers at FLETC.

**Alternative**

+\$3M

Begin Treasury Department (FLETC) training program for street officers +\$150K.

- o Provide prompt and strong punishment by the entire criminal justice system for drug dealers operating close to users.

**Current Efforts**

Federal efforts are aimed primarily at high-level distributors.

30% of Federal prisoners are drug offenders, few are low level traffickers. Housing them costs \$155 M.

Purchase DEA investigation equipment \$7M.

**Alternative**

Seek mandatory sentencing for all drug distributors.

Increase drug offenders population by 50% (consisting of low level traffickers) requires +\$39 M for housing, +\$120 M for construction.

Purchase \$7M more equipment.\*\*

Justice grants aimed at drug problems \$16M.

Direct all Justice grant money in 1987 budget to drugs +\$3M.

Encourage states to use unobligated grant funds for drug programs +\$116M.

\*\* Items included in June 18, 1986 Policy Board letter to Congress

o **Direct Law Enforcement Coordinating Committees and U.S. Attorneys to prosecute violators of statutes against selling illegal drugs in or near school property.**

Current Efforts

Legal Divisions and U.S. Attorney efforts directed at drug prosecutions \$96M

U.S. Marshall support provided for increased prisoner movement and security \$37M

Alternative

+\$6M to double the efforts of attorneys for OCDE task forces and narcotics prosecutions\*\*

+\$3M for additional prisoner movements and security\*

o **Expedite development of a comprehensive Southwest border initiative to stop illegal drug entry into the U.S.**

Current Efforts

Existing DEA intelligence center \$10M

Intelligence Community programs \$12M

Alternative

Install a new All-Source Intelligence Center +\$15M \*\*

Intelligence Community programs +\$12M \*\*

\* Items included in President's 1987 Budget.

**\*\* Items included in June 18, 1986 Policy Board letter to Congress.**

DEA foreign program 320 positions and  
\$38M

+40 more DEA foreign agents + \$4M \*\*

No existing FBI computer program

Advanced FBI computer program for inter-  
diction +\$9M \*

Customs Service high altitude  
radar balloon funded for SW border  
(not yet in use).

+5 high altitude balloons along SW border  
+\$19M/yr. \*\*

Customs Service currently uses FAA and  
Air Force radar for tracking smugglers.  
\$3M/yr.

Enhanced Customs Service C31 Center along SW  
border +\$7M. \*\*

Customs Service currently uses 4  
surveillance (P-3A) aircraft \$14M/yr.

Replace with 4 newer longrange surveillance  
(E2C) aircraft. \$14M/yr - \*\*

\* Items included in President's 1987 Budget.

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GOAL NO. 6: EXPAND PUBLIC AWARENESS AND PREVENTION

Continued leadership by the President and Mrs. Reagan is vitally needed to achieve more gains in the fight against illegal drugs. Attitudes have changed, awareness has increased, and many people are ready to join in the fight. The President's ongoing efforts would be supported through the following actions.

- o Ask all citizens to join in Mrs. Reagan's drug abuse awareness and prevention campaign.

Current Efforts

ADAMHA supports communities' efforts to form "Just Say No" antidrug abuse clubs to increase parental and school professionals' awareness about the signs of drug abuse, and available treatment/intervention approaches.

Alternative

Continue within existing resources

- o Redouble efforts in all media forms, to stop illegal drugs and to make their use unacceptable in our society.

Current Efforts

Working closely with the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), the American Association of Advertising Agencies ('4As') is about to embark on a \$500 million media campaign against drug abuse. In addition, ADAMHA has an on-going effort to develop media materials, such as the "Just Say No" campaign, and has just begun a new cocaine campaign --  
COCAINE: THE BIG LIE.

Alternative

Continue within existing resources

- o Disseminate accurate and credible information about the health dangers of drug abuse.

Current Efforts

The Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) has an on-going program of information preparation and dissemination. In 1985, the National Clearinghouse for Drug Abuse information answered over 83,000 requests for information and distributed over 3 million publications relating to the "Just Say No" campaign.

1986 Actual: \$5 million  
1987 Request: \$5 million

Alternative

Continue within existing resources

ALS WORKSHEET -- DRAFT 7/28/86  
 Drug Abuse Policy Office

Leadership      Legis-  
 ship              lation      Funding

GOAL #1: DRUG-FREE WORKPLACES

1a. Establish a drug-free Federal workplace. (OPM-agencies)

Maximum      YES

(\$158M)

FEHB \$129M  
 Test \$24M *all +10%*  
*all +25%*

1b. Encourage states and local governments to develop drug-free workplaces.

All opport-  
 unities

No

None

1c. Work with government contractors to ensure drug-free workplaces.

Cabinet      No

FY88 \$5M

1d. Encourage private sector companies to pursue drug-free workplaces.

All opport-  
 unities

No

None

GOAL #2: DRUG-FREE SCHOOLS

(\$100M)

2a. Seek to assure that all schools establish a policy of being drug free.

Maximum      No

None

2b. Inform heads of all educational institutions about the Federal law on distributing drugs in or near schools.

AG,  
 DOEd      No

None

2c. Develop ways to communicate accurate and credible information on how to achieve a drug-free school.

DOEd

2c & 2d      FY87&FY88  
 Yes, Auth      \$100M  
 LegFund-      100%

2d. Encourage that education on drug abuse to be taught as part of a health curriculum rather than as a special curriculum.

DOEd

ing      trade-off-  
 within DOEd

	Leader- ship	Legis- lation	Funding
<u>GOAL #3: EXPAND DRUG TREATMENT</u>			87(\$82.5M) 88(\$83M)
3a. Encourage states to develop and implement programs that treat specific drug-related health problems.	HHS	?	FY87 \$14M FY88 \$23M
3b. Accelerate research in health-related areas, including drug testing.	HHS	No	FY87 \$3M FY88 \$3M
3c. Stimulate development of innovative prevention programs.	HHS	?	FY87 \$5.5M FY88 \$12M
3new. Community demo grants, integrated drug abuse programs.	HHS	?	FY87 \$60M FY88 \$45M
<u>GOAL #4: EXPAND INTERNATIONAL COOPERATION</u>			(\$62.85M)
1. Recall for consultation U.S. Ambassadors in selected that produce illegal drugs or that have national drug problems, and support their anti-narcotic activities.	State	No	FY8? \$.1M Travel  Support FY88+\$30M (INM & AID)
4b. Continue to expand appropriate use of Defense resources to support drug interdiction and destruction of illegal refineries.	DOD	No	Est. \$20M Cost
4c. Intensify efforts with other nations to stop drug trafficking and money laundering.	?	?	Est. ? \$12.75M

	Leader- ship	Legis- lation	Funding
<u>GOAL #5: STRENGTHEN LAW ENFORCEMENT</u>			(FY86 \$68M) (FY87 \$290M)
5a. Expand sharing of knowledge and prestige of law enforcement personnel with those involved in drug prevention programs, particularly with young people.	DOJ, Treas.	No	+\$3M DOJ +\$.15 Treas.
5b. Provide prompt and strong punishment by the entire criminal justice system for drug dealers operating close to users.	DOJ	No	\$281M See OMB paper.
5c. Direct Law Enforcement Coordinating Committees and U.S. Attorneys to prosecute violators of statutes against selling illegal drugs in or near school property.	DOJ	No	FY87 \$6M (in budget)
5d. Expedite development of a comprehensive Southwest border initiative to stop illegal drug entry into the U.S.	DOJ	No	FY86 \$68M -in NDEPB ltr to Hill See OMB paper.
<u>GOAL #6: EXPAND PUBLIC AWARENESS AND PREVENTION</u>			(FY87 \$5M)
6a. Ask all citizens to join in Mrs. Reagan's drug abuse awareness and prevention campaign.	Maximum	No	None.
6b. Redouble efforts in all media forms, to stop illegal drugs and to make their use unacceptable in our society.	Maximum	No	FY86 ? FY87 ? FY88 ?
6c. Disseminate accurate and credible information about the health dangers of drug abuse.	All	No	FY87 \$5M (In budget request- ADAMH)

TALKING PAPER

SUBJECT: URINALYSIS - DRUG TESTING

Drug abuse is a leading cause of lost productivity. Illicit drugs are widespread in the workplace. Compared to the normal employee, the drug-user employee:

- is only two-thirds as productive;
- is over three times as likely to be involved in an on-the-job accident;
- is absent from work more than twice as often; and
- incurs three times the average level of sickness costs.

Increased recognition of the problems caused by drugs in the workplace has led a growing number of corporations to institute "no drug use" policies, including the suitable use of urinalysis.

Drug testing is a diagnostic tool designed to create a healthier work environment, increase productivity, improve public safety, and protect national security. Proper testing will identify those individuals who need help and allow them to get help.

Urinalysis testing in our nation's workforce provides the opportunity for significant gains in fighting drug abuse. Testing has proven itself in our military forces and is essential in the workplace.

Testing may be done:

- as pre-employment screening (condition of employment);
- as part of a routine physical examination;
- as part of the investigation into the cause of an on-the-job accident; or
- for cause, when drug use may be the cause for a change in an employee's work pattern, (e.g. high absenteeism, low productivity, unexplained increased use of health benefits, or evidence supporting drug use/trafficking on-the-job).

**THE DEPARTMENT OF DEFENSE DRUG TESTING PROGRAM:**

Our military forces have benefited greatly from using drug testing as the principal tool in identifying drug users.

-Prior to instituting programs, some units of the Navy reported over half of the personnel in some units were drug users. Today, the Navy reports this to be less than 3%.

Civilian employees who serve in designated critical jobs in the Department of Defense are also subject to testing. For example, one military service includes the following classes of jobs in the urinalysis testing program:

- Employees involved in the identification and treatment process,
- All jobs pertaining to aviation or aviation safety, including air traffic controllers, pilots, and a range of aviation mechanics and servicing personnel.
- All jobs pertaining to law enforcement; to include police, guards, and security or administrative personnel whose jobs are directly related to law enforcement,
- Jobs which require special access certification, such as chemical and nuclear surety and includes supervisory personnel assigned to nuclear reactor operators, nuclear weapons technicians, chemical ammunition maintenance, quality assurance, material handlers, laboratory workers and intrusion detection system maintenance personnel

When handled properly, a firm policy of "no drug use" coupled with testing (urinalysis) has proved to be both an effective deterrent and a diagnostic tool. The Army has stated that drug testing is "one of the most valuable tools in the attack on illegal drug use."

**EXISTING POLICY**

The President's 1984 National Strategy for Prevention of Drug Abuse and Drug Trafficking addresses drugs in the workplace:

- o "Public safety considerations require prompt action to identify, remove and treat individuals who are in jobs where their drug abuse endangers the public safety."
- o "Employers must establish a clear policy, ensure that the policy is understood and applied, and include specific rules, procedures for identifying violators and uncompromising discipline consistent with the public trust."

DRAFT/March 12, 1986

- o "As the nation's largest single employer, the Federal government should serve as a model for dealing constructively with drug and alcohol abuse in the workplace."
- o "The Strategy sets a high priority for the establishment and operation of employee assistance programs in both the private and public sectors to save lives and reduce the health and economic costs of alcohol and drug-related problems."

#### THE PRESIDENT'S COMMISSION ON ORGANIZED CRIME

Allegations that the recommendations of the President's Commission on Organized Crime call for mandatory testing for all government employees have been used to sensationalize the issue. The publicity has helped create the perception that testing is a law enforcement initiative and involves punitive measures. However, the recommendations called for "suitable" and "appropriate" testing and are consistent with the 1984 National Drug Abuse Prevention Strategy. Specifically, the Commission's recommendations were:

- o "the President should direct the heads of all Federal agencies to formulate immediately clear policy statements, with implementing guidelines, including suitable drug testing programs, expressing the utter unacceptability of drug abuse by Federal employees.";
- o "State and local governments and government contractors should support a similar policy"; and
- o "Government and private sector employers who do not already require drug testing of job applicants and current employees should consider the appropriateness of such a testing program."

#### TESTING IN THE WORKPLACE

Since most of the U.S. drug-user population is also in the nation's workforce, the direct consequences of their behavior pose a threat to national security, safety, productivity, and economic recovery. Drug abuse programs, including pre-employment testing are already in action in many of the Fortune 500 corporations:

- o The objective of testing is to reduce drug use and recover the lost productivity -- by identifying those drug users and providing access to counselling/treatment to restore full productivity.

DRAFT/March 12, 1986

- o In the case of a critical position affecting public safety, a confirmed positive test should be the basis for non-selection in the case of a pre-employment test or for reassignment pending treatment if a current employee.
- o Testing can and should be done with full protection for individual rights, privacy, and confidentiality. It must be based on reasonable policies. Other safeguards include:
  - management, unions, and employees being fully informed regarding the established drug policies and the consequences of policy violations;
  - ensuring that employees are aware that being drug-free is condition of employment and drug testing is a part of their job requirements;
  - advance notice of intent to test when initiating a new program;
  - proper handling and rigorously accounted for samples and records;
  - testing performed by properly certified laboratories;
  - any screening test which results in a positive should be followed by a second (confirmation) test before any negative action is taken; and,
  - results of individual tests should be held confidential.

#### CONCLUSION:

Drug law enforcement initiatives are reducing the supply and availability of illegal drugs and providing an effective deterrent to drug use. Education and prevention efforts are causing young people to say "NO" to drugs. International cooperation is expanding and an awareness of the dangers of drug abuse is bring about action in many other nations.

Urinalysis testing in our nation's workforce provides the opportunity for significant gains in fighting drug abuse. Testing has proven itself in our military forces and is essential in the workplace. Identification of drug users provides immediate results in protecting individuals while cutting costs and improving productivity.

It is essential that both government and private employers take prompt action to identify, remove and treat individuals who are in jobs where their drug abuse endangers the public safety.

DRAFT/March 12, 1986

DRAFT January 19, 1984

BACKGROUND -- FEDERAL DRUG ABUSE FUNCTIONS

During this Administration, drug law enforcement has expanded significantly. The continuing high priority has resulted in successful management initiatives and massive resource increases for Federal drug law enforcement functions. Management initiatives include the FBI receiving concurrent jurisdiction with DEA, the South Florida Task Force, the creation of the 12 Organized Crime/Drug Enforcement Task Forces, the creation of the Vice President's National Narcotics Border Interdiction System (NNBIS), and, most recently, the enhanced operational coordination evidenced by the decision to cross-designate special agents of DEA and The U.S. Customs Service on a by-name basis, an action unsuccessfully sought since Reorganization Plan No. 2 of 1973. The budget allocated to drug law enforcement consistently increased, from \$703 million in FY 1981 to \$1.165 billion in the FY 1984 budget submitted to the Congress, an increase of 67 percent.

On the health-related side of drug abuse, the Administration embarked on a national drug abuse awareness campaign with the President and the First Lady very much at the forefront. The goal was a change of public attitude; away from the permissiveness of the 1970's toward individual responsibility and a hard line against drug abuse and its results, including drunk driving. Consistent with New Federalism, the Federal effort was directed at providing leadership and support, to stimulate drug abuse awareness at the local level, and to encourage individuals to get involved in solving their local problems. Federal funding for treatment and prevention activities was incorporated in the State Block Grants, allowing the decisions regarding the use of the funds to be made by people closer to the local problems. Thus, the national prevention effort was not based on Federal funding. Initiatives sponsored and funded by organizations and companies such as Lion's International, Xerox, Keebler, the National Soft Drink Association, IBM, etc., have contributed significantly to the success of the President's national drug abuse awareness campaign. Indicators of success include the dramatic change in public attitudes and the reported reduction in drug abuse among our school-age youth.

In the face of major gains against drug abuse, several members of Congress continue to be highly critical, alleging lack of coordination in the law enforcement effort, lack of coordination in the over-all drug abuse program, not enough emphasis on drug law enforcement, lack of priority for the health-related programs, etc.

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## E. MANAGEMENT AND COORDINATION

- o An effective, high-visibility coordinating group for the health-related drug abuse functions is needed to provide effective coordination and provide a balanced management structure, demonstrating the true nature of the President's comprehensive strategy. There is a widely held, wrong perception that the Administration's program is totally dependent on drug law enforcement as the solution to the drug problem, partially caused by the dramatic increase in funding for drug law enforcement and by the obvious effectiveness of both the existing National Drug Enforcement Policy Board, chaired by the Attorney General, and the National Narcotics Border Interdiction System, led by the Vice President.
- o In all options, there would continue to be a White House staff advisor to the President who would provide policy oversight and all boards would report through established channels.

Option #1 -- Expand NDEPB to include entire drug abuse program, AG chairman.Pros

- o Simplest approach, organized around existing staff and procedures.
- o Separate subordinate coordinating groups for drug enforcement (existing) and drug health matters (new).
- o Recommended by the President's Commission on Organized Crime.

Cons

- o Does little to correct public perception that the President's program is primarily drug law enforcement.

OPTION #2 -- Establish new drug abuse health policy board, equivalent to NDEPB; Secy, HHS chair new board, no change in NDEPB.Pros

- o Strongest response to perceived need for balance in system.
- o

Cons

- o Possible excessive demands on time of Cabinet members with membership on both boards.

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- o Requires some duplication in staff and some coordination between boards.

OPTION #3 -- Revise system to new overall coordination group, (National Drug Abuse Policy Board)--co-chairmen--AG and Sec'y, HHS, alternate meetings.

Pros

- o One board rather than two with similar membership.
- o Insures total program awareness and coordination simultaneously with entire cabinet.
- o Minimum staff requirements, one joint staff.

Cons

o

Option #4 -- Revise system to establish a Drug Abuse Policy Office as an agency within the EOP, supported by a Presidential Strategy Council with Cabinet and Private Sector membership, chaired by the President. Could be combined with the office of the White House staff advisor.

Pros

- o Provides an oversight and coordination mechanism closely associated with the White House, able to capitalize on opportunities to improve the program and absorb criticism.
- o Provides opportunity for selected private sector advice in a program which requires private sector action.
- o Could strengthen key function of stimulating private sector efforts which are not Federally funded.

Cons

- o Requires legislation and appropriations (Estimated \$2M annually).
- o Not new; similar to previous legislation, abolished in 1978, preceding the current drug abuse policy staff in OPD.
- o Private sector involvement could complicate management issues.
- o The large size of the drug law enforcement effort suggests a continuing need for specific operational coordination mechanism for drug law enforcement.

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- o Could be vehicle for assisting selected private sector initiatives through limited discretionary grants.

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- o Private sector involvement could complicate management issues.

Goal: Capitalize on achievements, preempt Congressional action.

Organizations that work. First and foremost, regardless of the organization, the personal relationship between the drug abuse adviser and the President and First Lady will determine the degree of success. A good advisor will keep peace with the Chief of Staff and the other officers. I would create a new Assistant to the President position for drug abuse policy and bring together an oversight staff activity which can consolidate, oversee, and insure coordination, balance, etc. Do this in addition to the AG's Drug Enforcement Policy Board, because drug law enforcement has grown so large that it needs a special mechanism to coordinate operations and operational policies.

Establish by legislation, a small EOP agency located within the White House complex-OEOB) and headed by the Assistant to the President. Pattern the legislation after the Congressional mandate in 1976 and structure the office to provide balance between the major elements of the program; prevention (including support of the First Lady), drug law enforcement, treatment and rehabilitation, international narcotics control, intelligence, and a DOD liaison capability.

Appoint a nationally known figure to head the office who has vision and commitment to improving the future as opposed to dedication to current operations. Credibility in law enforcement matters is essential but it must not be someone with a total commitment to law enforcement as the solution to the drug problem. Provide that person with a charter to provide oversight (an ill-defined term!), policy coordination, advice and assistance to the President, and to maintain a national strategy, oversee its implementation, etc. Provide two equal deputies, one for health-related activities, one for supply reduction matters. A carefully chosen staff with support should be in the range of 10 to 16 positions, with the authority to use experts and consultants as needed.

The current Deputy Assistant to the President for Drug Policy and his staff could be used to do the staff work necessary to establish the new office by January 1987. The current Drug Abuse Policy Office within the Office of Policy Development could be terminated as the new office is established. The cost of the current Drug Abuse Policy Office could be considered an offset against the budget for the new office.

An annual budget of slightly over \$2 million should be adequate to provide the necessary support and flexibility. The similar office in 1976 was budgeted at \$1.2 million. Funding at this level would provide for salaries and expenses, but no grant authority. Such an office could be justified as a legitimate Administrative initiative, yet should satisfy Congress.

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**PRESIDENT REAGAN'S NATIONAL STRATEGY  
FOR PREVENTION OF DRUG ABUSE AND DRUG TRAFFICKING**

**SUMMARY**

The National Strategy for Prevention of Drug Abuse and Drug Trafficking is a comprehensive, long-term approach to eliminate drug abuse and its effects in the United States. The President's five-point program includes:

- Drug abuse prevention,
- Drug law enforcement,
- International cooperation,
- Medical detoxification and treatment, and
- Research.

The Strategy goes beyond the Federal responsibilities and establishes a "national" strategy, recognizing that real success is achieved when those people most affected by drug and alcohol abuse are directly involved in solving their own problems.

The responsibility for the successful implementation of the Strategy to eliminate drug abuse is shared by government and the private sector. The National Strategy calls upon Federal government officials to take the following actions:

- To encourage and support the actions of parents and other concerned citizens in combating drug abuse in their homes, neighborhoods, schools, businesses and communities;
- To pursue those anti-drug activities which lie beyond the jurisdictions and capabilities of the individual states, including primary responsibility for enforcing Federal laws, for international cooperation and for certain research activities;
- To ensure that Federal drug programs effectively meet the specific needs which exist within communities throughout the United States, with priorities established on a local or regional basis; and
- To continue improvements in the use of Federal resources, with an emphasis on coordination and cooperation among officials at all levels of government and use of government resources as a catalyst for grassroots action.

In addition, the Strategy calls on each American to learn what needs to be done to eliminate drug abuse and to get involved in doing it. All individuals; all business, civic and social organizations; all levels of government and all agencies, departments and activities within each level of government are called upon to lead, direct, sponsor and support efforts to eliminate drug abuse in families, businesses and communities.

## DRUG ABUSE PREVENTION

Drug abuse prevention -- through awareness, education and action -- is fundamental to long-term success in stopping drug abuse and drug-related crime in our society. Priority must be given to motivating our young children, before they become involved with drugs, to never use drugs, including alcohol; and we must also convince current users to stop drug use.

The drug abuse prevention strategy continues the partnership between government and the private sector to bring the full range of this country's resources to bear on reducing existing drug and alcohol abuse and ultimately to provide a drug-free environment for all Americans, especially our young people. The National Strategy calls for the following action by responsible Federal government officials, recognizing that success will not be achieved without the direct involvement and support of state and local government officials and the private sector:

- To provide all possible encouragement and support to a vigorous national drug abuse prevention and education effort;
- To ensure that accurate and credible information about drug and alcohol abuse is made widely and readily available to individuals and groups through nationwide public awareness campaigns, publications and technical assistance;
- To encourage and support prevention programs for young children which teach positive behavior, such as constructive handling of feelings and responsibilities;
- To support prevention activities which stimulate the participation of volunteers and the private sector;
- To encourage and assist the continued involvement in drug abuse prevention and education by private business, which has a unique capability to communicate accurate information about drug abuse in a credible way to large segments of the population;
- To integrate drug abuse education into the school system, and encourage its integration into private school programs, with emphasis on the destructive effects of drug use, including alcohol, on excellence in education, health and overall well-being;
- To encourage and assist adults in meeting their responsibility of providing youth with positive leadership and a sound role model;

- To discourage activities which deliberately promote drug use, such as the commercial exploitation of drugs of abuse and the associated "drug culture;" the artificial glamorization of mind-altering and mood-changing drugs, including alcohol; and the sensationalized reporting by the mass media of drug and alcohol use by contemporary sports and entertainment figures;
- To discourage use of terms which foster misconceptions and hinder understanding of the nature of drug problems, including "recreational use" of drugs, "responsible use" of drugs and alcohol, "substance abuse," "decriminalization," "getting high," and defining drugs as "hard" or "soft;"
- To encourage and support a nationwide, comprehensive, community-based effort to eliminate drunk driving;
- To provide strong support for efforts to stop alcohol use by school-age children by increasing the awareness of the significant hazards posed to children by alcohol and by increasing the involvement of adults in reducing these risks;
- To reduce the practice of encouraging drinking among youth as a marketing technique by increasing public awareness and visibility, including identification of the sponsors and holding them responsible;
- To encourage the alcoholic beverage produces and distributors to police their own industry in developing and marketing their products;
- To encourage all states to establish 21 as the minimum age at which individuals may purchase, possess or consume alcoholic beverages; and
- To encourage and assist the continued involvement by physicians, pharmacists and other health care professionals in finding ways to reduce the dangers of misuse of prescription drugs, in making people more aware of the risks involved in combining alcohol with prescription drugs, and in making full use of available information on drug abuse research, treatment and prevention.

## DRUG LAW ENFORCEMENT

Vigorous drug law enforcement reduces the availability of illicit drugs in the United States, deters drug-related crime and creates an environment favorable to reducing the production and abuse of illicit drugs. The Strategy continues the goal of bringing to bear the full range of Federal, state and local government resources on stopping the drugs, wherever they are grown, processed, transported and used, and apprehending and prosecuting those responsible for transporting and distributing illicit drugs, as well as the financiers and organizers.

The National Strategy calls upon each involved Federal official to work toward achieving the following objectives:

- Continued expansion of the involvement of every Federal enforcement agency which has any capability for contributing to the fight against drug abuse;
- Continued improvements in cooperation between law enforcement officials and prosecutors at all levels of government to achieve prompt and certain justice in prosecuting drug traffickers, seizing their assets, and destroying their criminal organizations; and
- Continued innovation in expanding the use and enhancing the effectiveness of all available government resources and jurisdictions in investigating and prosecuting illegal drug activities, deterring crime and preventing drug abuse.

Fundamental to the overall Strategy is the investigation and prosecution of drug traffickers and the destruction of their criminal organizations.

- The Strategy calls for Federal, state and local law enforcement officers and prosecutors to pursue aggressive investigation and prosecution of the full range of criminal activities associated with drug trafficking organizations.
- The Drug Enforcement Administration, the Federal Bureau of Investigation, the Internal Revenue Service, other Federal investigative agencies, and the U.S. Attorneys will continue to ensure the investigation and prosecution of high level drug traffickers and the destruction of their criminal organizations through all possible means, including Federal action, intergovernmental action, or assisting action by state, local and foreign officials.
- The Drug Enforcement Administration and the Federal Bureau of Investigation, with involvement by other appropriate Federal agencies and state and local law enforcement officials, will continue to place emphasis on criminal

investigation of health care professionals who are trafficking in drugs.

- A high priority is established for pursuing the financial aspects of drug trafficking, including use of criminal and civil forfeiture laws, currency laws, tax laws and international agreements against tax evasion and money laundering.
- State and local governments are encouraged to adopt and use powerful criminal and civil forfeiture laws to combat organized crime and the drug traffic. States are also encouraged to use the money derived from asset forfeiture to construct and operate prisons to handle the increase in prisoner population.

The border program emphasizes major cooperative interdiction efforts which utilize all available resources, including enhanced intelligence and military support, to detect and intercept illicit drugs before they are smuggled into the United States. In addition to continued improvements in the coordination of the massive effort, which is the responsibility of the National Narcotics Border Interdiction System (NNBIS), the Strategy calls for the following actions by Federal agencies to improve the existing border program.

- The U.S. Customs Service will continue to improve detection of illegal drug shipments in legitimate cargo;
- The Drug Enforcement Administration, Federal Aviation Administration and U.S. Customs Service should work together, with the support of other agencies as necessary, to implement added deterrents to smuggling by general aviation aircraft, including stronger penalties for violators.
- The Department of State, the Immigration and Naturalization Service, and the Customs Service will enhance the screening process of foreign visitors to the United States to preclude those with prior drug smuggling involvement from entering the country. This includes denying entry visas to any foreign national who has a drug violation or is involved in drug trafficking.
- The Drug Enforcement Administration will work with other appropriate Federal agencies and with state, local and foreign government law enforcement officials to ensure use of all potential sources of interdiction intelligence, both in foreign countries and within the United States.

- NNBIS and all involved Federal departments and agencies will work to improve the detection capability throughout our border areas against attempted intrusions by air, land and sea.
- NNBIS will work with the Drug Enforcement Administration to develop and implement an expanded coordinating role for the El Paso Intelligence Center (EPIC).
- In addition to border operations, the Strategy calls for Federal agencies to work with state and local officials whenever possible to assist them in developing innovative programs to detect and intercept illicit drug shipments in transit within the United States.

The National Strategy calls for elimination of the production of illicit drugs in the United States.

- The Drug Enforcement Administration, with the assistance of other appropriate government agencies, will continue to improve the national cannabis (marijuana) eradication program through training, technical assistance and intelligence support.
- The Strategy calls for concerned private citizens to report the location of suspected marijuana production to their local law enforcement agency.
- The Strategy also calls for strong penalties for those who are producing or selling marijuana.
- The Drug Enforcement Administration will encourage and coordinate increased Federal, state and local law enforcement action against clandestine laboratories, including sharing information and technical assistance, as well as continued cooperation in the investigation and prosecution of major violators.

As lead agency, the Drug Enforcement Administration is required provide central leadership, management and coordination in the following areas which are essential to strong drug law enforcement and other efforts to reduce the availability of drugs.

- Federal, state and local agencies must continue to work together, and with the international, pharmaceutical and health care communities, to reduce the diversion of pharmaceutical drugs from legitimate uses into the illicit drug traffic and the illegal manufacture and distribution of such substances.

- Continued refinement must be made in the intelligence necessary to support investigative and interdiction priorities, diplomatic initiatives and international drug control programs, policy formulation, management and the development of future national strategies against drug abuse and drug trafficking.
- The Drug Enforcement Administration will develop objective statistical means for central reporting of the accomplishments of the Federal government in drug law enforcement and prosecution, including establishing a central system for maintenance and timely dissemination of statistics regarding drug seizures by Federal agencies.

The Strategy calls for swift and just punishment of individuals involved in drug trafficking and related criminal activities.

- Prosecutors at all levels of government are encouraged to aggressively prosecute drug criminals and to present drug cases in the Federal, state or local judicial system best suited to provide swift and certain justice.
- The full support of our citizens and the cooperation of the Congress in reforming our criminal justice laws will greatly enhance the effectiveness of drug law enforcement.
- Judges, probation officers and parole boards are encouraged to give full recognition to the seriousness of drug offenses. Judges are encouraged to provide for strict sentencing, including just punishment for first offenders in drug trafficking cases.

The Strategy calls for full involvement by all levels of law enforcement in contributing to drug abuse awareness and prevention and in encouraging and facilitating the involvement of private citizens in supporting strong law enforcement, including the reporting of illegal drug production, sales or use to their local law enforcement agency and supporting just punishment of drug criminals.

## INTERNATIONAL COOPERATION

Drug abuse is an international problem requiring international cooperation to reduce the availability of illicit drugs in the United States by eliminating illegal drugs as close to their source as possible. The Strategy for international cooperation continues a multi-faceted approach directed at the cultivation, production and distribution of licit and illicit drugs; the flow of profits associated with illicit drugs; and the effects of the drug trade and drug abuse on other countries as well as the United States.

Strong diplomatic initiatives by the President, the Vice President, the Secretary of State, other Cabinet officers, Ambassadors, and by the senior officers of Federal departments and agencies are fundamental to raising international awareness of the illicit drug problem and encouraging increased action by affected governments -- producer nations, transit nations and consumer nations. Diplomatic initiatives are directed toward the following objectives:

- To improve and strengthen the relationships between the United States and the primary drug producing and transit countries; and
- To spur mutual concern and shared responsibility that will provide long-term improvement, both in the availability of a wider range of resources from a greater number of donor nations and in diplomatic initiatives which promote the political will necessary to control drugs.

The United States will continue to take the following actions to encourage and assist governments of producer countries to undertake crop control programs as the most effective means of curbing production:

- Pursuing diplomatic means to heighten the awareness of the governments of producer countries of not only the international effects of their country's drug cultivation and production, but also the internal effects on their own people;
- Encouraging the governments of producer countries to demonstrate their commitment to crop control through scheduled reduction in cultivation and production; and
- Encouraging and supporting foreign government programs to control drug production through bans on illicit cultivation and containing licit production to remain within legitimate needs, reinforced where appropriate by destruction of illicit crops including eradication by chemical spraying and other means.

The Strategy includes development assistance, when necessary, to produce alternative sources of income for the farmers and also increase a host government's ability to institute measures against illicit drugs.

- To ensure the effectiveness of development assistance, U.S. decisions on foreign aid and other matters, such as refinancing of debt, should be tied, where necessary and appropriate, to the willingness of the recipient country to execute a vigorous enforcement program against narcotics traffickers, including the people associated with producing, transporting or profiting from illegal drugs.
- The United States will encourage other developed nations to support international narcotics control programs, financially and with other resources, including developmental assistance linked with crop control and cooperative law enforcement efforts.
- The United States will encourage international organizations and development banks to link their assistance with narcotics control objectives, where appropriate.

The Strategy encourages concurrent, strong criminal legislation and aggressive drug law enforcement by the host government in all source and transit countries. To ensure strong drug law enforcement on an international basis, the United States will pursue the following activities:

- The United States will encourage and support the interdiction of illicit drugs at every opportunity, within the source countries, in transit countries along the trafficking routes and at any border crossing while being transported.
- U.S. investigative agencies will continue a high level of cooperation with foreign drug control agencies including multinational investigations and prosecutions of drug criminals, and the collection and sharing of intelligence on illicit drug production and trafficking.
- The United States will provide assistance to host government law enforcement agencies in the form of equipment, training and technical services, when necessary, appropriate and tied to a demonstrated commitment to drug law enforcement by the host government.
- U.S. law enforcement agencies will continue to be actively involved in and support international and regional organizations concerned with drug law enforcement.

- The United States will encourage governments to give illegal financial activities associated with drug trafficking a high level of attention and a priority for cooperative action by law enforcement agencies and by the regulators of the banking industry, nationally and internationally.
- The United States will promote the establishment of innovative mutual assistance treaties with foreign governments, directed at facilitating judicial actions against the drug trade, seizing assets derived from drug trafficking, eliminating banking procedures which hide illicit drug transactions, and extradition and other legal arrangements.

The United States will continue to work with other nations and with the international community to curtail the diversion of pharmaceuticals and chemicals from legitimate international commerce.

The United States will continue to take the following actions to reduce the international demand for illicit drugs, thereby reinforcing long-range efforts to eliminate the production of illicit drugs:

- Encourage the governments of producing and transiting countries to recognize that their populations can also be victims of drug abuse, and thereby enlisting their cooperation in international drug control;
- Encourage recognition of the social and economic effects of the immense sums of illegal money that challenge the legitimate economies of some nations;
- Foster an increased awareness on the part of other industrialized nations and their governments of their domestic drug abuse problems, both to stimulate internal prevention efforts and to encourage their participation in international drug control efforts;
- Provide technical assistance in planning and developing demand reduction programs; and
- Achieve active participation in demand reduction by international organizations and non-government groups, where appropriate.

In support of the international program, the United States must fulfill the same treaty obligations which the U.S. Government urges other nations to meet. This will be accomplished by controlling production and trafficking of illicit substances within U.S. borders. The Strategy calls upon all citizens and government officials to support this important objective.

## MEDICAL DETOXIFICATION AND TREATMENT

Medical detoxification and treatment is essential if millions of Americans are to overcome the physical, psychological and social problems of drug abuse.

Federal agencies should encourage and assist all efforts to achieve more effective use of the existing national treatment system, including development of treatment programs which are more responsive to local priorities and the specific needs of a varied user population.

The Federal government will continue to place a high priority on providing information and guidance for drug abuse treatment based on the results of biomedical, clinical and epidemiological research, including the dissemination of research findings and general information to health professionals and their educators and to the general public.

The Federal government will continue to actively seek less expensive, more effective treatment alternatives and make these alternatives available to the national treatment system.

The Federal government will continue to support treatment and prevention activities through the block grant program, along with programs in the Bureau of Prisons and Social Security Administration, and through continued provision of services in the military establishment and the Veterans Administration. The U.S. Parole Commission will continue to provide drug and alcohol treatment through the U.S. Probation System, including early detection of abuse and provision for a quick return to custody if an individual poses a danger to the community.

The Strategy encourages states to support programs directed at youngsters who have just started using drugs and alcohol and who have not yet established a total lifestyle around drug use.

The Strategy calls for each local community to support treatment facilities and approaches appropriate to the special needs of the local community, including responding to immediate and acute medical treatment and of longer-term support in a non-drug environment.

The Strategy continues to call for the integration of drug and alcohol abuse treatment into general health care.

The Strategy encourages treatment facilities to promote drug-free treatment programs whenever possible.

The Strategy continues to call for efforts to educate health care professionals about drug and alcohol problems.

The Strategy calls for the National Institute of Mental Health and mental health specialists to seek active involvement in alcohol and drug issues, recognizing that alcohol and drugs are reported to be the number one and number two causes of mental health problems. NIMH should also sponsor research to study mechanisms by which alcohol and drug abuse create mental health problems.

A high priority must be given to the development and implementation of programs and procedures to identify, remove and treat individuals who are in jobs where their drug abuse endangers the public safety.

The Strategy sets a high priority for the establishment and operation of employee assistance programs in both the private and public sectors to save lives and reduce the health and economic costs of alcohol and drug-related problems.

The Strategy encourages private industry, religious groups, private organizations and state agencies to work together to support treatment programs.

The Strategy encourages the expansion of alcohol and drug abuse treatment services throughout the private sector, including the expansion of third-party payments for the treatment of alcoholism and drug abuse.

The Strategy emphasizes the need for state and private treatment programs to ensure that youthful drug and alcohol abusers are receiving appropriate treatment services.

## RESEARCH

Research, carefully planned and widely undertaken, can reinforce all efforts to prevent, treat and control drug problem by expanding our knowledge concerning drug abuse.

The Strategy supports the development of new knowledge about drug use patterns, risk factors and the long-term effects of drugs, including interdisciplinary research integrating data from the criminal justice system, social sciences, biochemistry, etc. The Strategy calls for a balanced program between basic and applied research.

The Strategy objectives for research emphasize producing accurate and clearly written information about drugs and alcohol and making this information widely available in an understandable form for use in education and prevention efforts.

The Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) will continue to support longitudinal and other epidemiological research to expand knowledge of alcohol and drug use patterns, risk factors and the long-term health effects of alcohol and drug abuse.

ADAMHA, with input from other involved agencies, will critically review each component of the epidemiology program to maintain the quality and credibility of the methods and findings and to determine if there are more efficient and economical approaches which would increase their utility.

Other national epidemiological data systems operated by various government agencies will be used to augment the information needed for answering questions about alcohol and drug abuse whenever appropriate.

The Strategy calls for the development of an effective system to monitor the composition, potency and probable source of illicit drugs. The Department of Justice has responsibility for the project.

ADAMHA will continue its efforts at the Federal level to gain new knowledge of the basic mechanisms underlying drug and alcohol abuse and to develop new biomedical behavioral and pharmacological methodologies for the prevention, diagnosis and treatment of drug and alcohol abuse. Specific research activities in support of the Strategy include:

- Investigating the biological interactions between the combination of alcohol and marijuana, between alcohol and other drugs, and in the development of alcoholism;

- Continuing the study of brain receptor mechanisms such as those identified for naturally occurring opiate-like peptides and those associated with reward sensations related to cocaine and heroin;
- Investigating the effects of alcohol consumption on neurotransmitters and their receptors;
- Continuing to investigate the basic biological and behavioral processes affected by alcohol, marijuana, cocaine, heroin and other psychoactive drugs;
- Studying the efficacy and cost effectiveness of different drug and alcohol abuse treatment approaches;
- Studying the adverse medical consequences of alcohol abuse and alcoholism and the genetic factors that may help explain why individuals seem to differ in their vulnerabilities to the medical problems associated with alcohol and drug consumption;
- Continuing efforts to determine the abuse and addiction potential of drugs;
- Developing testing methods which will identify persons under the influence of various drugs with at least the same degree of accuracy as present methods of testing to identify persons under the influence of alcohol;
- Developing techniques for effectively preventing alcohol-related and drug-related problems within various age groups; and
- Continuing to examine the biological and behavioral factors which may predispose some individuals to drug and alcohol addiction and tend to make others resistant.

One of the highest priorities for research efforts is the development of agonist/antagonist or antagonist drugs which reduce patient treatment costs and improve the success of rehabilitation efforts.

ADAMHA will enhance the effectiveness of scientists and research projects by regularly reviewing, aggregating and assessing new information and knowledge and by ensuring that the results are widely available within the research community.

The National Institute on Drug Abuse will be responsible for the development and general availability of comprehensive annotated bibliographic sources designed to provide practitioners, researchers and the general public with readily available subject-indexed information on principal drugs of abuse.

The Strategy encourages the pharmaceutical community, colleges, universities and professional health care organizations to undertake extensive drug research, including increased research on orphan drugs.

The Strategy supports the expansion of research directed at basic knowledge and the associated applications of the findings in drug and alcohol abuse prevention, treatment and rehabilitation. A high priority will be assigned to basic work on the interrelationships between marijuana and alcohol and between alcohol and other drugs.

The Strategy also supports the recognition by the mental health community of the destructive role that drug and alcohol abuse play in mental health and calls for full recognition of the interrelationship and increasingly close cooperation between the three related Federal health institutes, particularly in the area of research.

Copies of the complete National Strategy for Prevention of Drug Abuse and Drug Trafficking, published in 1984, may be obtained from the White House Drug Abuse Policy Office -- (202) 456-6554

THE WHITE HOUSE

WASHINGTON

July 24, 1986

DOMESTIC POLICY COUNCIL

Discussion Paper: Drug Abuse Policy

Issue: What additional drug abuse actions should the Administration take to focus efforts on drug demand?

Background: During the two decades prior to the Administration taking office, the use of illegal drugs in the United States had spread into every segment of our society. Information was lacking, and national programs were focused on one drug - heroin - and on one strategy - supply reduction. Legal, criminal, and moral issues surrounding drug use were confusing to young and old citizens alike. Recognizing this, the President launched a campaign to improve drug law enforcement, strengthen international cooperation, expand drug abuse health functions, reduce drug abuse in the military, and create a nationwide drug abuse awareness effort to strengthen public attitudes against drugs.

The President and Mrs. Reagan have been national and world leaders in fighting drug abuse. The Vice President has coordinated interdiction efforts at our borders, and the Attorney General has directed drug law enforcement policy and activities. The President has carved out the Federal role of providing national leadership and pursuing drug abuse functions which lie beyond the jurisdictions and capabilities of individual states. Federal drug programs have been reoriented to meet specific regional needs, and strong law enforcement actions against drug production and processing laboratories in source countries have increased public awareness of the drug abuse problem.

Mrs. Reagan's leadership and dedication to the youth of America and the world have led to more private sector and government drug abuse awareness and prevention programs and "Just Say No" clubs around the country. The advertising industry, TV networks, high school coaches, the medical profession, the entertainment industry, law enforcement officers and many others have joined in the national effort because of her efforts.

The President's program has been successful, and now is the time time to stress that more needs to be done. Compared to 1981, drug use is down in almost all categories. Public attitudes are against the use of illegal drugs and drug awareness is increasing. Drug use and drug problems are front page news, and a new understanding is evident: drug abuse is not a private matter - using illegal drugs is irresponsible behavior - and the costs are paid by all.

Discussion: The time is right to establish a national objective of a 70% reduction in illegal drug use within three years, and to communicate this in a major Presidential address.

The accompanying strategy would consist of six goals toward which government, industry, schools, and the whole American public can aim their efforts. The Domestic Policy Council has discussed various aspects of the six goals, as well as the associated issues and options, to help focus efforts by all of the above institutions on the users of illegal drugs. They are presented below for consideration.

GOAL #1: DRUG-FREE WORKPLACES

This goal would be to protect the public and the workforce, and to increase productivity by ensuring that workers in sensitive occupations are clear-minded and free of the effects of illegal drugs. Four major actions would be proposed:

- o Establish a drug-free Federal workplace.
- o Encourage states and local governments to develop drug-free workplaces.
- o Work with government contractors to ensure drug-free workplaces.
- o Encourage private sector companies to pursue drug-free workplaces.

GOAL #2: DRUG-FREE SCHOOLS

This goal would be to have every educational institution drug-free, from grade schools through universities. Four major steps would be explored.

- o Develop ways to communicate accurate and credible information on how to achieve a drug-free school.
- o Seek to make it mandatory that all schools establish a policy of being drug free.
- o Inform heads of all educational institutions about the Federal law on distributing drugs in or near schools.
- o Encourage drug abuse to be taught as part of a health curriculum.

GOAL #3: EXPAND DRUG TREATMENT

The health dangers posed by drug use are more evident than at any time in recent history, and we need to make appropriate treatment available to those experiencing health damage and addiction. Three major actions would be considered.

- o Encourage states to develop and implement programs that treat specific drug-related health problems.
- o Accelerate research in health-related areas, including drug testing.
- o Stimulate development of innovative prevention programs.

GOAL #4: EXPAND INTERNATIONAL COOPERATION

The goal would be to obtain cooperation from every country with which the United States must work in drug enforcement and treatment programs. Several actions would be taken:

- o Recall for consultation U.S. Ambassadors in selected countries that produce illegal drugs or that have national drug problems, and support their anti-narcotics activities.
- o Continue to expand appropriate use of Defense resources to support drug interdiction and destruction of illegal refineries.
- o Intensify efforts with other nations to stop drug trafficking and money laundering.

GOAL #5: COORDINATE LAW ENFORCEMENT

Strong and visible drug law enforcement is needed to cause disruptions in drug trafficking and in trafficking routes. Law enforcement is also needed to create an environment in which health-related programs can advance. Building on the existing drug enforcement effort, the following actions would be emphasized:

- o Expand sharing of knowledge and prestige of law enforcement personnel with those involved in drug prevention programs, particularly with young people.
- o Provide prompt and strong punishment by the entire criminal justice system for drug dealers operating close to users.
- o Direct Law Enforcement Coordinating Committees and U.S. Attorneys to prosecute violators of statutes against selling illegal drugs in or near school property.
- o Expedite development of a comprehensive Southwest border initiative to stop illegal drug entry into the U.S.

GOAL #6: EXPAND PUBLIC AWARENESS AND PREVENTION

Continued leadership by the President and Mrs. Reagan is vitally needed to achieve more gains in the fight against illegal drugs. Attitudes have changed, awareness has increased, and many people are ready to join in the fight. The President's ongoing efforts would be supported through the following actions:

- o Ask all citizens to join in Mrs. Reagan's drug abuse awareness and prevention campaign.
- o Redouble efforts in all media forms, to stop illegal drugs and to make their use unacceptable in our society.
- o Disseminate accurate and credible information about the health dangers of drug abuse.

A public relations/communications plan in support of these goals will be prepared. It would call for involvement by as many members of the Administration as possible.

DRAFT

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July 29, 1986

MEMORANDUM FOR THE PRESIDENT

FROM: THE DOMESTIC POLICY COUNCIL

SUBJECT: Drug Abuse Policy

Issue: What goals should be established by the Administration to focus efforts on drug demand and use?

Background: During the two decades prior to you taking office, the use of illegal drugs in the United States had spread into every segment of our society. Information was lacking, and national programs had become focused on one drug - heroin - and on one strategy - supply reduction. Legal, criminal, and moral issues surrounding drug use were confusing to young and old citizens alike. Recognizing this, you launched a campaign against drug abuse to improve drug law enforcement, strengthen international cooperation, expand drug abuse health functions, reduce drug abuse in the military, and create a nationwide drug abuse awareness effort to strengthen public attitudes against drugs. This was published as a blueprint for action.

You and Mrs. Reagan have led the Nation and the world in the right direction by encouraging government and private sector involvement in stopping drug abuse. The Vice President has coordinated interdiction efforts at our borders, and the Attorney General has directed drug law enforcement policy and activities. You have carved out a Federal role of providing national leadership and pursuing drug abuse functions which lie beyond the jurisdictions and capabilities of individual states. Federal drug programs have been reoriented to meet specific regional needs, and strong law enforcement actions against drug production and processing laboratories in source countries have increased public awareness of the drug abuse problem.

Mrs. Reagan's leadership and dedication to the youth of America and the world have led to more private sector and government drug abuse awareness and prevention programs and "Just Say No" clubs around the country. The advertising industry, TV networks, high school coaches, the medical profession, the entertainment industry, law enforcement officers and many others have joined in the national effort because of her efforts.

Your program has been successful in dealing with the drug abuse problem. Compared to 1981, drug use is down in almost all categories. Public attitudes are clearly against the use of illegal drugs and drug awareness is increasing. Drug use and drug problems are front page news, and a new understanding is evident: drug abuse is not a private matter - using illegal

drugs is irresponsible behavior - and the costs are paid by all. The time is right to establish and communicate very specific national goals toward which the government, industry, schools, and the general public can aim their efforts.

Discussion: The Domestic Policy Council has discussed issues and options associated with a series of six national goals for your consideration. These goals would help focus efforts by all of the above institutions on the users and abusers of illegal drugs.

GOAL #1: DRUG FREE-WORKPLACES

Four major thrusts would be proposed to achieve this goal:

- o Establish an objective for a drug-free Federal workplace.
- o Encouraging States and local governments to seek to develop drug-free workplaces.
- o Applying pressure to ensure drug-free workplaces for government contractors.
- o Asking private sector companies to pursue drug-free workplaces.

GOAL #2: DRUG-FREE SCHOOLS

The major initiative is to establish a national goal for every educational institution to be drug-free, from grade-schools through universities. Four major steps will be explored.

- o Making it mandatory that all schools establish a policy of being drug-free.
- o Developing ways to communicate accurate and credible information on how to achieve a drug-free school.
- o Informing heads of all educational institutions about the Federal law on distributing drugs in or near schools.
- o Exploring ways to require that drug abuse be taught as part of a health curriculum.

GOAL #3: DRUG TREATMENT

The health dangers posed by drug use are more widely evident than at any time in recent history. Additionally, much needs to be done to make available appropriate treatment to those experiencing health damage and addiction. Special attention will be given to intravenous drug users due to the strong links to AIDS and the spread of this new disease. Three major issues will be addressed in developing methods for achieving this goal:

- o Working with states to develop and implement programs that treat specific drug-related health problems. This will include forcing drug users into appropriate treatment, and making treatment mandatory for intravenous drug users.
- o Accelerating research in areas such as drug testing.
- o Developing means for assisting development of innovations.

GOAL #4: INTERNATIONAL COOPERATION

The United States must work in concert with other countries on drug enforcement and treatment programs. Achievement of this goal will involve several actions:

- o Educating and working through U.S. Ambassadors in countries that produce drugs or that have national drug problems.
- o Providing Defense resources in support of drug interdiction and destruction of illegal refineries by other countries.
- o Intensifying efforts with other nations to stop drugs and money laundering.

GOAL #5: LAW ENFORCEMENT

Strong and visible drug law enforcement is critical to changes in drug trafficking and in trafficking routes. While a major effort against drug demand focuses on health-related issues, law enforcement will be needed to ensure that health programs can be properly administered and maintained. Achievement of this goal will include the following actions:

- o Law enforcement personnel will be asked to expand their sharing of knowledge and prestige with those involved in drug prevention programs, particularly with young people.
- o The entire criminal justice system must provide prompt and strong punishment to drug dealers close to the user.
- o Law enforcement coordinating committees and U.S. Attorneys must work to prosecute violators of statutes against selling illegal drugs in or near school property.
- o We will expedite development of a comprehensive Southwest border initiative to stop illegal drug entry into the U.S.

GOAL #6: PUBLIC AWARENESS AND PREVENTION

The teamwork of you and Mrs. Reagan has brought significant gains in the fight against illegal drugs. Attitudes have changed, awareness has increased, and many people are ready to join in the fight. This goal can be achieved if the following steps are taken:

- o All citizens will be asked to join in Mrs. Reagan's drug abuse awareness and prevention campaign.
- o Efforts will be redoubled in all media forms, to stop illegal drugs and to make their use unacceptable in our society.
- o Accurate and credible information will be disseminated about the health dangers of drug abuse.
- o The national goal of a 70% reduction in drug use within three years will be established in a major Presidential address announcing the above goals and concerns.

There are numerous issues associated with accomplishing these goals, including individual Constitutional rights, labor-management relationships, public-private responsibilities, federalism principles, costs and funding and various moral and legal questions. These issues will have to be addressed and resolved through a coordinated, cooperative effort by several Federal departments and agencies.

Options: Several options are available relative to how these goals can be established and communicated.

OPTION #1. Simultaneously communicate all of the goals in a six-point program, announcing that specific means for accomplishing each will be developed by selected Federal departments and agencies.

Pros

- o This would be a bolder, more timely leadership act.
- o It would be consistent with your role of delegating the detailed actions to departments and agencies.
- o It would communicate the broad goals to Cabinet members, community leaders, labor and management, and others, including drug users, but would provide an opportunity for them to step forward with ideas on how to achieve goals.

Cons

- o It might be seen as an incomplete program, and would leave the Administration open to criticism for not having done more detailed work.
- o It might lead to public speculation that we are going to deprive people of their liberties through extensive testing and treatment programs.
- o It might be seen as a very costly effort at a time when Federal spending and deficits are too high.

OPTION #2. Develop specific means for accomplishing each goal, and then announce all of the goals and the means by which they will be accomplished.

Pros

- o This would permit a more complete program to be announced on a timetable that we can determine and control.
- o This would permit more time prior to announcement for refining the legal, moral and other issues stated above.
- o This might reduce the criticism and lengthy debate over the means for achieving the goals.

Cons

- o Advance leaks and delays may give the appearance that the Administration is uncertain about its commitment.
- o Expectations have already been raised about you joining the First Lady in this effort, and further delays might create irrelevant questions.
- o Delays in development of one or more goal areas might cause unnecessary delays in the other areas or in the overall effort.

OPTION #3. Communicate some of the above goals, and announce that specific means for accomplishing them will be developed by selected Federal departments and agencies.

Pros

- o This would show your leadership and commitment early, and would permit moving ahead with the least complex goals and initiatives, some of which are already underway.
- o This would permit wider-spread participation in developing the more controversial goals at a pace we can determine and control.
- o The debate over funding may be lessened if the effort does not appear to be too ambitious.

Cons

- o The effort may be seen as a piecemeal and incomplete one.
- o Many people may leap to wrong conclusions about how we intend to achieve the goals.

OPTION #4. Communicate goals individually when the specific means for accomplishing each is established.

Pros

- o This approach would stress that we have thought out each goal before we take actions.
- o This might reduce criticism about some of the legal, moral and other problem areas raised earlier.
- o This might permit more focused attention to each goal area as it is being developed, thus improving the quality by limiting diffusion of resources.

Cons

- o This might also be seen as a piecemeal approach.
- o We might be criticized for not having a coordinated, comprehensive effort.