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WORKING GROUP  
REPORT

WORKING REPORT

# DRUG ABUSE POLICY

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SEPTEMBER 5, 1986

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THE WHITE HOUSE  
WASHINGTON  
September 10, 1986

MEMORANDUM FOR THE CHAIRMAN, PRO TEMPORE  
DOMESTIC POLICY COUNCIL

FROM: CARLTON E. TURNER

SUBJECT: Report of the Working Group on Drug Abuse Policy

Recommendations of the Working Group are presented in four areas:

1. Goal #1 - Drug-Free Workplaces
2. Goal #2 - Drug-Free Schools
3. Goal #3 - Treatment and Research
4. Goal #6 - Awareness and Prevention

**Goal #1 - Drug Free Workplaces**

Five initiatives are proposed to achieve drug-free workplaces. The first initiative, which has already been discussed by the Domestic Policy Council, is to accelerate development of a drug-free Federal workplace. It is essential to establish our credibility before we can proceed with the other initiatives which seek to mobilize contractors, state and local governments, and private sector management and labor unions to eliminate illegal drugs from the workplace.

The one area of unresolved debate concerns Federal contractors.

- The President "encourages" government contractors and the rest of the private sector to work for a drug-free workplace.
- The Department of Defense is moving to require defense contractors to implement drug-free policies.
- In several such areas concerning public safety and national security, it would be useful to allow the department head to require selected contractors to meet the drug-free requirements established for the Federal workforce. Should this be left to the discretion of the department or agency head?

**Goal #2 - Drug-Free Schools**

Three initiatives are proposed to achieve drug-free schools. The booklet "Schools Without Drugs" will provide the information on how to achieve a drug free school and The Zero Tolerance Act will provide special resources and incentives. In addition, we are recommending that the "School Yard Rule" be extended to university and college campuses.

### Goal #3 - Treatment and Research

Four initiatives are proposed to expand and improve drug-related treatment and research in those areas which will have the greatest rehabilitative impact for the largest number of users and which will assist states in meeting the current treatment needs of users who are experiencing severe health consequences.

#### Key recommendations:

1. \$100 million for emergency treatment in centers with a high demand from endemic drug users -- would require states to match 50 percent.
2. \$70 million to establish Community Systems Development Projects for prevention and treatment.
3. Legislation to remove Congressional quotas on Block Grants, allowing states to use more money for drug abuse treatment.
4. \$36 million for expanded research in the areas of epidemiology, prevention, treatment and drug testing.
5. \$15 million to establish a Center for Substance Abuse Prevention at HHS.

One area of unresolved debate: The total price tag is \$221 million. HHS will agree to offset only \$121 million and has removed their support of Recommendation #1 - the \$100 million emergency expansion of treatment services. This initiative was intended to shorten the publicized "waiting lines" and remove the perception that the President's program is not providing adequate treatment support to those in need. Should the full amount be included?

### Goal #6 - Public Awareness and Prevention

Five initiatives are proposed to expand awareness and prevention efforts across the Nation -- to get every citizen involved. The emphasis is on the leadership of the President and First Lady, and the use of government programs as a catalyst for private sector and grassroots action. The fifth initiative involves a special cooperative effort by HUD, Justice, HHS and Labor to reduce the level of illegal drug activity in public housing.

#### Discussion Item:

What organizational forms should the private sector initiative for a drug-free America take?

Option A: Establish a 20-member commission with representative leaders from the media, advertising, business,

entertainment, education, youth, labor and sports. Projected costs could run between \$50,000 and \$500,000. Such a group may prove difficult to handle.

Option B: Establish a small White House-sponsored private sector alliance with aggressive leadership and representatives from the media, advertising, business, entertainment and professional sports. Projected costs are \$50,000 for travel and meetings, with other expenses borne by the private sector.

Option C: Develop an interagency prevention oversight mechanism, with selected private sector participation, to provide central oversight and overall coordination of the entire national effort; encourage private sector support and participation; assist the First Lady; and ensure that Federal programs respond effectively to community needs.



# STATEMENT OF ADMINISTRATION POLICY

September 9, 1986  
(House)

H.R. 5484 - Omnibus Drug Enforcement,  
Education, and Control Act of 1986

The Administration supports carefully targeted enforcement, education, treatment, and control initiatives to combat the Nation's drug problem, and a comprehensive review of such initiatives is now nearing completion. This review will result in meaningful proposals, both legislative and administrative, to address the drug problem in a lasting manner.

There are several good proposals contained in H.R. 5484 that the Administration could support (e.g., restoration of the amounts initially requested in the President's 1987 budget for drug law enforcement activities). However, the bill contains some ill-conceived ideas and is, in certain areas, a costly and not well integrated compilation of various initiatives, many of which could not be implemented in an effective and timely manner. Several proposals, if enacted, would be seriously counter-productive, such as the reduction of United States aid to Mexico's drug eradication program pending the conclusion of the Camarena investigation -- a program which benefits the United States as well as Mexico.

We agree that a comprehensive legislative response to the drug problem is needed and that the Congress should pass prudent legislation before the end of the present session. Over the course of the past two years, the Administration has presented a variety of worthwhile legislative proposals to the Congress. The Administration will be presenting additional proposals in the days ahead, all of which have been the subject of careful consideration and study. After presenting its legislative and administrative initiatives, the Administration will work closely with the Congress to enact legislation that is properly targeted, contains the appropriate resources, and can be implemented in a manner to achieve truly lasting results.

# DRAFT

## Drug Abuse Policy Office

WORKING PAPER - 9/11/86

September \_\_, 1986

### BRIEFING PAPER

#### AMERICA'S CRUSADE AGAINST DRUG ABUSE

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

- **Drug-Free Workplaces** for all Americans;
- **Drug-Free Schools** from elementary to university level;
- **Expanded Drug Abuse Treatment and Research** to tackle the health dangers posed by drugs;
- **Improved International Cooperation** to achieve full and active involvement by every country in defeating international drug trafficking;
- **Strengthened Drug Law Enforcement** to take additional initiatives which will hit drug traffickers with renewed force; and
- **Increased Public Awareness and Prevention** -- the goal on which success ultimately depends -- to help every citizen understand the stakes and get involved in fighting the drug menace.

The President has called, not for another government offensive, but for a sustained relentless effort by every segment of society to reach out to the illegal drug user, to free the user from drugs and prevent others from becoming users. Illegal drugs ruin lives, destroy families, and weaken entire communities. Drug abuse is not a private matter. For the sake of our Nation, it must end. The President stated:

"I believe we've come to a time when the American people are willing to make it clear that illegal drug and alcohol use will no longer be tolerated, a time when we will take those steps necessary to rid America of this deeply disruptive and corrosive evil...If we are to defeat this enemy, we've got to do it as one people, together united in purpose and committed to victory. And victory in this case is a drug-free generation."



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## The Reagan Commitment

The national crusade against illegal drugs is the latest phase in the comprehensive campaign to stop drug abuse and drug trafficking launched by President Reagan early in his Administration.

During the past two decades, the use of illegal drugs had spread into every segment of our society. The public lacked accurate information about the hazards of some of the most widely used drugs, and government efforts to combat the use of illicit drugs lacked credibility. National programs focused on a single drug -- heroin -- and on one strategy -- supply reduction. The moral confusion surrounding drug abuse weakened our resolve to stop illegal drugs coming from overseas. The United States became a major drug producing country. Drug trafficking and organized crime became the Nation's number one crime problem; and the use of illegal drugs expanded, especially among our young people. There was a feeling of inevitability regarding illegal drugs and uncertainty over what was the right thing to do.

In 1982, the President set the tone of his strategy when he declared, "We're rejecting the helpless attitude that drug abuse 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 a battle flag. We can fight the drug problem, and we can win."

The President's Federal Strategy for Prevention of Drug Abuse and Drug Trafficking was published in 1982, and was followed with the publication of a National Strategy in 1984. The Strategy provided a comprehensive plan of action in five areas:

- International Cooperation
- Drug Law Enforcement
- Drug Abuse Prevention
- Drug Abuse Treatment
- Research

Also included was a major initiative to rid our military of drug abuse. Now, 37 different Federal agencies are working together in the vigorous national effort against illegal drugs.

President Reagan implemented a tough foreign policy to cut off drugs at their source.

- In 1981, one country was eradicating narcotic plants. Today, 14 countries and all 50 states within the United States are eradicating.

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- Aggressive enforcement activity against producers in Peru, Colombia and Bolivia is disrupting the flow of cocaine. U.S. helicopters have been aiding the effort in Bolivia.

The United States has a deep commitment to drug law enforcement.

- Under the Reagan Administration, Federal spending for drug law enforcement will virtually triple -- from about \$700 million in 1981 to an anticipated \$2.1 billion in 1987.
- President Reagan set up the Organized Crime Drug Enforcement Task Forces under the Attorney General in 1982 to attack drug trafficking by major criminal organizations.
- Also in 1982, the President asked the Vice President to establish a South Florida Task Force to respond to the drug trafficking emergency there. The effort pooled the resources of nine Federal agencies, including the military, with state and local authorities.
- The unprecedented successes of the South Florida Task Force led in 1983 to the creation of the National Narcotics Border Interdiction System -- now a model for coordinating interdiction efforts around all our borders.

The Administration also initiated a national program to increase public awareness and private sector prevention efforts.

President Reagan has consistently held that, while intercepting the drugs may be important, the ultimate solution will come from taking the customers away from the drugs.

- In 1981, Mrs. Reagan began a personal campaign to increase public awareness of the dangers of drug abuse and to get people involved in helping young people "Just Say No" to drugs.
- Since that time, the First Lady has traveled over 100,000 miles to 28 states and 6 foreign countries in her campaign. She has hosted two international conferences and has become the national leader in the effort to stop drug abuse by young people.

## **The President's Program Has Made Gains**

- Marijuana is now being reported in reduced supply throughout the country, primarily as the result of eradication programs in Colombia and the United States.

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- Enhanced interdiction has increased U.S. seizures of illegal drugs. In 1981, we seized two tons of cocaine. In 1985, we seized 20 tons -- a ten-fold increase.
- Under the Organized Crime Drug Enforcement Task Forces, over 3,600 drug criminals have been convicted and more than \$300 million of their assets seized.
- Since the First Lady became involved in 1981, the number of parent groups have grown from 900 to 9,000 groups nationwide. Our school-age children have formed more than 10,000 "Just Say No" Clubs around the country.
- The number of individuals who are using illegal drugs has stabilized in most categories and decreased in several. Most notably, high school seniors using marijuana on a daily basis has dropped from one in 14 in 1981 to one in 20 in 1984-85.
- The U.S. military has cut the use of illegal drugs by 67 percent since 1981.
- Attitudes are changing. In 1985, 73 percent of our teenagers believed that possession of small amounts of marijuana should be treated as a criminal offense, compared to 44 percent in 1979.

## **America's Crusade Against the Use of Illegal Drugs**

After five years of increasing awareness, aggressive law enforcement and strong international supply reduction efforts, illegal drug use continues and the consequences escalate. There has been a substantial change in public focus. America is recognizing that all the law enforcement in the world will not solve the drug abuse problem until illegal drug use becomes intolerable in our society. The drug user is responsible for his or her illegal behavior, and we all pay the price.

Public attitudes are clearly against the use of illegal drugs and drug awareness is at an all-time high. Today, drug use is front page news. Corporations are recognizing the tremendous cost of drugs in the workplace; parents and students are recognizing how illegal drugs in the schools erodes the quality of education. The consequences of illegal drug use are becoming more severe as users turn to more potent drugs and more dangerous forms of use. There is increasing concern about the threat that drug abuse poses to public safety and national security. And a new understanding is evident: Drug abuse is not a private matter -- using illegal drugs is unacceptable behavior -- and the costs are paid by society.

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Today, there are many people who believe we can stop drug abuse and who have done something about it. Each success story has a common thread -- The use of illegal drugs is unacceptable behavior and drug abuse will not be tolerated.

- Aggressive corporate and school measures to end drug abuse, including use of law enforcement, expulsions and firings, have met with strong support from workers, students and the community.
- An August 1986 New York Times/CBS News Poll indicated that 72 percent of full-time workers would be willing to take a drug test. A March 1986 USA Today poll indicated that 77 percent of the Nation's adults would not object to being tested in the workplace for illegal drug use.

These measures work. Social unacceptance, awareness and prevention efforts, and strict "no tolerance for illegal drug use" policies in the workplace and schools prevent individuals from starting to use illegal drugs, and they motivate drug users to seek the help necessary to quit.

## **The Federal Role**

President Reagan has asked all Americans to join the national crusade for a drug-free America, and he has committed the Federal Government to doing all in its power to help. On August 4, 1986, the President charged the Domestic Policy Council with developing initiatives to achieve drug-free workplaces, work toward drug-free schools, expand drug abuse treatment and research, improve international cooperation, strengthen law enforcement, and increase public awareness and prevention. The initiatives developed by the Domestic Policy Council were approved by the President on September 11, 1986.

## **Goal #1 - Drug-Free Workplaces**

During the last 25 years, the escalation in illegal drug use has brought drugs to our workplaces, where the combination of modern technology and intoxication or impaired performance and judgment pose significant risks to workers and public safety, security, and the economy.

- Pre-employment screening by increasing numbers of companies have indicated that between 10 and 20 percent of all applicants are using illegal drugs.

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- Illegal drug use is even higher among the age group (18-25) now entering the workplace -- 27 percent are current marijuana users and 7 percent are current users of cocaine.
- In a national survey sponsored by the National Institute on Drug Abuse, 8 percent of the young male workers admitted to having been high on marijuana while working, and 2 percent on cocaine.
- All industries and professions are affected, from blue-collar workers to top executives.
- Drug users are less effective. They are two-thirds as productive and three to four times as likely to be involved in an accident as their fellow workers. We all pay the price for their sloppy workmanship and bad decisions.
- Even when illegal drugs are used by workers off the job, the effects can last long enough to impair skills and judgment. For example, airline pilots who smoke marijuana may have trouble performing standard landing maneuvers as long as 24 hours after smoking a joint.

A balance between strong intolerance of illegal drug use by workers and fair treatment for the individual is fundamental to achieving a drug-free workplace. Many private sector companies have already established drug-free policies. Such measures have brought significant gains in productivity and reductions in health costs, on-the-job crime, and accidents.

The Department of Defense has been in the forefront of creating a drug-free workplace for its military and civilian employees. The number of military personnel reporting illegal drug use dropped 67 percent between 1980 and 1985 reflecting the Department's aggressive program of testing, education and rehabilitation. In April 1986, the Department established a civilian drug testing program for employees in critical positions. Several other Federal agencies have begun or are planning similar programs.

The following Federal initiatives have been approved to accelerate the process which has already begun:

1. The President will sign an Executive Order accelerating development of a drug-free Federal workplace in order to protect the public safety and national security, improve efficiency, and serve as a model for dealing constructively with illegal drug use in the workplace. The initiative will include education and prevention, drug testing, and rehabilitation.

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2. The Administration will work with government contractors to establish a policy of drug-free work environments. These contractors bear many of the same responsibilities concerning the national security and public safety as does the Federal agency with which they contract.
3. The President and the Cabinet members are asking state and local government leaders, private sector managers and labor leaders to join them in working toward a drug-free society. Many elements of the private sector have already taken the lead on this issue, and increasing numbers of businesses in this country are looking at ways to eliminate illegal drug use in the workplace.
4. The Secretary of Health and Human Services will establish and publicize a toll-free "Drug-Free Workplace Helpline" to answer questions about illegal drugs and how to eliminate their use by workers, including referrals to appropriate experts and resources.
5. The Secretary of Labor will develop and disseminate a "what works" booklet on Workplaces Without Drugs, to provide reliable and practical information about the problem of illegal drug use in the workplace and what can be done to stop it. This would include examples of effective programs, a summary of issues, technical guidance, and a basic resource guide.
6. The Secretary of Labor will establish and make available a team of experts to provide on-site technical assistance and training to businesses and unions developing or expanding programs to get illegal drugs out of the workplace.

## **Goal #2 - Drug-Free Schools**

This goal is to promote excellence in American education by achieving and maintaining a drug-free environment in our Nation's educational institutions, from elementary schools through universities.

Drug use is widespread among American students, not only in secondary schools and universities, but increasingly in elementary schools as well.

- Although most drug use by young people has been declining since the late 1970's, the use of cocaine by high school seniors has increased since 1983, and 46 percent have used some illegal drug during the past year.

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- Drug use spreads among young people through a peer social-learning process: A person with friends who use an illegal drug will be more likely to be willing to try the drug; and individuals already using a drug are likely to introduce friends to the experience.
- In the most recent national survey, only two of every five seniors (41 percent) reported no exposure to friends using illegal drugs other than marijuana. Almost one in four (24 percent) reported frequent contact with marijuana users.
- A 1983 Weekly Reader Survey found that about 25 percent of fourth graders reported pressure among peers to try alcohol and marijuana.
- Illegal drug use brings property and violent crime into the schools.

The use of drugs by students constitutes a grave threat to their physical and mental well-being and significantly impedes the learning process. The tragic consequences are felt not only by the students themselves and their families, but also by their communities and their Nation, which can ill afford to lose their skills, talents and vitality.

Schools, assisted by parents and the community, have a special responsibility to combat the scourge of drug use by adopting and applying firm but fair drug policies. Prompt action by our Nation's schools can bring us significantly closer to the goal of a drug-free generation. The following initiatives have been approved to assist and encourage such efforts.

1. The Secretary of Education will issue Schools Without Drugs, a "what works" booklet to provide parents, school officials, students and communities with reliable and practical information about the problem of school-age drug use and what they can do to achieve drug-free schools. The booklet will be disseminated to all elementary and secondary schools, and will be available free of charge.
2. The Drug-Free Schools Act of 1986 (The Zero Tolerance Act) will be forwarded to Congress to authorize \$100 million annually for fiscal years 1987 through 1991 for discretionary grants to school districts which have a sound plan for getting drugs out of their schools and keeping them out.
3. The Administration will encourage efforts to train student leaders in developing anti-drug activities.

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4. The Department of Education will work with the Department of Defense to develop a model drug prevention program for Department of Defense schools.
5. A joint project by the Attorney General and the Secretary of Education will ensure that all appropriate educational and law enforcement officials are aware of Federal laws against distributing drugs in or near schools and enforced in cooperation with local authorities.
6. The Administration will propose legislation extending the Federal "School Yard Rule," which provides for double the usual penalties, to university and college campuses.

## **Goal #3 - Expand Drug Treatment and Research**

We are working toward a drug-free society. This requires not only that we prevent illegal drug use by potential users, but also that we do what is necessary to have current drug users stop using illegal drugs. While it may improve an individual workplace or school to force out an illegal drug user, effective treatment and rehabilitation could restore the individual to a productive role in society.

Fundamental to the goal of a drug-free society is the fact that current drug users must have appropriate treatment and rehabilitation services available. Although the largest number of illegal drug users do not require extensive treatment to quit using drugs, more individuals are seeking treatment for serious problems resulting from illegal drug use than at any time in recent history. Higher potency drugs, increased poly-drug use, more advanced and intensive use, and a number of other complicating factors such as crack cocaine, black tar heroin, and AIDS, have brought increasing numbers of users to treatment centers primarily geared to handling a stable number of traditional opiate users.

Treatment capabilities are often inadequate to the new demand: they cannot handle all the potential clients and the treatment provided may be inappropriate. Although drug abuse treatment is primarily a state and community responsibility, the Federal Government can do much to help in the development of adequate community services and can increase the flexibility and appropriateness of Federal grants provided to the states for this purpose.

Several Federal initiatives have been approved to expand and improve drug-related treatment and research in those areas which will have the greatest rehabilitative impact for the largest



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number of users and which will assist states in meeting the current treatment needs of users who are experiencing severe health consequences:

1. The Administration will request a budget amendment of \$100 million for emergency expansion of services in treatment centers which have a high demand for services by endemic drug users who could not otherwise afford treatment. The delivery authority would require a 50 percent state match for service dollars.
2. The Administration will request a budget amendment of \$70 million to establish Community Systems Development Projects. The Projects will provide short-term financial assistance (on a matching basis with a declining Federal share) to communities to assist them in mobilizing comprehensive, integrated treatment and prevention efforts to reduce illegal drug use.
3. The Administration will propose legislation to remove Congressional quotas on the Alcohol, Drug Abuse and Mental Health Block Grants received by the states and extend the Block Grants for an additional five years. This will restore the state's spending flexibility as originally intended by the Administration, allowing more of the money to be used for drug abuse treatment.
4. The Administration would request a budget amendment of \$33 million to expand research which will strengthen resources for preventing, identifying and treating illegal drug use.

## **Goal #4 - Improve International Cooperation**

President Reagan has implemented a foreign policy that vigorously seeks to interdict and eradicate illegal drugs in foreign source and transshipment countries. The encouraging response by other nations to the efforts of the United States is evidence of the growing understanding that drug abuse is truly an international problem, with adverse social, political and economic impacts on producer and transit nations, as well as on the consumer nations.

Earlier this year, the President raised the priority of illegal drugs as a threat to national security. The narcotics traffic not only damages the Nation, but undermines friendly governments important to U.S. security through corruption, intimidation, and economic destabilization.

The latest initiatives will build on what has already been accomplished and move forward to obtain full and active

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cooperation from every country with which the United States must work in drug enforcement and prevention programs.

1. The President will convene a conference for U.S. Ambassadors in October 1986 to convey an international sense of urgency and to discuss increased regional cooperation.
2. The Administration will seek legislative reform to allow Federal officers to participate in drug arrests in foreign countries.
3. The Administration will seek authorization to confiscate U.S. property of drug dealers who violate foreign laws.
4. The Administration will seek amendments to immigration requirements allowing deportation of alien drug traffickers.

## **Goal #5 - Strengthen Law Enforcement**

Strong and visible drug law enforcement not only reduces the availability of illegal drugs and deters drug-related crime, but also creates an environment favorable to the implementation and development of long-range programs to eliminate the production and use of illegal drugs. The Reagan Administration mounted a major drug law enforcement effort in early 1982 and has expanded Federal drug law enforcement to the highest level in United States history. The success of the effort has caused significant changes in the nature of drug trafficking and smuggling routes.

The new initiatives will build upon existing programs by taking steps to pursue drug traffickers with renewed force.

1. On August 14, 1986, the Reagan Administration announced Operation Alliance, a major new cooperative drug law enforcement effort along the 2,000-mile United States-Mexico border. Under the program, more than 20 U.S. agencies, including Federal, state and local authorities, will coordinate efforts to choke off the flow of illegal drugs, weapons and other contraband across the border.
2. The Administration will seek legislation addressing such areas as penalties for large-scale domestic drug trafficking, punishments for possession of controlled substances, increased penalties for leaders of major drug rings, import/export violations, juvenile drug trafficking, and clandestine drug manufacturing.
3. The Administration will seek legislation to strengthen money laundering enforcement and penalties.

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4. The Administration will seek legislation to restore appropriate levels of fiscal year 1987 funding for law enforcement agents, prosecutors, and surveillance aircraft.

## **Goal #6 - Increase Public Awareness and Prevention**

This goal is primary. Ultimately, the demand for illegal drugs will be stopped only when Americans recognize the personal dangers and societal harms which result from the use of illegal drugs and take action.

After five years of a massive public awareness campaign, more and more people are willing to take a public stand against illegal drug use, but misconceptions and misunderstandings still exist.

- The recent shock over the cocaine deaths of Len Bias and Don Rogers indicates that the information is not getting through to many people, or they are not listening.
- Yes, cocaine can kill. Yes, marijuana is dangerous. No, there is no such thing as "recreational" or "responsible" use of illegal drugs. The young people and the adults whose lives have been ruined are testimony to the real nature of drug abuse.

The private sector has a unique capability for communicating accurate information about illegal drugs in a credible way to large segments of the population. For example, in 1982 McNeil Pharmaceutical made a commitment to Mrs. Reagan to begin a national awareness campaign with the local pharmacist as the focal point for information on illegal drug use within the community. The Pharmacists Against Drug Abuse program is now established across the country and has been expanded to several foreign countries.

By working toward the elimination of illegal drug use, the private sector is bringing far more resources to the prevention effort than Federal dollars could ever buy. The private sector is making an important investment in the future of our Nation.

Several initiatives have been approved to work with the private sector in expanding awareness and prevention efforts across the Nation -- to get every citizen involved:

1. On September 14, 1986, the President and First Lady will present a nationally-televised call to arms, challenging and encouraging citizens and private organizations to participate in the national crusade to eliminate the use of illegal drugs. This will be followed by a number of other activities to increase public awareness of the severe costs

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of illegal drug use and what each citizen can do to work toward a drug-free society.

2. The Administration will encourage the use of positive peer pressure by adopting the theme of "Just Say No" as the consistent message in all campaigns against the use of illegal drugs.
3. The Administration will launch a major media campaign of public service announcements featuring Administration officials, national celebrities and athletes.
4. The President will establish a private sector initiative for a drug-free America, with representative leaders from the media, advertising, business, entertainment, education, youth, labor, and/or sports. The initiative would promote and identify private sector initiatives and potential sources of support within the private sector for drug prevention activities.
5. The President will establish an interagency prevention oversight mechanism to provide central oversight of the national effort; provide necessary support in implementing initiatives included in the President's program; encourage private sector support and participation; and assist the First Lady's efforts. Private sector participation will be included to ensure that Federal programs respond effectively to community needs.
6. The Administration will establish a Center for Substance Abuse Prevention within the Department of Health and Human Services. The Center will carry out a national program of prevention, education and early intervention activities, providing technical assistance to community volunteer efforts and disseminating knowledge gained from prevention research through statewide prevention networks. The Center will operate a toll-free number for general and technical information and referrals.
7. The Secretary of Housing and Urban Development will form a partnership with the Attorney General, the Secretary of Health and Human Services, and the Secretary of Labor to work with independent Public Housing Authorities, state and Federal law enforcement officials, and appropriate local agencies to achieve drug-free public housing.

## **A Drug-Free America**

We have reached a new plateau with a new set of opportunities. We are going to pursue the limits of possibility in eliminating

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drug abuse. We are going to make it clear that we are no longer willing to tolerate illegal drugs in our society.

The answer to the illegal drug problem will ultimately come from individuals. Each of us must determine the appropriate stand to take against illegal drugs, and then take it. Our stand may be as simple as not tolerating illegal drug use at a party, or as complex as implementing a strong drug-free policy for a major corporation. Both approaches are effective and both are essential.

"If this battle is to be won -- and it must -- each and every one of us has to take a stand and get involved. Leadership and commitment must be evident, not only in the White House and State House, but also in the pulpit, at the work place, in the union hall, in our schools, and in the media. If we are to defeat this enemy, we've got to do it as one people, together, united in purpose and committed to victory."

-- President Reagan  
August 4, 1986

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### THE NATIONAL CRUSADE AGAINST ILLEGAL DRUGS

President Reagan has announced six new goals in a national crusade to build upon what has been accomplished and lead us toward a drug-free America:

- o **Drug-Free Workplaces** for all Americans;
- o **Drug-Free Schools** from elementary to university level;
- o **Expanded Drug Abuse Treatment and Research** to tackle the health dangers posed by drugs;
- o **Improved International Cooperation** to achieve full and active involvement by every country with which the United States must work to defeat international drug trafficking;
- o **Strengthened Drug Law Enforcement** to take additional initiatives which will hit drug traffickers with renewed force; and
- o **Increased Public Awareness and Prevention** -- the goal on which success ultimately depends -- to help every citizen understand the stakes and get involved in fighting the drug menace.

President Reagan called for the commitment of all Americans in "taking a stand in every city, town, and village in this country and making certain drug users fully understand their fellow citizens will no longer tolerate drug use."

The President stated, "Our goal is not to throw users in jail, but to free them from drugs. We will offer a helping hand; but we will also...refuse to let drug users blame their behavior on others... And finally, yet first and foremost, we will get the message to the potential user that drug use will no longer be tolerated; that they must learn to "Just say no."

President Reagan believes there is an important role for each American in this effort.

"The time has come for each and every one of us to make a personal and moral commitment to actively oppose the use of illegal drugs -- in all forms and in all places. We must remove all traces of illegal drugs from our Nation."

## **GOAL #1 - DRUG-FREE WORKPLACES**

This goal is to protect the public and the workforce and to increase productivity by ensuring that workers are clear minded and free of the effects of illegal drugs.

Five initiatives are proposed to achieve a drug-free workplace. A balance between strong intolerance of illegal drug use by workers and fair treatment for the individual is fundamental to the goal.

### **INITIATIVES:**

#### **1. Accelerate development of a drug-free Federal workplace.**

- o An Executive Order will be prepared implementing a strong policy against illegal drug use by Federal employees.
- o Drug abuse awareness and prevention programs among the Federal workforce will be expanded, so as to:
  - (1) Increase each employee's awareness of the health, economic, and social costs of illegal drug use;
  - (2) Ensure that each employee is aware that unauthorized possession of a controlled substance is a crime; and
  - (3) Increase each employee's awareness of what can be done to identify and combat illegal drug use, not only in the workplace but also in their homes and communities.
- o Federal agencies will be directed to develop programs to identify illegal drug users among Federal employees.
  - (1) The Office of Personnel Management will develop training for Federal supervisors to assist them in identifying and addressing illegal drug use in the workplace.
  - (2) Agencies will enable any employee to voluntarily submit to drug testing and encourage employee participation in such voluntary programs.

- (3) Agencies will test for illegal drug use under the following circumstances:
    - (a) When there is a reasonable suspicion that an employee uses illegal drugs;
    - (b) In examinations authorized by the agency regarding an accident or unsafe practice; or
    - (c) During or after admission of an employee into a rehabilitation program.
  - (4) Agencies will be permitted to test all employees in sensitive positions at the discretion of the head of each agency.
- o Agency heads will establish guidelines and resources to ensure effective handling of employees who use illegal drugs. The following provisions are recommended:
- (1) A "grace period" between notification to employees of mandatory testing program and initiation of actual testing, during which employees may volunteer for counseling and rehabilitation services without penalty;
  - (2) Upgraded and re-emphasized availability of Employee Assistance Programs;
  - (3) Counseling and referral to rehabilitation, when appropriate, for employees who have been identified as illegal drug users; and
  - (4) Suggested actions for correcting and disciplining employees who fail to stop using illegal drugs.
- o Agency heads will initiate programs to preclude illegal drug users from entering Federal employment:
- (1) The Office of Personnel Management is revising Standard Forms 85 and 86 to include questions about prior drug use for applicants to both sensitive and non-sensitive positions with the Federal Government.
  - (2) Agency heads will provide for drug screening of applicants for sensitive positions before appointment or selection.



- (3) Agency heads will be permitted to test applicants to identify drug users before selection to any position.
  - (4) Agency heads may prescribe referral of a drug or alcohol disqualified applicant for counseling and rehabilitation before reconsideration of the applicant.
- o The Office of Personnel Management will issue further guidance on testing for illegal drug use. This guidance would be developed in consultation with other agencies and provide for agency discretion, fairness and consistency.
  - o Legislative changes will be proposed to Title V of the Rehabilitation Act making current illegal drug use a disqualifier for entry into Federal employment and a basis for removal, regardless of a claimed "handicapping" condition or effect on job performance.
- 2. Work with government contractors to establish a policy of drug-free work environments.**
- o Agency heads will be allowed to require selected contractors, particularly those in positions involving public safety and national security, to meet the drug-free requirements established for the Federal workforce.
  - o Guidance will be developed and promulgated to all government contractors concerning the philosophy, importance and procedures for achieving a drug-free workplace.
- 3. Encourage state and local governments and their contractors to develop drug-free workplaces.**
- o President Reagan will send a letter to state and local government officials outlining the six goals and asking other levels of government to follow his lead. (Letters to governors and key state legislators are completed.)
  - o Cabinet members and agency heads will send letters to the heads of their counterpart organizations in state and local governments, encouraging drug-free policies.

4. **Mobilize management and labor leaders in the private sector to fight drug abuse in the workplace.**
  - o Agencies will work with government contractors to establish a policy of drug-free work environments.
  - o President Reagan will send a letter to CEO's of Fortune 500 companies, asking them to establish a company policy of a drug-free workplace.
  - o President Reagan will send a letter to major labor leaders, asking for their action and support to rid the workplace of illegal drug use.
  
5. **Communicate accurate and credible information about how drug abuse in the workplace can be eliminated.**
  - o The Secretary of Health and Human Services will establish and publicize a toll-free "Drug-Free Workplace Helpline" to answer questions about illegal drugs and how to eliminate their use by workers.
  - o The Secretary of Labor will develop and disseminate a "what works" booklet on Workplaces Without Drugs, to provide reliable and practical information about the problem of illegal drug use in the workplace and what can be done to stop it. This will include examples of effective programs, a summary of issues, technical guidance, and a basic resource guide.
  - o The Secretary of Labor will establish and make available a team of experts to provide on-site technical assistance and training to businesses and unions developing or expanding programs to get illegal drugs out of the workplace.

## **GOAL #2 - DRUG-FREE SCHOOLS**

This goal is to promote excellence in American education by achieving and maintaining a drug-free environment in our Nation's educational institutions, from elementary schools through universities.

### **INITIATIVES:**

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

- o The Secretary of Education will send a letter to all heads of state educational boards outlining the President's six goals, and the important role of school administrators and teachers.
  - o The Department of Education is issuing a pamphlet titled Schools Without Drugs to provide parents, school officials, students and communities with reliable and practical information about the problem of school-age drug use and what they can do to achieve drug-free schools. The booklet will be disseminated to all elementary and secondary schools, and will be available free of charge.
- 2. Encourage all schools to establish a policy of being drug free.**
- o The Secretary of Education will continue his role as national advocate for drug-free schools.
  - o The Zero Tolerance Act will be forwarded to Congress to provide \$80 million annually to be used as state discretionary grants to school districts which have a sound plan for getting drugs out of their schools and keeping them out.
    - (1) The plan must include tough disciplinary provisions that are developed in conjunction with parents, law enforcement officials and the courts.
    - (2) States and localities must demonstrate their own commitment to prevention by providing at least one-third of the cost of the program.
    - (3) Grants would be made to individual school districts for up to three years, but funding for each year would depend on a district's demonstration of specific progress in reducing drug use.
    - (4) Grants would include a state set-aside for drug prevention activities at the state level. Set-aside funds would support teacher training, technical assistance to local school districts, and development of statewide programs with law enforcement agencies. The set-aside would be limited to no more than 10 percent of the total grant.

- o The Department of Education will encourage local school districts to expand their drug abuse education.
  - o The Zero Tolerance Act will also authorize the Secretary of Education to reserve \$20 million (of the total \$100 million) for national prevention and awareness programs for students.
  - o The Department of Education will encourage efforts to train student leaders in developing anti-drug activities in their schools and communities.
  - o The Department of Education will work with the Department of Defense schools to develop a model drug prevention program for those schools.
- 3. Ensure that Federal laws against distributing drugs in or near schools are known and enforced in cooperation with local authorities.**
- o The Attorney General and the Secretary of Education will notify all appropriate educational and law enforcement officials are aware of this law and are working together to enforce it.
  - o The Administration will propose legislation extending Federal laws against distributing drugs in or near schools to university and college campuses.

### **GOAL #3 - EXPAND DRUG TREATMENT AND RESEARCH**

This goal is to ensure that appropriate treatment is available to illegal drug users who are experiencing health damage and addiction, and that illegal drug users receive the professional assistance they need to quit using illegal drugs.

#### **INITIATIVES:**

- 1. Encourage states and communities to develop programs to treat specific drug-related health problems.**
- o The Administration will seek emergency expansion of services in treatment centers which have a high demand for services by endemic drug users who could not otherwise afford treatment.
    - (1) The delivery authority would require a 50 percent state match for service dollars.

- (2) The Department of Health and Human Services will seek pre-screening of every client, referral and evaluation of appropriate treatment, and special treatment programs for AIDS carriers/intravenous drug users.
  - o The Administration will seek establishment of Community Systems Development Projects. The Projects will:
    - (1) Provide short-term financial assistance (on a matching basis with a declining Federal share) to communities to assist them in mobilizing comprehensive, integrated treatment and prevention efforts to reduce illegal drug use;
    - (2) Build on existing public and private sector institutions to develop a permanent capability which can be sustained by the states and communities themselves;
    - (3) Integrate alcohol and drug abuse services into the mainstream of health care;
    - (4) Involve all segments of the community in enhancing the local treatment and prevention system; and
    - (5) Establish coordinated alcohol and drug abuse prevention and treatment systems nationwide.
  - o The Administration will propose legislation to remove Congressional quotas on the Alcohol, Drug Abuse and Mental Health Block Grants received by the states and restore the state's spending flexibility as originally intended by the Administration, and extend the Block Grants for an additional five years.
- 2. Expand research in health-related areas, including drug testing.**
- o The Administration will develop enhanced epidemiology and surveillance systems which will assure accurate tracking of the incidence and prevalence of alcohol and drug use and improved identification of risk factors and risk groups.

- o The Administration will seek to expand research which will strengthen resources for preventing, identifying and treating illegal drug use, including:
  - (1) More effective methods of preventing, detecting, diagnosing and treating illicit drug use and intervening with high risk children and adolescents;
  - (2) Alternative, improved and less costly illegal drug detection mechanisms; and
  - (3) National accredited system for laboratory testing.

**3. Bolster medical and health programs aimed at prevention.**

- o The Administration will establish a Center for Substance Abuse Prevention within the Alcohol, Drug Abuse, and Mental Health Administration. The Center will carry out a national program of prevention, education and early intervention activities so as to:
  - (1) Facilitate, monitor and, as necessary, support Federal activities in cooperation with public and volunteer efforts;
  - (2) Disseminate knowledge gained from prevention and treatment research through statewide prevention networks; and
  - (3) Provide immediate aid to communities in drug crisis through rapid response technical assistance, needs assessment, and other appropriate strategies.

**4. Support the drug-free Federal workplace initiative (Goal #1) by providing appropriate information and technical assistance.**

- o The Secretary of Health and Human Services will work closely with the Director of the Office of Personnel Management to ensure that Federal drug abuse prevention programs are using the most accurate and effective strategies and materials available.
- o The Secretary of Health and Human Services will provide assistance to the Director of the Office of Personnel

Management in ensuring that agency employee assistance programs are using the most accurate and effective strategies and materials.

- o The Director of the Office of Personnel Management, in consultation with the Secretary of Health and Human Services, will develop and issue guidelines on drug testing and rehabilitation programs.

#### **GOAL #4 - IMPROVE INTERNATIONAL COOPERATION**

President Reagan has implemented a foreign policy that vigorously seeks to interdict and eradicate illegal drugs in foreign source and transshipment countries. Earlier this year, the President raised the priority of illegal drugs as a threat to national security. This goal will build on what has already been accomplished and move forward to obtain full and active cooperation from every country with which the United States must work in drug enforcement and prevention programs.

1. A conference for U.S. Ambassadors will be convened in October 1986 to convey an international sense of urgency and to discuss increased regional cooperation.
2. Legislative change will be sought to allow Federal officers to participate in drug arrests in foreign countries.
3. Legislation will be sought to authorize confiscation of property in the United States owned by drug dealers who violate foreign laws.
4. Immigration requirements will be amended to allow deportation of alien drug traffickers.

#### **GOAL #5 - STRENGTHEN LAW ENFORCEMENT**

Vigorous drug law enforcement reduces the availability of illegal drugs in the United States, deters drug-related crime and creates an environment favorable to the implementation and development of long-range programs to eliminate the production and use of illegal drugs. Since the early days of the Administration, President Reagan has provided strong personal leadership to the drug law enforcement effort, expanding Federal drug law enforcement to the highest level in U.S. history. This goal will

build upon the existing major programs by taking steps to hit drug traffickers with renewed force.

1. Operation Alliance was recently begun to increase cooperative drug law enforcement along the United States-Mexico border.
2. Additional legislation will be sought addressing such areas as penalties for large-scale domestic drug trafficking, punishments for possession of controlled substances, increased penalties for leaders of major drug rings, import/export violations, juvenile drug trafficking, and clandestine drug manufacturing.
3. Law enforcement directed at money laundering and penalties related penalties will be strengthened.
4. Additional legislation will be proposed where needed to strengthen drug abuse programs. A separate comprehensive listing of legislative proposals is being prepared.

#### **GOAL #6 - INCREASE PUBLIC AWARENESS AND PREVENTION**

This goal is primary. Every person must each get involved in making illegal drug use unacceptable in our society. Attitudes have changed, awareness has increased, and many people are seeking ways to join in the fight.

#### **INITIATIVES:**

1. **Encourage all citizens and private sector organizations to join the First Lady's drug abuse awareness and prevention campaign.**
  - o President and Mrs Reagan will continue to challenge and encourage citizens and private organizations to participate in the national crusade to eliminate the use of illegal drugs.
  - o President Reagan will send a letter to selected foundations, encouraging their personal and corporate support of the national crusade.
  - o A series of White House briefings will be held in Washington and around the country to encourage participation in the national crusade.



- o A Presidential "Honor Roll" is proposed as an incentive for companies that contribute significant resources in the area of drug abuse prevention.
- o The President and First Lady will sponsor a national drug prevention essay and poster contest for the Nation's students, with awards presented at a White House ceremony.
- o The Administration will encourage the use of positive peer pressure by adopting the theme of "Just Say No" as the consistent message in all campaigns against the use of illegal drugs.
- o The Administration will encourage and support a major media campaign of public service announcements featuring Administration officials, national celebrities and athletes.

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

- o A Presidential private sector initiative for a drug-free America will be established, with representative leaders from the media, advertising, business, entertainment, education, youth, labor, and/or sports. The initiative will promote and identify related private sector efforts and potential sources of support within the private sector for drug prevention activities, and will be encouraged to:
  - (1) Identify and work with appropriate contacts in corporations, organizations and foundations and develop strategies for encouraging drug prevention support among these contacts;
  - (2) Encourage national corporations specializing in children's services or products, such as Mattel, Walt Disney Productions, Shakey's, Wendy's, etc., to review their available resources and assist in launching programs for young people.
  - (3) Encourage multi-national corporations to develop prevention programs both within the United States and in foreign countries where they operate, particularly source countries.

- (4) Encourage Employee Assistance Programs to broaden counseling programs to include prevention and education for their employees, their families and their communities.
  - (5) Develop incentive and recognition programs for government agency employees who work with the private sector in developing new and innovative programs.
- o A media advisory board will be established to redouble efforts in all media forms, to stop illegal drugs and to make their use unacceptable in our society.
- 3. Ensure that Americans have access to accurate and effective information about illegal drugs and strategies for getting drugs out of their homes, schools, workplaces, communities, and Nation.**
- o An interagency prevention oversight mechanism will be established to provide central oversight of the national effort; provide necessary support in implementing initiatives included in the President's program, encourage private sector support and participation; and assist the First Lady's efforts. Private sector participation will be included to insure that Federal programs respond effectively to community needs.
  - o The proposed Center for Substance Abuse Prevention in the Alcohol, Drug Abuse and Mental Health Administration would establish a central reference point with a toll-free number for technical assistance, information and general referrals.
  - o A Speaker's Bureau will be established, consisting of expert government and private sector speakers for addressing conferences, meetings and general media requests.
  - o Agencies will stimulate development of innovative community-based prevention programs, including:
    - (1) Determining and pursuing opportunities to increase drug abuse prevention activities by the constituency groups of each agency through workshops, meetings, special events and material distribution; and

- (2) Developing and distributing training and educational materials specifically geared toward targeted groups, e.g., ethnic groups, physicians, parents, teachers, etc.
  - o The Administration would sponsor an annual drug abuse prevention symposium for community affairs/public affairs representatives and their foundation counterparts to share materials, films, goals and objectives.
- 4. Propose legislative or regulatory changes to remove certain restrictions concerning solicitation of funds, private sector donations, and use of materials developed for foreign audiences.**

Existing regulations restrict the use of certain materials and the formation of public-private partnerships in which the unique resources of business and government are brought together for community-based programs.

- o The Administration will develop appropriate guidelines which facilitate seeking corporate support and funding for various drug abuse programs.
  - o The Competition and Contracting Act of 1984 will be reviewed to determine appropriate exceptions to full and open competition, and request any necessary legislative changes to allow private companies to donate services, e.g., communications, technical advice, film production, etc. for government-funded drug abuse programs with reduced administrative burden.
  - o The Administration will re-examine the restrictions which limit domestic use of materials developed for foreign consumption by the Department of Defense and the United States Information Agency and propose any necessary legislative changes or exemptions.
- 5. Reduce the level of illegal drug activity in Public Housing Authorities.**
- o Drug-free public housing will be established as a specific goal. The Federal Government will work with those Public Housing Authorities where illegal drugs are a problem to stop drug trafficking and use. The Secretary of Housing and Urban Development will seek changes in regulations to provide incentives for achieving drug-free public housing.

- o The Secretary of Housing and Urban Development will form a partnership with the Attorney General, the Secretary of Health and Human Services, and the Secretary of Labor to work with local Public Housing Authorities, state and Federal law enforcement officials, and appropriate local agencies to achieve drug-free public housing.
- o The Federal government will work with local authorities to identify public housing developments with major drug problems, and:
  - (1) Target selected housing developments for increased law enforcement to eliminate illegal drug activity; and
  - (2) Cooperatively prepare training materials for dealing with drug trafficking in public housing.
- o The Secretary of Housing and Urban Development will inform all Public Housing Authorities of local agencies affiliated with the Departments of Labor and of Health and Human Services for drug education, drug testing, treatment, job training, and employment opportunities.
- o The Department of Health and Human Services would develop drug abuse prevention materials and programs to benefit the employees and tenants of Public Housing Authorities.
- o The Secretary of Housing and Urban Development and the Secretary of Labor will work together to ensure that Public Housing Authorities are aware of the availability of Job Training Partnership Act funds to ensure that the housing development does not witness a resurgence of illegal drug activities.
- o All Public Housing Authorities would be encouraged to facilitate access to treatment services for tenants and to do everything possible to initiate the formation of parent groups and "Just Say No Clubs" on the premises.

THE WHITE HOUSE

WASHINGTON

DOMESTIC POLICY COUNCIL

Wednesday, September 10, 1986

2:00 p.m.

Roosevelt Room

AGENDA

1. Drug Abuse Policy -- Carlton Turner  
Deputy Assistant to the President  
for Drug Abuse Policy  
Office of Policy Development

MEMO TO A.G.

THE WHITE HOUSE

WASHINGTON

September 10, 1986

MEMORANDUM FOR EDWIN MEESE III

FROM:

RALPH C. BLEDSOE



SUBJECT:

Fifty-Eighth Meeting of the Domestic Policy Council

The Domestic Policy Council will hold its fifty-eighth meeting today at 2:00 p.m. in the Roosevelt Room. The sole agenda item will include a continuation of the discussion of Monday, Sept. 8 on Drug Abuse Policy.

Drug Abuse Policy

- o You might begin the meeting by reviewing the results of the Monday meeting. This included general approval of the proposed legislative package and a fast-track clearance process, and discussion of several issues in the Executive Order, including agreement on the off-duty use question, and agreement to elevate to the President the issue of screening all job applicants. We left off discussing the issue of whether agency heads can refuse to give tests to employees in sensitive positions.
- o To complete the review of the legislative package, you might ask Richard Willard and Joe Wright to discuss its status. They will have a few items for which agreement has not been completed, e.g. in Titles I, III, and perhaps others.
- o For discussion of the remaining questions on the Executive Order Richard Willard has sent you a separate memo containing the questions on the Executive Order, including those that will need discussion before meeting with the President tomorrow.
- o Following discussion of the Executive Order, you can turn the meeting over to Carlton Turner, Working Group Chairman, who will outline the organization and activities of the Working Group.
- o Carlton will review the Working Group Report, and present decisions that are required by the Council, section by section. The Working Group needs guidance for their final report. For each goal, the Working Group has indicated why the goal is important, generally how the goal will be achieved, and very specific proposed initiatives. The decisions that will be asked of the Council include:

- GOAL #1 DRUG-FREE WORKPLACES

1. Approval to develop an Executive Order on the Federal workplace. Already discussed by Richard Willard.

2. Approval to seek legislation and prepare guidance on drug-free Federal contractor workplaces.
  3. Approval of communications to state and local government elected officials and organization heads.
  4. Approval of CEO, labor leaders and employees messages.
  5. Approval of actions to communicate accurate information about drug abuse problems in the workplace, including establishing a Drug-Free Workplace Helpline; issuing a booklet on Workplaces Without Drugs; and setting up a technical advisory team for assistance to employers.
- GOAL #2 DRUG-FREE SCHOOLS
1. Approval to issue "Schools Without Drugs" booklet.
  2. Approval to forward Zero Tolerance Act to Congress. This is Title II of the Administration legislative package.
  3. Approve a joint project by the Attorney General and the Secretary of Education to assist in enforcing "schoolyard laws" and extending laws to universities.
- GOAL #3 EXPAND DRUG TREATMENT AND RESEARCH
1. Approve seeking legislation to encourage states and communities to develop programs to treat drug-related health problems.
  2. Approve seeking a supplemental appropriation to improve research in health-related areas, including drug testing.
  3. Approve seeking authorization to establish a Center for Substance Abuse Prevention in HHS.
- GOAL #6 INCREASE PUBLIC AWARENESS AND PREVENTION
1. Approve establishing a Presidential private sector initiative for a Drug-Free America.
  2. Approve a Presidential Media Advisory Board.
  3. Approve developing an Interagency Prevention Coordinating mechanism within the Federal government.
  4. Approve seeking legislative or regulatory changes to remove restrictions for public/private partnerships.
  5. Approve an initiative to for drug-free public housing.

cc: Alfred H. Kingon  
Becky Norton Dunlop



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ADMINISTRATION  
LEGISLATIVE SUMMARY

September 5, 1986

DRUG ABUSE LEGISLATION

A Summary of the Administration's Legislative Proposal

On August 4, 1986, the President announced six new goals to build upon past accomplishments to curb drug abuse, and to lead Americans toward a drug-free society. The six goals are:

- o Drug-Free Workplaces
- o Drug-Free Schools
- o Expanding Drug Treatment
- o Expanding International Cooperation
- o Strengthening Law Enforcement
- o Increasing Public Awareness and Prevention

The Administration's proposed legislation includes a separate title supporting each of the six goals.

Title I. Drug-Free Workplaces

- o The proposed bill emphasizes the unacceptability of drug use in the workplace. It states that it shall not be unlawful under Federal law for any employer, including the Federal government, to use drug screening to curb drug abuse in their workforce.

Title II. Drug-Free Schools

- o The proposed legislation requests an FY 1987 funding authorization of \$100 million for grants to State and local educational agencies to establish drug-free learning environments within elementary and secondary schools.
- o Funding is proposed through offsets in the Department of Education FY 1987 appropriation.
- o Demonstrated success is required as a condition for continued funding.
- o The proposed bill will also state that it is not unlawful under Federal law for schools to conduct drug tests, and thus remove potential Federal statutory obstacles to drug screening by the States and local school districts.

### Title III. Expanding Drug Treatment

- o The proposed legislation authorizes \$170 million for demonstration grants to encourage states and communities to develop programs to treat specific drug-related health problems, and eliminates unnecessary restrictions imposed under current block grant programs.
- o (Note: A separate supplemental appropriation of \$36 million will be sought to improve research in health-related areas, including drug testing, and a \$15 million authorization will be sought to establish a Center for Substance Abuse Prevention within HHS.)

### Title IV. Expanding International Cooperation

- o The legislation proposes repeal of the Mansfield Amendment, which prohibits Federal officers from participating in drug arrests in foreign countries.
- o Rules on forfeiture of property in the United States derived from violation of foreign drug laws are amended to permit confiscation of drug dealer assets.
- o Immigration requirements are amended to allow deportation of aliens involved in drug trafficking.
- o Money laundering enforcement and penalties are strengthened.

### Title V. Strengthening Law Enforcement

- o The proposed legislation includes eight subtitles clarifying and strengthening penalties for drug dealing.
- o It addresses such areas as penalties for large-scale domestic drug trafficking, punishments for possession of controlled substances, increased penalties for leaders of major drug rings, import and export violations, juvenile drug trafficking, and clandestine drug manufacturing.

### Title VI. Increasing Public Awareness and Prevention

- o The legislation proposes a narrow, two year exemption from Federal procurement statutes which mandate competition even when a substantial portion of the services are donated. This exemption will apply only to services donated to the government to aid in the campaign against drug abuse.
- o Authorization is included to make United States Information Agency films on the dangers of drug abuse available for domestic audiences.

TALKING POINTS

TALKING POINTS FOR THE PRESIDENT

CONGRESSIONAL LEADERSHIP MEETING  
September 9, 1986

DRUG ABUSE LEGISLATION

- o On August 4th, I announced six new goals to build upon our past accomplishments to curb drug abuse, and to lead Americans toward a drug-free society.
- o My six goals are:
  - Drug-Free Workplaces
  - Drug-Free Schools
  - Expanding Drug Treatment
  - Expanding International Cooperation
  - Strengthening Law Enforcement
  - Increasing Public Awareness and Prevention
- o These goals can only be reached through a voluntary commitment by all Americans to make illegal drug use totally unacceptable in our schools, in our workplaces, and throughout our Nation.
- o It is important that the Federal government provide strong leadership in our renewed efforts to fight illegal drug-use, and we are developing specific initiatives to support each of our six goals.
- o Some of these initiatives will require legislation, and I would like to give you a short preview of our proposed bill. It will have a separate title supporting each of our six goals.
- o Title I of our legislative proposal will focus on our efforts to achieve Drug-Free Workplaces. It is based on a concept of testing, counselling, and rehabilitation.
  - Our proposed bill emphasizes the unacceptability of drug use in the workplace, and states that it shall not be unlawful under Federal law for any employer, including the Federal government, to use drug screening to curb drug abuse in their workforce.
  - To set an example for balancing intolerance of illegal drug use with fair treatment of individual employees, I will use my current authority to establish drug screening guidelines for the Executive Branch which give flexibility to department and agency heads.

--We will stress voluntary compliance with our drug-free policy and will authorize treatment for employees seeking help.

--Supervisors will be trained to detect and assist drug users.

--And, finally, we will authorize agency heads to approve appropriate drug screening of those Federal employees holding sensitive positions that affect safety and security.

--We plan to offer a helping hand, and to take other administrative action only when our help is refused.

- o Title II of our legislative proposal, Drug-Free Schools, encourages State and local educational institutions to establish drug-free learning environments within elementary and secondary schools. It seeks an FY 1987 funding authorization of \$100 million for grants to State and local educational agencies.

--Our bill will require demonstrated success as a condition for continued funding of such programs.

--It will also state that it is not unlawful under Federal law for schools to conduct drug tests, and thus remove potential Federal statutory obstacles to drug screening by the States and local school districts.

--The funding will come from offsets already identified by Secretary Bennett in the Education Department budget.

- o Title III of our bill would Expand Drug Treatment. Our proposal authorizes \$170 million for demonstration grants for drug treatment programs, and eliminates unnecessary restrictions imposed upon the States under current block grant programs.

--We plan to seek a separate supplemental appropriation of \$36 million to expand research in health-related areas, including drug testing, and a \$15 million authorization to establish a Center for Substance Abuse Prevention within HHS.

- o Title IV of our bill would Expand International Cooperation. We propose:

--Repeal of the Mansfield Amendment, which prohibits Federal officers from participating in drug arrests in foreign countries;

--Amending the rules on forfeiture of property in the United States derived from violation of foreign drug laws to permit confiscation of drug dealer assets;

--Amending immigration requirements to allow deportation of aliens involved in drug trafficking; and,

--Strengthening money laundering enforcement and penalties.

- o Title V of our proposed legislation will Strengthen Law Enforcement by clarifying and strengthening penalties for drug dealing.

--It addresses such areas as penalties for large-scale domestic drug trafficking, punishments for possession of controlled substances, increased penalties for leaders of major drug rings, import and export violations, juvenile drug trafficking, and clandestine drug manufacturing.

- o In Title VI of our bill, we propose limited statutory modifications to support voluntary efforts to Increase Public Awareness and Prevention. These modifications include:

--A narrow, two year exemption from certain Federal procurement statutes to facilitate donation of private sector services to the government to aid in the campaign against drug abuse; and,

--Authorization to make United States Information Agency films on the dangers of drug use available for domestic audiences.

- o The total funding requested in our legislative proposal is about \$325 million, which added to the anticipated outlays of \$2.5 billion we are now spending would bring the total to about \$2.8 billion.
- o We think that this is a correct figure for the Federal government at this time.
- o I understand that the House Democratic leadership plans to fast-track an Omnibus Drug Bill, which has been estimated to include over \$3.6 billion in new spending authorization, and that the Senate Democrats may propose a \$1 billion bill just focusing on drug rehabilitation and education.
- o The House bill reflects some priorities the Administration agrees with, but it appears to be a broad group of costly proposals in need of additional review and deliberation.
- o My legislative proposal presents a well-coordinated and balanced approach which will support a comprehensive attack on both drug supply and demand.



- o The conscience of America has been awakened to the drug epidemic.
- o We don't need big-spending government programs to expand our fight against drugs. We need the attention and help of all citizens.
- o We believe the "heart and spirit of America" is ready to respond if we collectively provide the leadership.
- o If we can work together to pass responsible legislation which will support the combined efforts of government officials and private citizens, drug abuse can be eliminated from our society.

HOUSE DEMOCRAT  
BILL

September 5, 1986

HOUSE DEMOCRAT DRUG ABUSE LEGISLATION

A Summary of the House Democrat Proposal

The House Democratic leadership is sponsoring an Omnibus Drug Package. It includes twelve titles representing smaller packages from each of the committees that had previously considered some aspect of the drug abuse problem. The proposed legislation authorizes funds in excess of \$3.6 billion over the next three years.

The following analysis reflects the best available understanding of the bill as of September 5, and includes preliminary Administration positions where available. Cost figures represent best estimates of new authorizations through FY 1989. Several Amendments are anticipated prior to consideration by the House in early September.

Title I (Foreign Affairs Committee) - \$48 Million

- o The International Narcotics Control Act - authorizes increased funds for foreign eradication efforts, and modifies the Mansfield Amendment which restricts foreign activities of U.S. law enforcement officials; withholds \$1 million from Mexico pending conclusion of the Camarena investigation.  
--The Administration could support some provisions of this Title.

Title II (Armed Forces Committee) - \$228 Million

- o The Defense Narcotics Act of 1986 - authorizes funds for the Army, Navy, and Air Force; continues funding for Navy deployment of Coast Guard law enforcement teams.  
--The Administration could support with reservations regarding the specified combination of aircraft.

Title III (Ways and Means Committee) - \$239 Million

- o The International Drug Traffic Enforcement Act - strengthens Customs' drug enforcement capability, including increased criminal and civil penalties and investigatory powers; certain trade benefits are denied to countries failing to cooperate in drug enforcement.  
--The Administration could support most provisions, but should oppose trade restrictions.

Title IV (Merchant Marine Committee) - \$256 Million

- o Proposes an at-sea drug interdiction and maritime air surveillance program for the Coast Guard.  
--The Administration should oppose this Title pending completion of a Drug Policy Board study of the role of Customs and the Coast Guard in air interdiction.

Title V (Banking Committee) - No Funding Required

- o The Comprehensive Money Laundering Prevention Act - similar in major respects to a Treasury proposal; deals with regulatory aspects of money laundering.  
--The Administration could support with qualifications; language modifications would be required.
- o The Drug Interdiction Act of 1986 - proposes using the U.S. vote in multilateral development banks to promote drug eradication programs in foreign countries; places inflexible restrictions on ability to support loans.  
--The Administration should not support this provision.

Title VI (Judiciary Committee) - \$1,581 Million

- o Comprehensive Money Laundering Act - makes money laundering a criminal offense; based on original Administration proposal.  
--The Administration could support this Act, but the Senate version is broader and more acceptable.
- o The Controlled Substance Analog Act of 1986.  
--The Administration could support with reservations; the definition of "controlled substance analog" should be modified; the Senate bill is based on an Administration proposal and is more acceptable.
- o The Narcotics Penalty and Enforcement Act of 1986.  
--The Administration could support with reservations; minimum sentence requirements should be modified and maximum sentences raised.
- o The White House Conference on Narcotics Abuse and Control Resolution of 1986.  
--The Administration should oppose this unnecessary conference.
- o The Career Criminal Amendments Act of 1986.  
--The Administration could support this Act which provides long sentences for firearm users with prior drug dealing or crime of violence convictions.

- o The Drug and Alcohol Dependent Offenders Treatment Act of 1986.  
--The Administration should not oppose this new authority, but should not support excessive costs.
- o The Drug Enforcement Enhancement Act of 1986 - includes block grants to States for drug enforcement with a 50/50 match requirement; includes prison construction with a 3-year cost of over \$1 billion.  
--The Administration should oppose the grant provisions, and excessive funding.

Title VII (Public Works Committee) - No Funding Required

- o Authorizes States to establish criminal penalties for the use of fraudulent aircraft registrations, establishes criminal penalties for transporting drugs, and calls for a study of drug use and highway safety.  
--The Administration could support with minor reservations.

Title VIII (Education Committee) - \$1,053 Million

- o The Drug Abuse Education and Prevention Act of 1986 - emphasizes federally funded drug education programs.  
--The Administration could support the concept of this Act, but major changes are required, including funding level.

Title IX (Energy and Commerce Committee) - \$181 Million

- o The Drug Abuse Prevention and Treatment Act of 1986 - provides Federal funds for State and local drug treatment and prevention programs; establishes an Agency for Substance Abuse Prevention; includes Designer Drugs in the Controlled Substances Act; establishes a demo project for Indian drug abuse rehabilitation; establishes an Advisory Commission on Intercollegiate Athletics.  
--The Administration should oppose this Act; its "core" solution offers only more bureaucracy and its designer drug provisions conflict with the Judiciary Committee Title.

Title X (Post Office Committee) - Funding Undetermined

- o Requires OPM to establish employee assistance and education programs to combat drug abuse and to report the anticipated costs to Congress within six months.  
--The Administration should oppose this Title based on its potentially excessive cost.
- o Classifies controlled substances as non-mailable matter.

Title XI (Interior Committee) - \$69 Million

- o The Indian Alcohol and Substance Abuse Prevention Act - provides assistance to Indians to improve law enforcement and to organize a drug treatment and prevention program.
- o Provides funding for equipment for Puerto Rico and the Virgin Islands.

--The Administration should oppose this unnecessary and restrictive Title.

Title XII (Government Operations Committee) - No Funding Required

- o Requires the President to propose legislation within six months to reorganize the Executive Branch to coordinate efforts to combat drug abuse.  
-- The Administration should oppose any unnecessary reorganization.