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June 23, 1982

SELECTED ACCOMPLISHMENTS

PREVENTION OF DRUG ABUSE AND DRUG TRAFFICKING

JANUARY 1981 THROUGH JUNE 1982

THE SOUTH FLORIDA TASK FORCE

-- In response to South Florida becoming the nation's major terminal for smuggling of illegal drugs into the U.S., the President, on January 28, 1982, created the South Florida Task Force. Under the direction of the Vice President, a high priority was assigned to reducing the level of crime in South Florida. Federal law enforcement agencies, including the DEA, Customs, FBI, ATF, IRS, and U.S. Marshall Service, augmented their forces with additional personnel and resources to the area and additional Assistant U.S. Attorneys were assigned. Four additional Federal Judges have been assigned by Chief Justice Burger. The Department of Defense and the U.S. Coast Guard greatly increased the offshore surveillance of both aircraft and surface vessels. Other Federal, State and local agencies are also participating.

The Task Force has targeted the flow of marijuana, cocaine, and methaqualone through Florida. So far, over 6,000 pounds of cocaine, more than 500,000 pounds of marijuana, and 77,000 dosage units of methaqualone have been seized. Recent reports from Florida indicate a dramatic reduction in drug smuggling and a drop in violent crime.

THE FIRST LADY'S INVOLVEMENT

-- The First Lady has contributed significantly to raising the national awareness of problems created by drug abuse. She hosted the ACTION sponsored White House Briefing on Drug Use and the Family and has visited various parent group functions and drug treatment programs in the United States and abroad. Mrs. Reagan has spoken about the drug issue on television and has given several interviews.

Over 100 corporate and organizational leaders participated in the ACTION sponsored briefing at the White House. Presentations were made by Parent Movement leaders and government officials. Since then, a slide presentation has been prepared by ACTION on the dangers of illegal drug use and will be made available to parent groups throughout the country. Through Mrs. Reagan's efforts, over \$380,000 has been raised for drug treatment centers. Corporations attending the White House Briefing have contributed over \$40,000 to the National Federation of Parents for a Drug Free Youth. The National Association of Independent Insurers has undertaken an active program to reduce drug and alcohol use by young drivers.

INTERNATIONAL ACTIVITIES

-- The State Department is continuing support of successful programs to control opium and marijuana production in Mexico; the Mexican government has sprayed over 27,000 opium poppy fields and over 12,500 marijuana fields.

-- In 1982, the Pakistani Government eradicated opium poppy by forceful action in its merged areas -- the first such effort in those areas. The Government has committed to an extension and enforcement of its ban on cultivation into this key Northwest Frontier Province, and have accepted important poppy clauses for the United States Agency for International Development (USAID) projects, now being designed, and is negotiating with the U.S. State Department on a developmental project which will support agreements on crop control. An important linkage has been achieved between U.S. economic assistance and control of illicit drugs.

-- The Royal Thai Government has mounted military operations against principal opium trafficking along the border between Thailand and Burma. Following Prime Minister Prem's visit to Washington in October, 1981, the Thais mounted military operations in January and May, 1982 against the principal opium trafficking group on the Thai-Burmese border -- the Shan United Army.

-- The Royal Thai Government has reduced the availability of precursor chemicals used in converting opium to heroin.

-- Thus far during 1982, over 3 million coca plants were destroyed in Colombia, and Colombian officials have seized over 9.5 million pounds of marijuana and destroyed 17 cocaine laboratories.

-- Recent cooperative efforts by Colombia to halt the flow of drugs has included a reversal of their previous position not to allow the U.S. Coast Guard to take law enforcement action on their behalf. This change became manifest in the seizure of the fishing vessel CONE by the Coast Guard cutter DECISIVE where the use of disabling fire was authorized by the Government of Colombia.

-- An agreement was reached by exchange of notes in November 1981 to strengthen Anglo/American cooperation against drug trafficking. Under the new agreement, the Coast Guard may board in the Gulf of Mexico, Caribbean Sea, and in the area of up to 150 miles off the Atlantic Coast of the United States, private vessels flying the British flag in instances where the Coast Guard reasonably believes that the vessel has, on board, a cargo of drugs for importation into the United States in violation of United States laws. To date, there have been six seizures under this agreement.

-- The United States International Communication Agency (USICA) has raised their priority on communicating the international nature of drug abuse and drug trafficking and explaining the U.S. drug abuse programs to foreign governments and audiences. For example, in Thailand, the USICA press office conducts regular briefings and provides film clips and television placement of drug information. An active exchange between scientists and policy makers involved in drug issues has been established.

DRUG LAW ENFORCEMENT OPERATIONS

-- Operation Greenback is a multiagency financial task force representing U.S. Customs, IRS, and DEA, operating under the auspices of the Department of Justice and the U.S. Attorney. It uses the financial information made available by the Bank Secrecy Act, to target and disrupt drug trafficking organizations through analysis of their currency movement and subsequent arrest of violators and forfeiture of their assets. From fiscal year 1981, to date, Operation Greenback has resulted in the indictment of 23 criminal organizations, including 89 individuals. Fifty-nine individuals have been arrested and \$18,814,492 in U.S. currency has been seized. Property consisting of airplanes, vehicles and vessels valued at \$2,028,870 has also been seized. The government has collected \$1,650,000 in bail bond forfeiture and has instituted Jeopardy Tax Assessments amounting to \$106,000,000,

-- Operation Grouper, a successful cooperative enforcement effort of the DEA, the U.S. Customs Service, the U.S. Coast Guard, and Florida State and local agencies severely disrupted maritime drug trafficking in South Florida and resulted in 127 arrests.

-- A joint operation named Tiburon, initiated by the U.S. Coast Guard, resulted in the seizure of 70 vessels and more than 840,000 pounds of marijuana.

-- A notable special operation was DEA's CENTAC 25, concluded in May, 1982. This was a conspiratorial investigation designed to immobilize a major Southwest Asian heroin organization. There were 76 arrests in the United States, and 57 arrests by cooperating police in foreign countries. Removals of high grade heroin totaled 110 pounds.

-- Drug cases under criminal investigation by the IRS have continued to increase from 300 cases at the close of FY 1979 to 962 cases as of April, 1982. During 1981, taxes totaling over \$114 million were assessed and over \$95 million has been assessed in the first six months of 1982.

-- Recent convictions of major drug traffickers involve drug-related assets of approximately \$57 million. In addition to the \$22 million seized in "Operation Greenback", the conviction of Texas millionaire Rex Cauble involves \$25 million in assets; the "Operation Sunburn" continuing criminal enterprise and RICO convictions have produced approximately \$7 million in forfeitures, with an addition \$2-\$3 million expected when two fugitives in the case are apprehended. The convictions in the Garrett case in North Florida produced approximately \$500,000 in forfeitures.

-- Coast Guard drug seizures in calendar year 1981 totalled over 2.3 million pounds of marijuana. As a result of the emphasis on South Florida, the Coast Guard, in less than six months of 1982, has already seized over 1.5 million pounds of marijuana, or a total of over 3.8 million pounds during the last eighteen months.

-- In a major Justice Department reorganization, the Attorney General has authorized greater participation by the Federal Bureau of Investigation in drug enforcement activities, and has assigned general supervisory responsibility for the Federal drug enforcement efforts to the Director of the FBI. The entry of the FBI into drug investigations has provided a significant new resource. For example, as of June 1982, the number of cases being managed under the FBI's new Narcotics Program has grown to a total of 797. Of these, 180 are investigations being conducted jointly with the Drug Enforcement Administration (DEA). These numbers do not include a potentially large number of other cases being handled by the FBI, under other investigative programs and involving other FBI jurisdictions, in which illegal drugs activities are considered.

From July 1, 1981 through April 1, 1982, there were 419 indictments returned in FBI drug-related cases and 121 subjects in drug-related cases were convicted. FBI resources reallocated for this commitment toward drug-related investigations have increased.

HEALTH-RELATED ACTIVITIES

-- The National Institute on Drug Abuse (NIDA) reports a downtrend since 1980 in the use of marijuana, PCP and cigarettes, and a leveling off of other categories, with the exception of stimulants. These decreases are, in part, attributable to prevention efforts initiated by the parent movement, businesses, the media, and the dissemination of research findings on drug use hazards.

-- The marketing of portable drug detection equipment has now made it possible to detect drug use by individuals in critical civilian jobs and in the military.

-- Since 1980, the level of funding for research on health hazards and consequences of marijuana use has been increased by nearly 100 percent. Recent studies show that marijuana interferes with memory, learning, and personality development, reproductive functions, driving and flying performance; causes birth defects and abnormalities; and causes pulmonary pathology similar to cigarettes; and is possibly more carcinogenic than currently available cigarettes. Marijuana use will continue to be an area of special concern and activity because of the extent of its use, and the fact that it serves as a "gateway" to use of other drugs.

-- NIDA's National Clearinghouse for Drug Abuse Information distributed over six million publications in response to parents, young people, teachers, community groups, treatment staff, researchers, and State drug officials.

-- The National Institute on Alcohol Abuse and Alcoholism (NIAAA) developed and launched a major public education campaign to prevent the adverse effects of alcohol consumption during pregnancy and reduce alcohol-related auto accidents among young people.

-- NIDA and the Food and Drug Administration (FDA) have supported the development of two new drugs for treating addiction, LAAM and naltrexone. LAAM (levo-alpha-acetylmethadol) should serve to replace methadone by reducing the cost of treatment and increasing the number of clients a single clinic can treat. Naltrexone blocks the effects of narcotics and is useful in "protecting" from readdiction, individuals who have been addicts. Two private drug companies are now actively pursuing approval for LAAM from the FDA.

-- During the period of January 1, 1981 to April 30, 1982, the Veterans Administration treated an estimated 25,324 inpatients and 22,311 outpatients for drug dependence. During this same period, approximately 1,441,000 outpatient visits were made to VA health care facilities for drug dependence.

THE DEPARTMENT OF DEFENSE

-- A change in the law, in December 1981, now permits the military to provide information and equipment assistance to civilian law enforcement agencies. Under this change, the U.S. Navy is assisting the Coast Guard and Customs Service by reporting sightings of suspicious vessels at sea and contributing to detection of illegal smuggling by aircraft. The other military services are also providing assistance to drug law enforcement agencies.

-- The Department of Defense has strengthened efforts to reduce drug and alcohol abuse in the armed forces. Tough new policies have been established including using urinalysis results as the basis for disciplinary actions.

-- Efforts by DOD to reduce the use of opiates, barbiturates and amphetamines, which particular emphasis on European forces, produced impressive results during the 1978-1981 period. The following table reflects the programs of the U.S. Army, Europe. Similar results were achieved worldwide.

LABORATORY POSITIVES/10,000 TESTS
IN U.S. ARMY, EUROPE

<u>DRUGS</u>	<u>1978</u>	<u>1981</u>
Opiates	360	25
Amphetamines	100	50
Methaqualone	110	10

(Source: Medical Perspective for Army Drug and Alcohol Abuse Prevention Program - 4th Qtr CY 1981, USAREUR briefing)

-- In an effort to reduce drug smuggling through the mail, the DOD and the United States Postal Service agreed, in March 1982, on procedures for DOD inspection and search of mail in the Military Postal System overseas.

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**FEDERAL DRUG ABUSE PREVENTION
AND
DRUG LAW ENFORCEMENT ACTIVITIES**

***Summary of Accomplishments
by Federal Agencies***

January 1981 - June 1982

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Refer Comments to the Drug Abuse Policy
Office x6554

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The attached summaries of accomplishments have been prepared by the respective Federal agencies. The pages are renumbered in the lower right hand corner for your convenience.

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BUREAU FOR INTERNATIONAL NARCOTICS MATTERS
DEPARTMENT OF STATE

SUMMARY OF ACCOMPLISHMENTS IN INTERNATIONAL NARCOTICS CONTROL
January 1981 through June 1982

Role

The responsibility for international narcotics control, conferred upon the President by the Foreign Assistance Act and upon the Secretary of State by Executive Order, has been delegated to the Assistant Secretary for International Narcotics Matters. This function was assigned to the State Department because the U.S. believes other governments should understand we regard narcotics control as a matter of government responsibility under international treaties that should be dealt with as a matter of international obligation and concern.

The Bureau for International Narcotics Matters is responsible for policy development; for coordinating the international activities of other U.S. agencies; for coordinating international efforts with domestic drug abuse strategies; and for funding projects in countries which require assistance in implementing narcotics control programs.

Initiatives

The Bureau's primary mission is to stop/reduce the flow of illicit drugs from their sources to the U.S. This objective is principally achieved through negotiated control agreements with producer and transit nations, with a priority given to crop control at the source.

Our initiatives are directed by four basic policies:

1. The major narcotics producer nations are all signatories to the Single Convention on Narcotic Drugs, under which each country has responsibility for controlling the cultivation, production and distribution of narcotic drugs.
2. The international community should assist those nations which need help in controlling production and distribution of narcotic substances.
3. Crop control is the most effective, efficient and economical means of reducing the availability of opium, cocaine, cannabis and their derivatives.
4. Narcotics-related economic assistance, by the U.S. or international organizations, should be conditioned on concurrent agreements on the control of narcotics production.

We rely principally on our diplomatic initiatives for implementing

these policies. We emphasize through diplomatic channels that eliminating production of illicit substances, controlling production at legal/traditional levels, and curbing trafficking are the primary responsibilities under international treaty of the producing and trafficking nations. We expect each of these nations to exercise such responsibilities through self-initiated programs.

And, the diplomatic initiative is the first step in the process of securing comprehensive agreements on crop control and interdiction with the governments of producer and transit nations. The Bureau's program strategy, reflected in these agreements, is predicated on the ultimate objective of controlling production in all key geographic sectors of illicit drugs exported to the U.S, so that significant and lasting reductions in availability are achieved. The Bureau's first priority, in negotiating bilateral agreements and in discussions with international organizations whose projects we fund, is on crop control at the source; our second priority is on interdiction.

The programs supporting this initiative include: bilateral and multilateral assistance; other diplomatic initiatives aimed at increasing international support, especially from other major consumer nations; training; developmental assistance; and technical assistance for demand reduction programs.

Accomplishments

In the January, 1981, through June, 1982 period, the Bureau has been successful in achieving recognition from international organizations, producer and transit nations, and other donor nations that the U.S. government is being and will continue to be very firm in its adherence to its policy positions, including:

- o Producer and transit nations must evidence their acceptance of their responsibility for the cultivation, production and distribution of illicit substances, and the control of licit substances with abuse potential.
- o The objective in narcotics-related project agreements, with the U.S. or international agencies, should be reductions in cultivation and production.
- o Narcotics-related developmental assistance should be linked to agreements on crop control, whether funded by the U.S., other governments or international agencies.
- o Drug abuse is not just an American problem, but a worldwide problem, affecting producer and transit as well as consumer nations, and the world community, especially other consumer nations, should increase their financial support and resource contributions to international control efforts.
- o Governments of producer and transit nations must meet their commitments under program agreements.

The Bureau is supporting opium eradication programs in Mexico, Burma, and Thailand, and the extension of the opium ban in Pakistan. We are supporting coca eradication projects in Colombia and Peru

and a pilot program in Bolivia. The Bureau supports marijuana eradication projects in Mexico and Colombia. And, the Bureau supports interdiction/enforcement efforts in these countries, as well as in Ecuador, Brazil and Turkey. Other countries receive support for control programs through the Bureau's special regional initiatives in Latin America, East Asia and South Asia.

Because our strategies are tailored to the problems encountered in each country, the following list of accomplishments is organized on a regional basis, with specific accomplishments by country.

Latin America

The Bureau has continued its support of the successful Mexican program to control opium and marijuana production. Through this program, which over time reduced the Mexican share of the U.S. heroin market from 67 percent to 25 percent, the Mexican Government sprayed 17,400 opium poppy fields and 11,500 marijuana fields in the eradication cycle ending November 30, 1981, and sprayed 10,000 opium fields and 1,200 marijuana fields in the most recent cycle, ending April 30, 1982.

Particular attention has been focused on Colombia, which produces an estimated 80 percent of the marijuana and ships 50 percent of the cocaine consumed in the U.S., and has been the major processor of methaqualone entering the U.S. The interdiction program supported by the Bureau succeeded in 1981 in seizing 3,310 metric tons of marijuana, a 345 percent increase over 1980, and 66.4 million units of methaqualone, a 380 percent increase. In just the first four months of 1982, Colombian officials seized 1,365 tons of bulk marijuana, 2.3 million units of methaqualone, and 63.1 kilos of cocaine base, paste and cocaine hydrochloride. And, the eradication program INM supports has resulted in the destruction of more than 3 million coca plants in 1982. The Bureau is currently satisfying environmental protection requirements, actions necessary before we can offer assistance to Western Hemisphere governments on using paraquat in eradicating marijuana crops; we hope we will be able to engage the new Colombian government in a discussion of such a program.

Under agreement with Peru, a coca eradication project was initiated in 1981, concurrent with USAID's five-year rural development program. There has been continued progress in developing this crop reduction and trafficking control program in Peru's Upper Huallaga Valley, the source of 25 percent of the cocaine entering the U.S. The Bureau continues to support the anti-narcotics enforcement efforts of Peruvian agencies, which have significantly increased their coca seizures and plant destruction in the past year.

In March, we obtained from President Torrelío a commitment to a coca eradication program in Bolivia, the other major source for cocaine. We are negotiating a plan for an eradication program which, if successfully implemented, could reduce Bolivia's enormous coca cultivation to levels needed for legitimate purposes.

Our initiatives in Latin America are not limited to program agreements. For example, Colombia has now implemented the Convention on Psychotropic Substances, which provides the basis for restricting trafficking in methaqualone. Colombia has also signed with the U.S.

bilateral extradition and legal mutual assistance treaties.

Southwest Asia

In 1982, the Pakistani Government eradicated opium poppy by forceful action in its merged areas -- the first such effort in those areas. And, for the first time since 1978, the Pakistani government this year also shut down a heroin processing laboratory in the tribally-controlled portion of its Northwest Frontier Province. These actions by the Pakistanis are of signal importance; not only because Pakistan is the major source for the opium, converted to heroin, entering the U.S. but because these actions mark a major extension of authority by the Government into hitherto uncontrolled or marginally controlled areas. The Government has committed to an extension and enforcement of its ban on cultivation into this key Province, and have accepted important poppy clauses for the USAID projects, now being designed, and is negotiating with the Bureau on a developmental project which will support agreements on crop control. Thus, we have achieved an important linkage between U.S. economic assistance and control of illicit narcotics.

Southeast Asia

Following Prime Minister Prem's visit to Washington in October, 1981, when there was a frank exchange of views regarding Thai compliance with control and eradication agreements, the Thais mounted military operations in January and May 1982 against the principal opium trafficking group on the Thai-Burmese border -- the Shan United Army. These actions have disrupted trafficking and refining activities. Another improvement has been the enhanced cooperation between the Thai and Burmese governments. The Royal Thai Government has also been effective in reducing the availability of precursor chemicals used in converting opium to heroin, which has contributed to reduced production of heroin and morphine base. The Bureau continues to urge broader action by the Burmese, and that government reports increased seizures and crop destruction in areas where trafficking is controlled principally by the Burmese Communist Party.

International Organizations

INM support of the United Nations Fund for Drug Abuse Control has enabled UNFDAC to carry out narcotics control programs that not only complement U.S. efforts in key countries but also in producer countries which are politically inaccessible to the U.S. With new stronger leadership at the Fund this year, the Bureau has been urging the Fund and its donor nations to undertake a broader program, with emphasis on crop control. We believe that the combination of U.S. urging of acceptance of international responsibility, and the increasingly adverse impacts of drug abuse suffered by major consumer and producer nations, is resulting in an improved potential for broadening the international program base.

ACTIVITIES OF ICA IN SUPPORT OF THE DRUG ABUSE REDUCTION EFFORT

January 1981 - June 1982

The U.S. International Communication Agency's principal function is to explain U.S. policy, society, and values to foreign audiences. An important component of that mission is making foreign audiences aware, first, of this country's heightened concern over the terrible price individuals and society pay for the use of illicit drugs and, secondly, of the steps we are taking to deal with these problems.

In the matter of drugs we are confronted with a difficult communications problem: many foreign audiences sincerely believe that drug abuse is a U.S. problem. Foreign opinion often holds that we Americans are not doing enough at home to solve the problem, and this leads to the accusation -- often made to our officers overseas -- that the United States is trying to get other governments and small peasant farmers of these countries to solve our problem by drying up their source.

It is a difficult issue to address but the kind that ICA handles most effectively. We have sought to clarify and explain what the United States is doing to solve the problem and to make clear that we regard drug abuse and drug trafficking as universal -- not just U.S. -- problems.

We try to insure that full and correct information about the dangers of illicit drug use and drug trafficking is available to our posts and to promote a clearer understanding among foreign audiences of how serious the United States considers the problem. More specifically, we inform audiences on what the American people -- through government and private efforts -- are doing about it.

Our information strategy is based on two principles: (1) that our material and activities be tailored to the local situation as defined by officers in the field; and (2) that our programs be conducted with the close cooperation and coordination of the overseas U.S. Mission and the local authorities in each country. The Agency does not program in a vacuum.

We work closely with the other agencies of the U.S. Government involved in this effort, and we recognize that their efforts are critically important to the success of this program. We sit on inter-agency working groups and on Embassy coordinating committees. We know that information is an important -- perhaps critical -- part of the effort; but it is only a small piece in the very complex puzzle the international narcotics problem creates. The other means for addressing the problem -- eradication, interdiction, and law enforcement -- are the principal tools. Information serves as an important support to those tools and occasional catalyst; but it is coordination and cooperation with overseas missions and with local authorities and opinion makers that will best contribute to solving the problem.

In Washington, USICA has positioned itself to contribute to the coordinated effort of this Administration to inform and correct misconceptions about our commitment to eliminate drug traffic. We are members of the Cabinet Council Working Group and have participated in development of the strategy paper being released later this month. We also sit on the inter-agency group at INM, in the State Department, which coordinates our international efforts. Through these groups USICA has been able to translate the concerns of the Administration to effective programming support for our overseas posts. Those posts have done a considerable amount of programming already, based on their analysis at the Mission level of the local situation.

VOA, for instance, has prepared special programs on various aspects of the problem which it has broadcast directly and also supplied to posts for local radio placement. The latter technique is widely used, and our overseas posts draw heavily on Washington-supplied materials. An example of this is the weekly radio drama produced by ICA Bangkok. This effort on the dangers of narcotics has been developed with Washington support and now is distributed to 64 Thai radio stations.

Other programming in Thailand, where drug trafficking from the Golden Triangle transits on its way to Europe and the U.S., has been notable. The ICA press office conducts regular briefings and provides film clips and television placement of narcotics materials. We produce news and feature reports for radio broadcast and provide dissemination of important statements by American officials, along with press releases and special pamphlets. The USICA library in Bangkok has been providing an article alert service to important audiences, and the post has conducted lectures and seminars around the country, as well as a lecture series on drugs at the influential Binational Center in the capital. The post also facilitated several visits to the United States for senior Thai officials engaged in narcotics suppression activities.

ICA Bangkok produced a 20-minute film, "The Narcotics War," illustrating U.S. assistance to the Thai Government in preventing and suppressing the use of drugs. It was shown on Thai television during prime time.

In Pakistan, we have cooperated with INM in the distribution and showing of the film "Chasing the Dragon."

In Latin America, the Voice of America produced a five-part radio program which was broadcast extensively in Latin American countries, including broadcasts by 12 stations in Lima and by a national network in Colombia, among others.

Films and video materials have been used on local television and as visual support for special seminars and meetings. Bolivia and Colombia have been involved in TV cooperatives on crop substitution and marijuana eradication.

The USICA Wireless File carries news items on U.S. efforts which posts use for local press placement or to prepare special information packets or pamphlets. We have prepared special information packets and pamphlets in places such as Quito, Ecuador, and Bogota, Colombia. Our objective in this effort, of course, is to inform key opinion makers about U.S. efforts against narcotics use and communicate to them our continuing concern about the issue. Another activity which has been effective in showing our concern and seriousness about this issue is the International Visitor Program. In close cooperation with DEA and the Department of State, we have organized special programs in the United States for foreign leaders involved in enforcement, health, and legal aspects of the drug problem in their countries. Among such visitors since January 1981 have been a managing editor from Bogota, Colombia; a Superior Court judge from Lima, Peru; a public prosecutor from La Paz, Bolivia; a group of senior Thai policy officers; and the Governor of Pakistan's Northwest Frontier Province.

In addition, our posts abroad have programmed American specialists who have given lectures, seminars, television and press interviews and met with their counterparts in a number of countries. Among others, these American Participants have included Dr. Carlton E. Turner, Director of the Drug Abuse Policy Office at the White House; Dr. Robert G. Heath, Professor of Psychiatric Neurology at Tulane University Medical School; Dr. James Inciardi, Director of the Department of Criminal Justice at the University of Delaware.

Posts take advantage of visits of these distinguished Americans in several different ways. For example, Bogota produced a 50-minute videotape with Dr. Heath on the dangerous effects of marijuana on the human brain which was used by the Colombian psychiatrist in a series of ICA-sponsored seminars in a number of Colombian cities and was included in news programs on three Colombian television channels. A similar videotape was made by the post with Dr. Turner discussing marijuana.

Visiting U.S. officials also have been utilized for USICA programming. A press conference was arranged for Congressman Leo C. Zeferetti in Lima, and State Department official Manual Gallardo gave several talks and met with media representatives in major cities of Colombia and Ecuador.

The mix and level of activities of ICA reflects the needs expressed by our posts overseas, our capabilities in this period of budgetary stringency, and the priority this issue has in the complex of foreign relations issues ICA deals with daily. The communication demands placed on ICA are heavy and multifaceted, but the Agency has tried to be responsive and, above all, effective in responding to them. We have, since January 1981, placed additional emphasis on the narcotics issue here in Washington. That emphasis is now being reflected in our programming abroad.

DEPARTMENT OF JUSTICE
CRIMINAL DIVISION
NARCOTIC & DANGEROUS DRUG SECTION

SUMMARY OF ACCOMPLISHMENTS IN
REDUCING DRUG TRAFFICKING

January 1981 through June 1982

1. NDDS's Role in the Drug Abuse Area

The Narcotic & Dangerous Drug Section's role in the federal drug enforcement effort is to combat major criminal organizations involved in drug trafficking through the use of all applicable federal statutes to prosecute the organizers and heads of those organizations for their activities in the manufacturing, smuggling, and distribution of illicit drugs, and to ensure maximum punishment of those individuals through the forfeiture of their drug-related assets. As part of this responsibility, the Section participates in policy discussions at the Department of Justice concerning investigations and prosecutions of suspected drug activity, reviews certain proposed indictments from U.S. Attorneys' Offices, supervises important multi-district investigations and prosecutions, and conducts trials of major drug traffickers where lack of local office staffing, lack of expertise, or other reasons necessitates such participation. The Section's role also includes examining proposed federal legislation in the drug area, and, where necessary, drafting suggested statutory amendments to advance the federal drug enforcement effort. The Narcotic & Dangerous Drug Section serves as the focal point for the Justice Department's drug prosecution efforts.

2. Major Initiatives

Most of the recent drug enforcement efforts of the Narcotic & Dangerous Drug Section have been directed at utilizing the laws and regulations which are designed to deprive drug traffickers of the vast amounts of ill-gotten gains that are the raison d'etre for most, if not all, of the nation's drug-trafficking organizations.

A. "Operation Greenback"

The Narcotic & Dangerous Drug Section has joined with various federal law enforcement agencies in forming "Operation Greenback." The Operation, which has offices in Miami, Tampa, and Chicago, is staffed by Section attorneys and agents from the Federal Bureau of Investigation, Drug Enforcement Administration, U.S. Customs Service, Internal Revenue Service, the Bureau of Alcohol, Tobacco and Firearms, and the Coast Guard. It has the responsibility for identifying the assets and profits of illegal drug-trafficking organizations and then seizing and obtaining the forfeiture of those assets. Because drug agents and

prosecutors have not traditionally been trained to conduct this type of investigation - which involves many civil procedures and utilization of financial records and documents - Greenback has also helped us to develop expertise in these areas and disseminate this knowledge to the field through publications, films, and seminars of the Attorney General's Advocacy Institute (including the recent 13th Major Drug Traffickers Prosecution Conference). By examining banking transactions, investigators have identified the traffickers' assets and have discovered the involvement of many financial institutions in illegal money-laundering operations.

B. Tax Enforcement Narcotics Unit

The Narcotic & Dangerous Drug Section has also joined with the Criminal Section of the DOJ's Tax Division and with the Internal Revenue Service's Criminal Investigation Division to form the Tax Enforcement Narcotics Unit. TENU targets are suspected major drug traffickers who have avoided prosecution under the Controlled Substances Act but who have remained highly visible because they have a standard of living not commensurate with their reported income. TENU attorneys are conducting twenty-eight investigations in the Southeastern section of the United States.

C. "Operation Grouper"

Following a three-year undercover investigation which resulted in the seizure of over 1.2 million pounds of marihuana, 840 pounds of cocaine, and 3 million tablets of methaqualone, as well as assets totaling over \$10 million, the Narcotic & Dangerous Drug Section supervised the prosecution of 182 defendants involved in illegal drug-smuggling activity. The Section's role in "Operation Grouper" also included the participation of Section attorneys who prosecuted four trials resulting in the conviction of 15 defendants, including one defendant who was convicted of conducting a continuing criminal enterprise under 21 U.S.C. 848.

D. Legislation

The Narcotic & Dangerous Drug Section has played an important role in identifying legislative areas needing re-examination by Congress. One area that was analyzed by the Section, in a joint effort with the Criminal Division's Office of Legislation and the Drug Enforcement Administration, is the need for revisions in the federal forfeiture statutes (viz., Title 21, U.S. Code, Sections 848 and 881, and Title 18, U.S. Code, Section 1963). A proposal was submitted to Congress earlier this year, and several of the suggested amendments to the U.S. Code have been incorporated in the recently introduced

Violent Crime and Drug Enforcement Improvement Act of 1982 sponsored by Senator Strom Thurmond and 42 other Senators. Our role in supporting a revision in the Posse Comitatus Act (18 U.S.C. 1385) was successful and helped result in the passage of amendments to the Act allowing increased military assistance in interdicting the flow of drugs into the United States. These amendments have played an integral part in the success of the Vice President's Task Force on South Florida Crime.

E. Forfeitures

The Narcotic & Dangerous Drug Section has also been strongly involved in obtaining the forfeiture of drug traffickers' assets through the civil and criminal forfeiture provisions of Title 21, U.S. Code, Sections 848 (Continuing Criminal Enterprise) and 881, and Title 18, U.S. Code, Section 1961 et seq. (Racketeer Influenced and Corrupt Organizations). The Section has continually highlighted the potential of these statutes to Assistant U.S. Attorneys at Narcotics Conferences and in our supervisory responsibility under Department of Justice guidelines for use of 21 U.S.C. 848. The Section has also utilized these statutes wherever possible to maximize the punishment imposed on those persons involved in drug trafficking.

F. DEA-FBI Coordination

In a major Justice Department reorganization, the Attorney General has authorized greater participation by the Federal Bureau of Investigation in drug enforcement activities, and has assigned general supervisory responsibility for the federal drug enforcement efforts to the Director of the FBI. The Narcotic & Dangerous Drug Section participated in the decision-making process leading to this result through its staffing of the Attorney General's Advisory Committee on DEA-FBI Coordination.

G. International Affairs

The Narcotic & Dangerous Drug Section has played a role in the international arena through its involvement in the drafting and ratification process of a mutual assistance and extradition treaty with Colombia, a major source country. The Section has also participated in the drafting and exchange of letters between the United States and the United Kingdom to allow the U.S., under certain circumstances, to board British flag vessels reasonably believed to be carrying drugs for importation into the United States.

3. Major Accomplishments

A. "Operation Greenback"

In the past year, twenty-six indictments have been returned against major money launderers and their associates in South Florida, and forfeitures of involved assets have exceeded \$22 million, including \$20 million in currency. Five aircraft and several vehicles have also been seized. Additionally, of Greenback's many on-going investigations, four are major cases involving multiple potential defendants.

B. Tax Enforcement Narcotics Unit

To date, the Tax Enforcement Narcotics Unit has presented evidence to grand juries resulting in the return of seven indictments, including indictments in the Northern and Southern Districts of Florida charging defendants with continuing criminal enterprise violations. Over eight additional indictments are expected soon. Fifty referrals are being prepared by IRS for final TENU review.

C. "Operation Grouper"

The Narcotic & Dangerous Drug Section is coordinating the "Operation Grouper" follow-up, where defendants convicted in the first phase of the Operation are cooperating with the government and providing extremely valuable information expected to lead to further indictments and substantial forfeitures.

D. Forfeitures

Several of the most recent convictions obtained by Section attorneys, either acting alone or with prosecutors from the involved U.S. Attorneys' Offices, have yielded forfeitures of approximately \$60 million in drug-related assets. In addition to the \$22 million obtained in "Operation Greenback," the recent conviction of Texas millionaire Rex Cauble has resulted in the forfeiture of \$25 million; the "Operation Sunburn" continuing criminal enterprise and RICO convictions have produced approximately \$7 million in forfeitures, with an additional \$2-3 million expected when two fugitives in the case are apprehended; "Operation Gateway" in the Southern District of Illinois continued into 1981 and produced over \$3½ million in forfeitures and \$100,000 in fines; and the convictions in the Garrett case in North Florida produced approximately \$500,000 in forfeitures.

DRUG ENFORCEMENT ADMINISTRATION

SUMMARY OF ACCOMPLISHMENTS IN REDUCING DRUG ABUSE AND DRUG TRAFFICKING

January 1981 through June 1982

The Drug Enforcement Administration (DEA) enforces the controlled substances laws of the United States. This responsibility involves the investigation of major interstate and international drug traffickers, coordination of enforcement efforts with other Federal agencies and foreign, state and local authorities, and combatting the diversion of licit controlled substances through the regulation of their manufacture and distribution.

DEA conducted a high-impact enforcement strategy during 1981 which included immobilizing major traffickers and the seizure of the assets of their organizations, increased cooperative enforcement operations, and enhanced source country drug programs. This effort was highlighted by numerous special enforcement operations. Operation Grouper was a highly successful cooperative enforcement effort of the DEA, the U.S. Customs Service, the U.S. Coast Guard and Florida state and local agencies which severely disrupted maritime drug trafficking in the South Florida area and resulted in 127 arrests, 45 of which were high-level violators. Another special operation, Operation Tiburon, was conducted in three phases and resulted in the seizure of 70 vessels and more than 840,000 pounds of marihuana. A notable special operation was CENTAC 25, which was concluded in May 1982. This was a concentrated conspiratorial investigation designed to immobilize a major Southwest Asian heroin organization linked to organized crime. There were 76 arrests in the United States, 66 of them Class I and II violators, and 57 arrests by cooperating police in foreign countries including 37 high-level violators. Removals of high-grade heroin totaled 110 pounds.

In March 1982, DEA joined the Florida Joint Task Group of the Vice President's Task Force on Crime in Florida, with a commitment of 65 Agents, four Intelligence Analysts, and seven support personnel. Working together with the U.S. Customs Service, the Task Group has targeted the flow of marihuana, cocaine and methaqualone through Florida. In the past three months, there have been 309 arrests, the seizure of \$4.7 million in assets - including 45 vessels - and the removal of over 900 pounds of cocaine, more than 617,000 pounds of marihuana, and 77,000 dosage units of methaqualone.

The domestic enforcement program arrested 12,876 violators in 1981, the largest yearly total since 1977, and half were defendants in Class I and II cases.

Asset seizure and forfeiture efforts were increased through the establishment of Drug Removal Coordination Units to identify assets for potential forfeiture and assist joint prosecutions by DEA with the Internal Revenue Service, the FBI and the U.S. Customs Service. The value of assets removed by DEA's asset seizure program increased from \$94 million during FY-80 to \$161 million in FY-81. Total assets seized in the first seven months of FY-82 were valued at \$84.7, up from \$68.6 million during the same period of FY-81.

The DEA/Customs Integrated Airport Program resulted in a 128 percent increase in heroin and cocaine seizures at program airports, and was expanded throughout the United States as the Integrated Border Enforcement Program.

There were accomplishments in international programs in heroin source and transshipment countries. Pakistan established a criminal intelligence unit to complement their enforcement efforts, narcotics task forces were established by enforcement authorities in Austria and Italy, a joint DEA/French Central Narcotics Office investigation resulted in the seizure of a heroin conversion laboratory north of Marseille in July 1981, Mexico maintained its commitment to the opium crop eradication program, and the Royal Malaysian Police expanded their operations into Penang and North Malaysia, a major transshipment area.

International diversion control efforts saw the implementation of temporary export controls on methaqualone by the Federal Republic of Germany during the last half of 1981, which were replaced by permanent legislation which took effect January 1, 1982. Hungary, another source of methaqualone for export, ceased production of the drug in 1981.

More recently, Austria curtailed methaqualone production and expects the drug to be under control shortly. Efforts to introduce controls on chemicals necessary to the manufacture of drugs of abuse were successful as Brazil placed controls on acetone and ethyl ether, which were smuggled into Bolivia for use in manufacture of cocaine hydrochloride. The Colombian police have initiated a similar Essential Chemicals Tracking Program to monitor chemicals used in the manufacture of cocaine.

Domestic diversion control efforts saw the implementation of the Targeted Registrant Investigation Program (TRIP). Through this program, the most serious registrant violators, who are involved in diversion, are identified for investigation each year. New criteria have been established for DEA's cyclic investigations of registrants to concentrate efforts against "high-risk" registrants, with less extensive investigations for firms which have historically complied with regulations or are not vulnerable to diversion. These new procedures have resulted in increased resources available for TRIP.

In addition to diplomatic and regulatory initiatives, DEA has developed a Drug and Chemical Watch Manual to provide basic technical and investigative guidance to assist customs agencies worldwide in identifying international shipments of pharmaceuticals and chemicals destined for the illicit drug market.

Recently, indictments have been obtained under complex conspiracy laws for both the financiers and clinic operators of the so-called "stress clinics," which are actually fronts for the diversion of methaqualone.

Increased intelligence resources assigned to South Florida verified the suspected link between drug trafficking in the area and increasing rates of violent crime, with about one-third of the homicides investigated by the Metro-Dade County Police in the past two years apparently being drug-related. These resources continue to support the Florida Joint Task Group and have contributed significant amounts of financial intelligence.

The El Paso Intelligence Center (EPIC) is a cooperative effort of Federal and state enforcement agencies concerned with the timely exchange of information about drug trafficking and intelligence between the participating agencies. The IRS became the eighth permanent Federal agency represented at EPIC, and 45 states now participate in the program - a gain of four during 1981.

DEA's training program relocated to the Federal Law Enforcement Training Center (FLETC) at Glynco, Georgia during 1981. Use of the training resources of other agencies at FLETC enabled DEA to reduce the number of personnel and continue to provide training to state, local and foreign enforcement officials. A total of 5,202 state, local and Federal employees were trained during FY-81, as well as 1,266 foreign officials worldwide.

Structurally, the reporting relationship for DEA has been changed to give the Director of the FBI general supervision over drug law enforcement. This will achieve a significantly higher degree of coordination and effectiveness in our efforts. The DEA has also been reorganized to centralize management for improved efficiency. Overall, these efforts will bolster the results that can be achieved from our limited resources. Since 1976, almost 1,000 DEA and FBI Special Agents--about 9 percent of the agent work force which could now be available for drug enforcement--have been lost through the budget process.

The FBI has been given concurrent jurisdictional powers to conduct drug investigations, adding a new dimension to investigations targeted at organizations engaged in a wide range of criminal activity.

There has been a dramatic increase in the number of cooperative drug cases investigated jointly by the DEA and FBI. In July 1981, there were 12 joint cases; approximately one year later there are over 180 active joint investigations. The FBI is now conducting approximately 180 drug-related investigations. Additionally, the FBI has provided support for monitoring Title III electronic surveillances, which is a very manpower-intensive operation. By way of comparison, in the first five months of 1981, DEA utilized the electronic surveillance technique in only 14 instances, whereas in the first five months of 1982, DEA has used Title III's in 32 cases.

Also, the DEA has been working with DOJ and Congress to develop legislative remedies to certain detrimental situations. Legislation has been introduced to strengthen Federal bail and sentencing provisions and amend the Freedom of Information and Privacy Acts and the Tax Reform Act of 1976 which makes drug related financial investigations unreasonably difficult.

During the first session of the 97th Congress, two major proposals were enacted. The Foreign Assistance Act prohibition against foreign aid for the use of herbicidal eradication of marihuana was repealed, demonstrating to source nation counterparts that the United States is committed to eradication and control of the drugs at the source. To facilitate meaningful Federal involvement in foreign and domestic herbicidal eradication programs, some regulations need to be modified. Legislation to provide for the Federal forfeiture of the land upon which the marihuana is produced is being explored.

Significantly, a statutory exception has been provided to the restrictions on military assistance to civilian law enforcement as codified in the Posse Comitatus Act. The Department of Justice with representation from the Federal enforcement community, and the defense establishment have developed a mechanism to involve military resources. The best demonstration of the effectiveness of military assistance has been in the Vice President's Florida Task Force effort.

The Federal Government has been supporting the state and local effort to control the proliferation of drug paraphernalia outlets by providing counsel and model legislation drafted by DEA. Two Supreme Court actions in March 1982 have affirmed the constitutionality of state statutes based on the Model Drug Paraphernalia Act.

FEDERAL BUREAU OF INVESTIGATION

SUMMARY OF ACCOMPLISHMENTS IN
REDUCING DRUG TRAFFICKING
January 1981 through June 1982

Brief Statement of the FBI's Role
in Combatting Drug Trafficking

Prior to January 28, 1982, when the Attorney General issued an order delegating to the FBI concurrent jurisdiction with the Drug Enforcement Administration (DEA) over violations of the Controlled Substances Act (Title 21, United States Code), this Bureau's role was a limited one of providing intelligence to DEA and state and local law enforcement agencies; participating in several formal and ad hoc Task Forces with DEA; and conducting investigations of subjects for narcotics violations when such information developed in conjunction with ongoing FBI investigations.

When concurrent jurisdiction over Title 21 investigations was delegated to the FBI, DEA was placed under the general supervision of the FBI Director. The delegation of jurisdiction was ordered for the purpose of supplementing the drug enforcement efforts of DEA by bringing a portion of the FBI's manpower and resources to bear against the enormous drug trafficking problem which exists today. The Attorney General has directed that FBI expertise in such areas as organized crime, white collar crime and public corruption investigations be employed in drug trafficking cases. Sophisticated techniques, such as Title III electronic surveillance, tracing of financial flow, undercover operations and seizure of assets are being utilized by the FBI with a view toward effectively dismantling major narcotics trafficking organizations.

The FBI is emphasizing the concentration of its resources against traditional organized crime (La Cosa Nostra (LCN)) and non-traditional organized crime groups (outlaw motorcycle gangs, prison-spawned gangs and ethnic/racial organized crime groups), many of which have been determined to derive much of their ill-gotten revenue from narcotics trafficking. The FBI is also placing strong investigative emphasis on other drug dealers/organizations/cartels if they are determined to be of major significance in a particular geographical region.

Many of these investigations are being conducted jointly with DEA and many employ a multi-jurisdictional approach against documented drug violators in order to obtain not only evidence of narcotics-related crimes, but also evidence of other crimes. This is of particular value in our efforts to immobilize illicit drug organizations through the use of the Racketeer Influenced and

Corrupt Organizations (RICO) Statute, under Title 18, United States Code.

The FBI is also now playing a larger role in the drug enforcement effort through an even greater sharing of intelligence information with DEA, and is continuing to make available to DEA and state and local law enforcement the services of our Laboratory and Identification Divisions in connection with non-drug evidence pertinent to narcotics investigations. Further, the FBI is assisting DEA by investigating and apprehending significant DEA fugitives who are U.S. citizens and believed to be residing in the United States.

The FBI is now unequivocally committed, in cooperation with DEA, to aggressively attacking narcotics trafficking through a variety of techniques and investigative operations, in accordance with the goals of the present administration to reduce drug abuse by reducing the supply of drugs.

Major Initiatives/Accomplishments

The FBI has initiated and/or culminated a number of significant investigations involving narcotics violations, as indicated in the following examples:

1) A case code named "Bancoshares" was an investigation initiated by our Miami Division predicated upon information that a Miami bank was handling large volumes of currency believed to be proceeds from narcotics transactions. The case developed into a very significant and successful investigation into the "laundering" of currency by members of seven targeted narcotics networks. Illicit funds "laundered" during this operation totaled 178 million dollars. The covert phase was concluded in August 1981 with the indictments of sixty-six (66) subjects and the seizure of millions of dollars in assets which included six million dollars cash, eleven million dollars in bank accounts and a ranch valued at approximately four million dollars. To date, nine subjects have been convicted and four have pled guilty.

2) Another major investigation conducted by our Miami Office targeted a number of individuals who were considered to be part of one of the largest and most sophisticated marijuana smuggling operations in Florida. The case culminated during 1981 with the seizure of 20 tons of marijuana and a 70 foot vessel with a total recovery of 12 million dollars. During February 1982, seventy (70) subjects were indicted on various Title 21 and Title 18 charges. Property valued at approximately 2.5 million dollars was seized and a restraining order was issued with regard to four million dollars worth of other property. Ten subjects have been found guilty to date.

3) "Limestone" is another example of positive accomplishments. It was an undercover operation of the Philadelphia FBI Office, conducted jointly with DEA and the Philadelphia Police Department, which targeted a group of individuals involved in distributing phenyl-2-propanone (P2P), the main precursor chemical for the manufacture of methamphetamines. Covert investigation was terminated during August 1981, and, in January 1982, indictments were returned charging a Philadelphia LCN member and thirty-seven (37) other subjects with violation of Federal narcotics laws. Three hundred eighty-three thousand dollars (\$383,000) in cash, \$280,000 worth of methamphetamine and enough P2P to have manufactured 8.5 million dollars worth of methamphetamine has been seized. The investigation also prevented 600 gallons of P2P (potentially worth 49 million dollars, if converted to methamphetamine) from being delivered.

4) In May 1981, because of the heavy involvement of Outlaw Motorcycle Gangs in narcotics trafficking, especially the manufacture and distribution of methamphetamines, and in violent types of crime, the FBI initiated a new program to target the organized criminal activities of the most offensive of these gangs. A large number of cases have been instituted under this new program. Excellent results have already been achieved and, during 1982, it is anticipated that the FBI will have a particularly large impact in this area.

5) From the outgrowth of previous investigations involving corrupt activities on the part of local law enforcement officials in Appling County, Georgia, in January, 1981, a joint investigation was conducted by the FBI, Georgia Bureau of Investigation (GBI), the Drug Enforcement Administration (DEA) and the Internal Revenue Service (IRS). Corrupt law enforcement officials in Appling County were involved in a racketeering enterprise consisting of ITSP, state bribery, Hobbs Act, Obstruction of Justice, arson and drug smuggling. This investigation resulted in the arrest and RICO indictment on August 28, 1981, of 18 individuals including five former state and county law enforcement officials.

On January 22, 1982, 11 defendants in this case received a total of 259 years in sentences, which must be served, and fines totaling \$1,910,000.00. Four other subjects have entered guilty pleas and are awaiting sentencing and three subjects are awaiting trial.

Brief Statistical Summary

As of June 1982, the number of cases being managed under the FBI's new Narcotics Program has grown to a total of 797. Of that number, 180 are investigations being conducted jointly with DEA. These numbers do not include a potentially large number of other cases being handled by the FBI under other investigative programs involving other FBI jurisdictions, but in which illegal narcotics activities are some portion of the investigative considerations.

Twenty-five (25) narcotics Title III electronic surveillances have been conducted since October 1981. Some of these are still underway and thirteen of them involve joint FBI/DEA investigations. As of June 1982, the FBI was also engaged in twenty-seven narcotics-related undercover operations.

From July 1, 1981 through April 1, 1982, there were 419 indictments returned in FBI narcotics-related cases and 121 subjects in narcotics-related cases were convicted.

It is also noted that FBI resources reallocated for this commitment toward narcotics-related investigations have continued to grow steadily - from approximately \$3.4 million during Fiscal Year 1979 to approximately \$17.8 million during Fiscal Year 1983.

U.S. CUSTOMS SERVICE

SUMMARY OF ACCOMPLISHMENTS IN REDUCING DRUG TRAFFICKING

January 1981 through June 1982

The U.S. Customs Service has the primary border enforcement role to reduce the flow of illicit narcotics into the United States. To augment normal inspectional, interdiction, and investigative enforcement efforts, the U.S. Customs Service has established special operations and programs with emphasis on the financial structure which supports narcotic trafficking and the flow of illegal profits therefrom, offered legislative initiatives, and expanded international cooperation.

Programs and Operations

Customs Special Enforcement Teams, comprised mainly of inspectors, are operating at 27 different locations. These teams use specialized selectivity techniques and on-site intelligence and trend patterns to target high risk arriving cargo and passengers for intensified enforcement attention.

The Canine Enforcement Program has 90 officer/dog teams active at 28 ports and has 73 percent of the resources devoted to airports and seaports and 27 percent devoted to land border entry stations. These teams also are frequently called upon to assist other Federal, state and local narcotics enforcement efforts.

Operation HORSE was a special enforcement operation targeted at narcotics smuggling conducted in 13 locations over the period February 28, 1982, through May 1982. It was designed to employ blitz tactics and techniques not routinely used by task forces of Customs inspectors, patrol officers and special agents at each location for a period of 1-2 weeks.

Operation GREENBACK is a multiagency financial task force comprised of special agents and intelligence analysts representing U.S. Customs, IRS, and DEA operating under the auspices of the Department of Justice and the U.S. Attorney. It utilizes the intelligence resources of each respective agency, and specifically, the financial information made available by the Bank Secrecy Act, to target and disrupt narcotic trafficking organizations through analysis of their currency movement and subsequent arrest of violators and forfeiture of their assets. From fiscal year 1981, to date, Operation GREENBACK has resulted in the indictment of 23 criminal organizations including 89 individuals. Fifty-nine individuals have been arrested and \$18,814,492 in U.S. currency has been seized. Property consisting of airplanes, vehicles and vessels valued at \$2,028,870 has also been seized. The Government has collected \$1,650,000 in bail bond forfeiture and has instituted Jeopardy Tax Assessments amounting to \$106,000,000.

On January 11, 1982, the Financial Law Enforcement Center (FLEC) was established within U.S. Customs to examine the financial characteristics of the criminal markets including the illicit drug market. The Center assists in the development of a law enforcement strategy that will exploit the vulnerability of criminal and civil sanctions. Customs intends to enhance the effectiveness of the Center by expanding its resources and intelligence data bases and through actively soliciting the participation of other Federal agencies.

On January 28, 1982, the President established a joint task force to control the "rampant crime and epidemic drug smuggling" that has created a number of serious problems for the State of Florida. In response to the President's wishes, the U.S. Customs Service, in cooperation with DEA as the lead agency, formed an investigative task force to apprehend major narcotic traffickers. Customs has committed 173 special agents, patrol officers, and clerical personnel to this operation. The operation which began in March 1982, is scheduled to run through at least September 1982.

Further, Customs has permanently shifted 110 patrol officers to the southeastern United States to meet the increased narcotics threat in that area. Additionally, a regional and national realignment of assets is underway, to provide additional emphasis to Customs mission and function. The result is the formation of a new national Office of Inspection and Control and an Office of Enforcement which will be paralleled in a field structure that is being reduced from nine to seven regions. This structure will tighten control, reduce redundancy, and foster economy of operations.

On May 1, 1982, EL DORADO financial task forces, which are modeled after the GREENBACK task force, became operational in Los Angeles and New York. To date, the Los Angeles and New York task forces, utilizing multiagency investigative participation and prosecutorial support provided by the local U.S. Attorney, are involved in major narcotic trafficking investigations. U.S. Customs special agents are participating in over 20 other financial task forces throughout the country. Agents assigned to these multiagency groups primarily conduct currency and financial investigations aimed at major narcotic traffickers. U.S. Customs unique dual position as the Federal Government's repository of Bank Secrecy Act financial data and protectors of our nation's borders makes our participation in these groups vital to their mission. During fiscal year 1983 Customs plans to expand both the number and level of support to these task forces through the use of FLEC.

In 1980, Customs evaluated its air operations and developed a formalized strategy (a "module" concept, using resources in conformance with established tactics and modes of operation) which was tested during a 5-month period in 1980-1981. The first "module"

is now permanently in place in Florida. The Air Program has a staff of 158 (including 66 pilots and 60 air officers) deployed at eight Air Branches in the southern United States. Assigned to these Air Branches are 58 operational aircraft.

PINPOINT is a special operation in which sophisticated electronic equipment is used to monitor high frequency (HF) voice communications of smugglers during their approach to the United States. Other "direction-finding" equipment is also being utilized to determine locations and routes of smugglers. These efforts have resulted in significant seizures and arrests as well as accumulation of valuable information concerning large smuggling conspiracies.

Cooperation with the Department of Defense (DOD) has increased significantly over the past year. DOD participation in Customs Operations THUNDERBOLT and FLORIDA has clearly shown that military resources, when used in conjunction with our air "module" concept, can make a substantial contribution in detecting smugglers. The Navy's E-2C radar aircraft were used in THUNDERBOLT and FLORIDA to detect intruders.

During the last 18 months, Customs has aggressively pursued acquisition of new equipment through "exchange/sale" provision of Federal procurement procedures. To date, Customs has acquired 4 new vessels valued at \$500,000 and will soon use this method to acquire new aircraft.

Customs actively supports the publication of educational material depicting the harmful effects of drug use and the misfortunes that accrue from addiction. Further, Operation FIRST IMPRESSION has been instituted to simplify documentation for passengers and insure that they are fully aware of the law regarding prohibited substances, etc.

Legislative Initiatives

On December 1, 1981, as part of the Department of Defense Authorization Act, several provisions were enacted relative to Posse Comitatus which now authorize the various components of the DOD to assist the domestic drug enforcement agencies. In particular, sophisticated military equipment can now be used to search for and track vessels and aircraft suspected of carrying narcotics. This legislation will aid the drug enforcement effort as we will now have a greater opportunity to detect suspect shipments in sufficient time to interdict that shipment.

The Currency and Foreign Transactions Reporting Act, 31 U.S.C. 1101-1105, requires anyone who is transporting more than \$5,000 into or out of the United States to file a report for each transportation. The Act presently requires that any search for currency

be conducted only when there is probable cause to believe that the reporting requirements have not been complied with. We believe that Customs officers should be able to search for currency at the border under present border search standards, i.e., when there is a reasonable cause to suspect that an individual may be transporting unreported currency. Such a change would increase the opportunity for Customs officers to detect currency reporting violations.

Under present law, an individual stopped by Customs and found to have unreported currency could simply change his mind about leaving the United States at that time and possibly avoid the requirement to file a report. By including an "attempt" provision, we will be able to stop this process.

The third issue concerns the authority to pay informants for currency information. The present proposals would authorize informer's awards of 25 percent of the net total recovery to the United States resulting from a violation of the currency reporting laws but not to exceed \$250,000. This proposal would encourage those who have specific information concerning unreported currency shipments to come forward.

Customs is preparing an omnibus enforcement bill which would, in part, revise the Customs forfeiture laws so that any conveyance transporting controlled substances could be summarily forfeited thereby reducing the costs to the Government of maintaining the conveyance and concomitantly limit the depreciation of the conveyance at the time of sale, if the forfeiture is obtained.

The proposal would also clearly establish Customs officers' authority to make arrests for drug violations and expand Customs administrative subpoena authority to reach any record which may be relevant to a Customs investigation.

International Cooperation

The U.S. Customs Service, under the auspices of the Department of State, Bureau of International Narcotics Matters, conducts narcotic interdiction training courses, conferences, and special enforcement programs for foreign governments. These activities take place both in the United States and in the various source and transit countries of Europe, the Caribbean Basin, Latin America, and Southwest and Southeast Asia. Since January 1, 1981, U.S. Customs has provided training and advisory assistance to 769 foreign enforcement officers from 41 countries.

In February 1981, Special Contraband and Narcotics Interdiction Team (SCANIT) training was conducted in Thailand primarily for use at Don Muang International Airport. Narcotics seizures at that location have improved including a 2.4 pound heroin seizure in

May 1982. In May 1981, Narcotic Detector Dog Administrator Programs training was conducted for representatives of Peru, the Philippines, Japan and Korea to enable them to develop their own programs, and in June 1981, four additional Detector Dog Handler Teams for the Government of Singapore were trained. Other significant events included the January 1982 training of Yugoslavian officers and the first ever offering of a basic enforcement course in Budapest, Hungary, in May 1982.

Customs has been actively involved in negotiations to have the United States accede to the Nairobi Convention of the Customs Cooperation Council (CCC) and has participated in other CCC projects to promote the exchange of information relative to narcotic substances and violators.

INTERNAL REVENUE SERVICE

SUMMARY OF ACCOMPLISHMENTS IN
REDUCING DRUG TRAFFICKING

January 1981 through June 1982

The Internal Revenue Service is committed to devoting substantial resources to the investigation of narcotics trafficking, not only because of the significant amount of unreported income involved, but also to maintain public confidence in their perception that the tax laws are administered equitably.

The Service's High-Level Drug Leaders Project (HLDL) focuses on upper echelon drug traffickers and/or financiers who commit tax violations. In addition to the income tax provisions, the Service is actively involved in Title 31 investigations involving currency violations (Bank Secrecy Act). These investigations include money laundering specialists and corrupt bank officials who are laundering millions of dollars in drug proceeds through banks and other financial institutions. These investigative efforts are in cooperation with U.S. Customs Service, the Drug Enforcement Administration (DEA), and the Department of Justice.

In July 1976, the IRS entered into a Memorandum of Understanding with the DEA which set forth the roles of the agencies in a joint cooperative effort to identify and investigate high-level narcotics targets. In July 1980, this agreement was modified in order to promote a better relationship between the two agencies. The need to cooperate by sharing information, as allowed by law, and to conduct joint criminal investigations was stressed to the respective field personnel. The Memorandum also reaffirmed a joint commitment for an effective effort by both agencies against major narcotics traffickers who also violate the tax laws.

The current emphasis the Service places on joint IRS/DEA investigations has prompted the need for further change of this agreement. Procedural modifications are presently under consideration by both agencies. It is expected that these changes will further promote effective and efficient tax enforcement on narcotics violators.

To further enhance the spirit of cooperation among the other Federal law enforcement agencies involved with combatting the narcotics epidemic, IRS has initiated a Memorandum of Understanding with the Federal Bureau of Investigation (FBI).

The draft agreement is currently under review by the FBI. This Memorandum of Understanding specifically addresses the identification and prosecution of money-laundering specialists. When implemented, this agreement should enable the agencies to coordinate their investigative activities, share information when not precluded by statute, and to avoid duplication of efforts.

Our inventory of narcotics cases under criminal investigation has continued to increase from 300 cases at the close of the FY 1979 to 862 cases as of April 1982. The number of investigations resulting in prosecution recommendations also has increased substantially from 49 in FY 1980 to 170 in FY 1981. For FY 1982, through April, 173 prosecution cases have been completed. In the civil area, the number of examinations in inventory increased from 2,102 at the close of FY 1980 to 2,559 as of April 1982. The Service's Criminal Investigation Division has more than doubled its expenditure of resources for narcotics investigations, from 232 staff-years in FY 1980 to over 500 staff-years in FY 1981, and through April 1982 we have expended 314 special agent staff-years which projects to 538 staff-years for the entire fiscal year.

During FY 1981, taxes totalling \$114.2 million were assessed as a result of our narcotics traffickers program. During the first six months of FY 1982, \$96.5 million has been assessed.

The currency reports, generated as a result of the Bank Secrecy Act reporting requirements, are being used to help identify and convict narcotics traffickers on tax charges in all parts of the country. The reports help identify bank accounts and specific transactions which are needed to complete the financial investigations. Also by identifying bank accounts, any ultimate seizures of assets can, at times, be enhanced.

The most significant single law enforcement effort developed to date from the Bank Secrecy Act reporting requirements has been "Operation Greenback". The Service currently has 24 Special Agent criminal investigators assigned to the project and an additional seven Revenue Agents are assigned to assist in grand jury investigations. Through April 1982, of the 135 cases authorized by Treasury, the Jacksonville Florida District has initiated 125 criminal investigations which resulted in 48 indictments. These cases primarily involved the laundering of illegally generated profits, substantially from narcotics trafficking. The substantive violations in most cases are Title 31 and related offenses, i.e., conspiracy.

It should be noted that of the 862 narcotics program cases in inventory nationwide, 413 are being investigated in conjunction with Federal grand jury proceedings. Most of the 413 grand jury cases are being conducted jointly with DEA and/or Customs. DEA and Customs investigate narcotics aspects; IRS pursues tax violations. By combining the two areas of expertise, evidence of the source of funds can be coupled with the accumulation of assets, thus improving the chances for successful prosecution.

In FY 1981, 50 individuals in our narcotics project were convicted on tax and other related charges. Thirty-nine were sentenced, resulting in 74% (29) receiving prison sentences totalling 1397 months in prison. This converts to an average of 35 months in prison. For the first seven months of FY 1982, 44 individuals were convicted and 53 received sentences averaging 66 months in prison. In addition, \$1,149,000 in fines were ordered by the courts, which averages \$21,679 per individual.

Many high-level narcotics traffickers or financiers are in reality immune from prosecution of their substantive illegal activities because of the level of insulation they maintain. The IRS through its investigation of tax and currency violations is helping to fill that void.

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS

SUMMARY OF ACCOMPLISHMENTS IN
REDUCING DRUG TRAFFICKING

January 1981 Through June 1982

The Bureau of Alcohol, Tobacco and Firearms, in recognition of the overlap between illegal narcotics and firearms activities, has implemented a strong and viable program to identify, investigate and prosecute narcotics traffickers who also violate laws under our jurisdiction. In 1979, ATF and DEA entered into an agreement to impact on narcotics traffickers through the selective application of the Federal firearms and explosives laws against major narcotics dealers. The collection and sharing of information is the focus of this cooperative venture. Initially DEA furnished ATF with almost 5,000 names of the most dangerous and prolific (class I) narcotics traffickers. These names were entered into the Treasury Enforcement Communications System (TECS) and were referred to field offices for preliminary investigation.

In 1981, ATF and DEA agreed to expand this project to include second level (class II) violators. An additional 3,000 suspects have been entered into TECS. This information is proving to be invaluable to investigating special agents. Immediately upon receipt of information that a subject is violating laws under this Bureau's jurisdiction, the agent can query TECS and learn if the subject is a DEA class I or II violator. If so, a joint investigation, combining the resources and expertise of both agencies, is then initiated. In addition, these 8,000 names have been distributed to the field offices where these subjects reside. Agents can target these narcotics violators for intensive investigation. It has been repeatedly proven that narcotics traffickers who have long insulated themselves from prosecution for narcotics offenses are increasingly vulnerable to prosecution on Federal firearms charges. A significant number of narcotics traffickers are convicted felons, or otherwise statutorily prohibited from possessing firearms. Prosecuting such violations is an excellent method of combatting the activities of major narcotics traffickers. In FY81 ATF recommended 465 narcotics violators for prosecution on Federal firearms laws.

In March 1982, ATF became part of a joint effort to curtail crime and violence in southern Florida. Florida has become the major point for the transshipment of narcotics into the United States from Colombia and other Latin American countries. This rapid growth in narcotics trafficking has been accompanied by a startling increase in the incidence of illegal firearms trafficking and misuse. There has been a widespread proliferation of automatic weapons and of silencer-equipped firearms in southern Florida within the past 3 years. Of particular concern to law enforcement has been the growing

Southern Florida within the past three years. Of particular concern to law enforcement has been the growing number of firearms converted from semi-automatic to fully automatic which have been used in crimes and have been recovered through seizures of undercover purchases. ATF investigations are also uncovering evidence that these narcotic dealers are becoming traffickers in automatic weapons. In addition, ATF has learned that South Florida is a major point for the illicit export of firearms to countries where there is major narcotics activity or political unrest. The practice of trading narcotics for firearms is common both domestically and internationally.

This Bureau has developed a three part plan to compliment the activities of other Federal, State and local law enforcement agencies in Southern Florida. This plan has the following goals:

- To reduce firearms trafficking in Southern Florida.
- To reduce trafficking in machineguns, silencers and other gangster type weapons by organized criminal groups and terrorist/ extremist groups.
- To attack major narcotics violators who use or traffic in firearms to support and protect their illegal narcotics activities.

This three phase approach requires the assignment of additional experienced ATF special agents to South Florida. A few supervisory agents have been in the Miami area for approximately two months. However, the full complement of agents needed to make a significant impact on violent crime has not yet been directed to report due to budgetary restrictions.

We are continuing to provide intelligence and investigative support to all narcotics enforcement agencies through our national Firearms Tracing Center and through the providing of undercover support such as special agents, equipment, investigative props, etc. as appropriate. For example, in calendar year 1981, 2,855 firearms that were involved in narcotics investigations were traced by ATF. From January 1 through April 30, 1982, 1,210 firearms falling under this category were traced. We are attempting to increase the awareness of the capabilities of this tracing Center to law enforcement agencies with emphasis on the importance of traces of firearms recovered from narcotics traffickers.

The Bureau of Alcohol, Tobacco and Firearms is committed to fight the war against illicit narcotics with whatever resources and expertise that are necessary.

U. S. COAST GUARD

SUMMARY OF ACCOMPLISHMENTS IN REDUCING DRUG TRAFFICKING JANUARY 1981 TO JUNE 1982

The Coast Guard has been deeply involved in developing and implementing tactical and strategic programs to prosecute the maritime war against drug smuggling. The Presidential tasking to dedicate resources full time to the interdiction of Haitian Migrants has not had an adverse impact on our drug interdiction mission, as cutters dedicated to migrant interdiction have seized nine drug carrying vessels since the beginning of that program in October 1981, and, in part block the Windward Passage to drug vessels entering from the Caribbean. Coast Guard accomplishments can be divided into four major topics - international efforts, intelligence efforts, interdiction programs and related side issues.

INTERNATIONAL EFFORTS

Dealing with or through the Department of State, the Coast Guard has been active internationally in increasing the effectiveness of maritime interdiction programs. Cooperation with Panama, Venezuela and Honduras remains good, with those countries authorizing the Coast Guard to take law enforcement action on vessels of their flag suspected of carrying contraband. A significant development in inter-country relations vis-a-vis drug interdiction at sea has occurred with Colombia. Recent cooperative efforts by Colombia to halt the flow of drugs has included a reversal of their previous position not to allow the U.S. Coast Guard to take law enforcement action on their behalf. This change became manifest in the seizure of the fishing vessel CONE by CGC DECISIVE where even the use of disabling fire was authorized by the Government of Colombia.

A major achievement in November, 1981, was an agreement by exchange of notes to strengthen Anglo/American cooperation against drug trafficking. The concept was sponsored by the Coast Guard, and the Coast Guard Liaison Officer to the Department of State was a principal negotiator. Under the terms of the new Agreement, the Coast Guard may board in the Gulf of Mexico, Caribbean Sea, and in the area of up to 150 miles off the Atlantic Coast of the United States, private vessels flying the British flag in instances where they reasonably believe that the vessel has on board a cargo of drugs for importation into the United States in violation of United States laws. Thereafter, if the Coast Guard still considers that a narcotics offense is being committed they are empowered to search the vessel. If the search reveals such a cargo, the Coast Guard may seize the vessel and take it to a United States port. To date there have been six seizures under this agreement.

The Haitian migrant interdiction program has also provided the Coast Guard a unique opportunity to increase international efforts to halt drug smuggling. The Coast Guard has instituted a program assisting the Haitian Navy in repairing its vessels, many of which were inoperable. All vessels are now repaired or near completion, and the Haitian Navy is conducting drug interdiction patrols along their coast and in the Windward Passage. The Coast Guard continues to support the Haitian Navy by assisting in additional repairs, routine maintenance, refueling from Coast Guard cutters, and operational training. The program is funded through the Department of State.

The Coast Guard submitted a resolution through the Department of State to the U.N. Commission on Narcotic Drugs designed to encourage adoption of measures to prevent false registry claims by vessels on the high seas, allow rapid verification of vessel registry claims, and facilitate assertion of criminal sanctions against those individuals engaged in drug trafficking while aboard a flag state registered vessel.

The Coast Guard is providing assistance to the Lesser Antilles in establishing a communications link between the many island nations to promote inter-island cooperation for, among other things, drug interdiction. Additionally, the Coast Guard sponsored Inter-American Maritime Intelligence Network (IAMIN) is in operation linking the United States Coast Guard with nine Latin and South American Coast Guards/Navys.

INTELLIGENCE EFFORTS

Prior to the 1980's virtually all intelligence gathered externally to the United States was strategically motivated and of little tactical use in the drug war at sea. Out of necessity the Coast Guard began instituting a variety of programs designed to increase the effectiveness of our interdiction program. While many of the programs are classified, the Coast Guard has, with the concurrence of DEA and Customs, become the primary focal point and coordinator for all intelligence requests targeting the marine environment and has for the past four years been interfacing with appropriate agencies for the use of national sensors in gathering tactical intelligence.

The Coast Guard has taken the lead in coordinating DOD involvement in intelligence gathering for drug interdiction within the marine environment, including the Navy high interest vessel sighting program (negotiated with the Navy in 1978). Since that time we have conducted joint intelligence gathering operations with the Navy involving E-2 aircraft, and early in 1981 made three seizures based on sightings by Navy vessels. Under the strong push for DOD involvement shown by the clarification to the posse comitatus statute and directed by the Vice-President, the sighting program has increased dramatically within the past few months. In support of this a video tape briefing on the program has been produced by the Coast Guard for distribution Navy-wide as a training aid.

The Coast Guard instituted a photographic intelligence program with law enforcement agencies and the DOD. Film of suspect vessels is forwarded to the Coast Guard, developed, and distributed to Coast Guard vessels and other interested parties including EPIC.

INTERDICTION ACTIVITY

Coast Guard drug seizures remained nearly constant in calendar year 1981 as compared to 1980, with a total of over 2.3 million pounds of marijuana, 40 pounds of cocaine, 34,500 pounds of hashish and almost 6 million doses of dangerous drugs (primarily methaqualone) seized. Additionally, the Coast Guard assisted other law enforcement officials in seizing over 500,000 pounds of marijuana and 96 pounds of cocaine. With the increased emphasis by the Vice President's Task Force on Crime in the Southeast United States (SEUS), the Coast Guard in less than six months of 1982 has already seized over 1.5 million pounds of marijuana.

Improvements in Coast Guard interdiction rates are attributable to several factors, but primarily the intelligence efforts detailed above. Additionally, the Coast Guard initiated the joint agency operations TIBERON (I, II, III) and TRAMPA/SOFACAR, and contributed greatly to DEA's Operation Grouper. We have also provided support to OpAntilles and OpBat as well as a large number of small scale local operations. These joint agency operations have increased interdiction effectiveness of all the federal forces involved by increasing the volume of information flow.

The Coast Guard has also made strides in improving the amount of time our units are able to remain on scene in strategic choke points, first via a Memorandum of Understanding (MOU) with the Navy at Guantanamo to hold vessels seized in the Windward Passage, and second by assisting the Navy to establish an oporder and obtain a DOD waiver to allow Navy vessels to tow or escort drug runners seized by the Coast Guard. Effectiveness will also be enhanced once the mechanisms are in place allowing the already established Coast Guard boarding teams to operate from Naval vessels.

The Coast Guard has tactically retained the initiative against smuggling vessels by staying with suspicious vessels until registry checks and permission to board are received, and by the use of disabling fire as necessary to halt fleeing vessels.

In September 1980 the Coast Guard drafted P.L. 96-350, a bill to redefine smuggling on the high seas and provide meaningful penalties, was adopted. Since its inception, through the end of 1981, the results have been encouraging as 83 percent of the Coast Guard seizure cases have been accepted for prosecution, and convictions have been achieved in 97 percent of those cases. This compares with only a 24 percent prosecution rate of which 80 percent resulted in convictions prior to the new law.

OTHER INITIATIVES

The Coast Guard has been able to increase the number of personnel attending our Maritime Law Enforcement School at Yorktown, Virginia. These increased numbers, coupled with increased personnel retention in the Coast Guard, have allowed us to retain a larger percentage of highly qualified law enforcement personnel, leading to an increased professionalism in law enforcement service-wide.

An increase in staff personnel for the Coast Guard's law enforcement program has allowed more in-depth program analysis which improves tactics and methodology, and will lead to streamlining of data systems. The work performed by these individuals has included the development of an interface between the EPIC computer and the Coast Guard's Operational Computer Center which provides real time access to Coast Guard generated intelligence data. Also, by using historic seizure data, validation of the capital assets required to achieve Coast Guard interdiction goals has been completed. This analysis also showed that when the Coast Guard was interdicting significant amounts of marijuana, other agencies were also doing well. This indicates that the information and intelligence flow from Coast Guard and other agency operations assists all agencies in their operations, and that there is a synergistic effect due to the interagency cooperation.

DEPARTMENT OF DEFENSE

SUMMARY OF ACCOMPLISHMENTS IN
REDUCING DRUG ABUSE AND DRUG TRAFFICKING

January 1981 through June 1982

- The Department of Defense efforts to reduce the use of opiates, barbiturates and amphetamines, with particular emphasis on European forces, produced impressive results during the 1978-1981 period. The following table reflects the success we had with the US Army, Europe program, but similar results were achieved worldwide.

LABORATORY POSITIVES/10,000 TESTS
IN US ARMY, EUROPE

<u>DRUGS</u>	<u>1978</u>	<u>1981</u>
Opiates	360	25
Amphetamines	100	50
Methaqualone	110	10

Source: Medical Perspective for Army Drug and Alcohol Abuse Prevention Program - 4th Qtr CY 1981, USAREUR Briefing

- Chemists at the Armed Forces Institute of Pathology developed a technique for confirming radioimmunoassay and enzyme assay tests for cannabis through gas chromatography in the Spring of 1981. The technique was tested and then made fully operational. This breakthrough has enabled the DoD to include cannabis testing in its urinalysis program and has provided commanders with a new tool to both detect and deter drug abuse. This achievement is particularly noteworthy since cannabis is the most widely used illicit drug in the military.

- The Pentagon Employee Referral Service (PERS) began operating in July of 1981. The PERS was created to assist supervisors and employees in achieving optimal job performance through resolution of presenting problems. Services include problem evaluation, referral to appropriate community treatment resources, monitoring employee progress, consultation with supervisors and appropriate education classes. As of 31 March 1982, after only nine months of operation, we have had 300 referrals. This program, which has received nationwide acclaim, is not only helping many civilian employees with problems, it is also a symbol of the Secretary's support for DoD civilian alcohol and drug abuse programs.
- In August 1981 DoD published an instruction on policy and procedures for rehabilitation and referral programs. The instruction addresses staff, program, and quality assurance for residential, non-residential, and referral services and is based on standards developed by the Joint Commission on the Accreditation of Hospitals.
- Based on the technological breakthrough in detecting cannabis and favorable court decisions that remove several legal constraints, in December 1981, the Deputy Secretary of Defense issued new policy governing the use of urinalysis results to reduce drug abuse. The new policy permits urine test results to be used to identify individuals for referral to counseling and rehabilitation and to take other administrative actions. In addition, urinalysis results based on probable cause, random inspections, and certain medical procedures may be used in disciplinary proceedings. Further guidance on the use of urinalysis concerning discharge characterizations was issued in a revised DoD directive on enlisted administrative separations. The four Military Departments have launched aggressive programs to implement the policy guidance from OSD. Commanders have been instructed to provide help to those drug abusers who want and seek help, but to take firm action against those who refuse to quit using illicit drugs and abusing alcohol. With the legal authority to use evidence properly collected during morale and welfare inspections, urine test results and inclusion of off-base offenses in the military justice system, members of the military now understand that illicit drug use will not be tolerated.
- In December 1981, the Congress amended the Posse Comitatus Act to permit greater DoD involvement with civilian law enforcement agencies in the suppression of drug trafficking. The Department has undertaken a number of

actions in cooperation with other Federal and State agencies. We have supported Operation Florida with Navy aerial surveillance missions aimed at detecting small, low-flying aircraft and directing U.S. Customs Service aircraft to an interception. Navy has also made available high frequency radio equipment in support of DEA operations. Coast Guard personnel routinely board Navy ships prior to their leaving port to brief Navy personnel on the characteristics of suspect vessels of interest to Coast Guard. Sightings of such vessels by Navy, in the course of routine Navy operations, are then reported to the Coast Guard. Arrangements are nearly complete for Navy to lend assistance in the towing back to port of vessels seized by the Coast Guard and the transportation of prisoners to enable Coast Guard assets to remain longer on station. We have approved a program of support by Navy's high frequency sensors that will enable Coast Guard assets to be used much more discriminately in the tracking of suspect vessels at sea. Navy is in the final stages of developing an agreement with the Coast Guard to embark Coast Guard personnel on Navy ships so that the Coast Guard may be in the best position to board suspect vessels when they are sighted in the course of routine Navy operations. The Army has made available a total of four AH-1G, Cobra helicopters to the Customs Service to aid in the interception of suspect aircraft. Customs Service pilots have completed training on the Cobra at the Army's school at Fort Rucker, Alabama. Army is also providing much of the maintenance support for the Cobras on loan to Customs and is about to loan two UH-1H helicopters to DEA in further support of their requirements. The Air Force has continued to make available information of use to civilian law enforcement agencies obtained through our NORAD capabilities in the Southeast. This arrangement includes the stationing of one Coast Guard official at our SEEK SKYHOOK radar facility in Cudjoe Key, Florida. Air Force has also participated in a test of the feasibility of certain reconnaissance assets incidental to their normal operations being used in support of the information needs of the enforcement agencies.

- In March 1982, DoD and USPS reached an agreement that makes the DoD responsible for mail security matters in the Military Postal System overseas. The agreement will permit DoD officials to inspect, search, and collect information concerning mail when consistent with the Fourth Amendment, the UCMJ, and the Manual for Courts-Martial. This new policy will enable the DoD to solve the problem of drug smuggling through the mails. Policy will be published during the summer of 1982 following the review of comments received from the 6 April publication of the agreement in the Federal Register.

- Three alcohol and drug abuse surveys were initiated in late 1981. DoD is conducting the first Department-wide survey of its civilian employees. Data on the prevalence and consequences of substance abuse will be collected during the Summer of 1982 with the results and analysis reported by late Fall. Through an interagency agreement with NIDA, we have arranged for DoD Dependent Schools high school seniors to be included in the annual high school survey. The survey report is due by the end of the year. The third survey is the second biennial survey of military personnel. The sampling plan and pilot phase of the survey have been completed. Data will be gathered from September through November with the final report due in the Spring of 1983. These data will not only provide information on prevalence and consequences of abuse, but will also provide trend data comparing the 1982 results with those of the first world-wide survey in 1980.
- A new media campaign was initiated in early 1981 against substance abuse. To date twelve radio and twelve television spots have been released. The 1981 campaign emphasized both the danger an abuser poses to the unit and the opportunities for help for those who truly want it. We are currently in the process of developing thirteen more spots. These will focus on four themes: the incompatibility of substance abuse with the military lifestyle, myths and facts about marijuana, new DoD policy on driving while intoxicated, and how to say no to drugs. We expect to release the new spots in early 1983.
- The DoD has undertaken an initiative to take a hard line against intoxicated drivers. This action is in concert with the efforts of the President's Commission on Drunk Driving, and is consistent with existing policies to reduce the effect of drug and alcohol abuse on combat readiness. The program will focus on: improved detection capability, increased educational efforts to raise awareness of the problem, and stiffer penalties. The program is currently being staffed with the Military Departments and will be implemented in September.

NATIONAL INSTITUTE ON DRUG ABUSE

SUMMARY OF ACCOMPLISHMENTS January 1981 - June 1982

Role and Function

The National Institute on Drug Abuse (NIDA) is the lead Federal agency for demand reduction. Its mission is to reduce the extent of drug abuse and the harmful health and social consequences associated with misuse.

The majority of the Institute's resources are now allocated to research (40 of 56 million in FY 82). NIDA studies the nature and extent of drug abuse and conducts basic and applied research into drugs, their effects on body and brain processes, and treatment and prevention techniques. Research findings and technical information on drug abuse are actively disseminated to the public, State and local agencies, private sector organizations, and international audiences. Additionally, NIDA provides technical assistance to organizations and communities in planning and carrying out drug abuse prevention programs.

Accomplishments

- ° DHHS Promotion and Disease Prevention Goals for 1990 aimed at reducing use of drugs (other than alcohol) by 12 to 17 year olds, to 1977 levels. This goal has not only been met, but exceeded 9 years early. 1981 data confirmed a three-year downturn from an all-time high in 1978 in use of marijuana, PCP, and cigarettes, and a levelling off in other drug categories (with the exception of stimulants). These decreases are, in part, attributable to prevention efforts initiated by the parent movement, businesses, and the media, and the Federal Government's active dissemination of research findings on drug use hazards.
- ° Documentation of the health hazards associated with marijuana. Recent studies show that marijuana (a) causes pulmonary pathology similar to cigarettes, and is possibly more carcinogenic than currently available cigarettes; (b) interferes with reproductive functions; (c) interferes with memory and learning and personality development; (d) interferes with driving and flying performance; and (e) causes birth defects and abnormalities. Since 1980, the level of funding for research on health hazards and consequences of marijuana use has been increased by nearly 100 percent.
- ° Increased support for the concerned parents movement. NIDA has supported the parents movement since its inception. Last year, four regional family workshops were convened by NIDA which allowed parent groups to develop and communicate drug abuse prevention approaches.

- Identification of best available strategies for preventing youthful drug abuse. Models which have proved highly successful in preventing youthful cigarette smoking are now being expanded and tested for their applicability to marijuana and alcohol use. These "positive peer intervention" strategies provide young people with structured practice in resisting peer pressure to use drugs. We now are able to demonstrate teachable techniques which allow youth to say "no" to drug taking while maintaining peer acceptance. Of equal importance, many prevention techniques which initially attracted much enthusiasm have been found to be ineffective; work on them is being phased out.
- Development of the Scott Newman Drug Abuse Prevention Award, aimed at deglamorizing portrayals of drug use in entertainment programs. It gives recognition to television writers, directors, and producers who emphasize drug abuse prevention themes in their work. The first three awards were presented this past November.
- Documentation and quantification of the relationship between drug addiction and criminal behavior. The majority of individuals addicted to opiates regularly participate in criminal behavior. The average opiate addict engages in at least one criminal act (burglary, robbery, etc.) per day for 248 days of the year. Addicts' criminal behavior is clearly linked to their addiction: addicts commit six times as much crime when they are on drugs as when they are off drugs.
- Furthering biomedical research on causality. NIDA-supported basic research was instrumental in the discoveries of endorphins and enkephalins. These are morphine-like chemicals that are naturally produced by the body and appear to play a vital role in drug using behavior as well as the ability to deal with stress, pain, and a wide variety of physiological and behavioral needs. Research on endorphins has sparked a revolution in research on the function of these and related chemicals. At least seven NIH Institutes are currently supporting research to see how these chemicals may function in regard to other diseases such as stroke, pulmonary disease, and the control of pain.
- Therapeutic drug development. NIDA has supported the development of two new drugs for treating addiction, LAAM and naltrexone. LAAM should serve to replace methadone by reducing the cost of treatment and increasing the number of clients a single clinic can treat. Naltrexone blocks the effects of narcotics and is useful in "protecting" from readdiction individuals who have been addicts. Now that much of the developmental work has been done, both drugs will be available soon. Two private drug companies are now actively pursuing approval for LAAM from the Food and Drug Administration.
- Treatment administered by the States. As part of its emphasis on restoring important service functions to the States and localities, the Administration last year implemented a new Federal effort, the Alcohol and Drug Abuse and Mental Health Services (ADM) Block Grant Program. Through the block grant, official responsibility for planning and administering drug abuse treatment

and prevention programs was transferred directly to the States. The transfer went especially well in the drug abuse area, in that NIDA had given increasing administrative responsibility to the States through a network of State drug abuse agencies. In 1980, more than 99 percent of NIDA's total service funds went directly to State agencies for redistribution to local communities.

Initiatives

- Development of reliable, portable drug detection equipment has made it possible to detect drug usage in individuals in critical jobs. The Institute is working with the Department of Defense, the Nuclear Regulatory Commission, the National Highway Safety Administration, various private utility companies, Kaiser Steel, and the Ford Motor Company, among others, regarding the detection and effect of drugs on human performance.
- At the request of the Surgeon General, NIDA has submitted a draft of a Surgeon General's Advisory on Marijuana for PHS review and action. The Advisory is based on two comprehensive scientific reviews on marijuana which corroborate the conclusions of recent NIDA Marijuana and Health Reports describing the major health hazards associated with marijuana use. Marijuana use will continue to be an area of special concern and activity because of the extent of its use, and the fact that it serves as a "gateway" to use of other drugs.
- NIDA's National Clearinghouse for Drug Abuse Information distributed over five million publications in response to public demand from parents, young people, teachers, community groups, treatment staff, researchers, and State drug officials. An additional one million publications were distributed through a national supermarket dissemination program.
- In November 1981, NIDA assumed full operational responsibility for the Drug Abuse Warning Network (DAWN). The project has been systematically reviewed and redesigned to increase efficiency, improve data quality, reduce respondent burden, and allow for national projections. As a result of these refinements, operating costs have been reduced.

NATIONAL INSTITUTE ON
ALCOHOL ABUSE AND ALCOHOLISM

ROLE

- o To promote, support and conduct research on the origin, prevention, treatment, and consequences of alcohol-related health problems.
- o To support training of research personnel.
- o To provide information and technical assistance to State and local governments, voluntary organizations, business and industry, professional groups and associations, the scientific community, and the general public on prevention and treatment of alcohol-related problems.

SUMMARY OF ACCOMPLISHMENTS

January 1981 - June 1982

- o Developed and launched a major public education campaign to prevent the adverse affects of alcohol consumption during pregnancy and reduce alcohol-related auto accidents among young people. (State governments and voluntary organizations at national, State and local levels are now implementing this campaign. In April alone, television spots developed for the campaign were aired more than 500 times in dozens of sites across the country.)
- o Supported research which concluded that, in Maine and Michigan, raising the drinking age reduced alcohol-related motor vehicle crashes among young people. (In Michigan, about 1100 fewer young drivers were injured in alcohol-related crashes in the first year with the higher drinking age than would otherwise have been expected.)
- o Determined that third-party sources account for almost 40% of total funding for alcoholism treatment, which is now widely available throughout the country. Private health insurance is the single largest source of third-party funding.
- o Pursued development of promising diagnostic techniques to aid in early identification of alcohol-related problems.

- o Supported research on genetic factors that may help explain why individuals differ in their vulnerabilities to medical problems associated with alcohol consumption.
- o Published series of fact sheets (based on research findings) for use by State and local groups developing programs and policies on teenage drinking.
- o Developed a course for treatment providers to help them learn more about young people with alcohol problems and how to serve them.
- o Supported research to identify genetic markers for alcoholism in order to identify persons at high risk.
- o Supported research to identify risk of relapse among alcoholic patients in order to design more effective approaches to treatment.
- o Supported development of a primate model of the fetal alcohol syndrome and other alcohol-related birth defects (including subtle behavioral and learning disabilities which appear later in life) in order to understand the mechanisms by which such defects occur.
- o Collected and analyzed data on national and State trends in alcohol-related illness and mortality.
- o Supported, with the National Institute on Drug Abuse, a program to provide advanced training in addictions to faculty members in medical schools and schools of public health so that, in turn, they can develop curricula and educate students.
- o Undertook, with the Health Care Financing Administration, a major national demonstration of the feasibility and effectiveness of providing alcoholism services under Medicare and Medicaid in lower-cost non-hospital settings.
- o Developed courses to train persons to develop and administer occupational alcoholism programs (which identify troubled employees through observation of impaired job performance and help them return to health and adequate job performance).

NATIONAL INSTITUTE OF MENTAL HEALTH
Summary of Accomplishments in
Reducing Drug Abuse

January 1981 through June 1982

As part of its mission to conduct and support research and other activities aimed toward improving the understanding, treatment, and prevention of mental illness, the National Institute of Mental Health (NIMH) supports a number of activities pertinent to problems of drug abuse. Because of similarities between the nature of drug abuse problems and mental illness, the patient populations, the types and settings of their treatment, as well as the social stigma attached to them, a great deal of work done or supported by NIMH has relevance for drug abuse from both methodological as well as substantive perspectives.

Basic and Clinical Research: Research in the neurosciences has been an increasingly active area at NIMH and is one that has particular relevance for drug abuse problems. The NIMH Intramural Research Program, for example, is conducting several basic research projects focusing on the chemical and physiologic characteristics of endorphins, naturally occurring opiate-like compounds. Although NIMH clinical research focuses more particularly on their role in mental illness and in pain mechanisms, knowledge gained from the study of the natural opiate-like system may also lead to a better understanding of the biologic basis of opiate addiction and related behaviors. Work of a similar nature has been supported in areas related to benzodiazepine receptors, PCP, etc. In 1981, NIMH's Dr. Louis Sokoloff was awarded the prestigious Lasker Prize in Medicine for his development of the necessary methodologic underpinnings for Positron Emission Transaxial Tomography (PETT). PETT technology offers new research opportunities to assess the relative activity of specific areas of the brain in specific disorders, including drug abuse.

Epidemiologic Research: The NIMH Epidemiologic Catchment Area (ECA) Program is a major program designed to gather reliable information on the incidence and prevalence of mental health problems in the population at large, and on the utilization of mental health services by developing an innovative methodology and applying it in a standardized manner to several community research sites. ECA protocol is the culmination of a generation of NIMH-supported research in epidemiology and diagnosis. It involves use of the NIMH Diagnostic Interview Schedule (DIS), which covers 28 of the

most important specific mental disorders, including drug and alcohol disorders. It permits a nonphysician interviewer to reliably administer a survey questionnaire and use the results to generate a diagnosis that is consistent with the criteria of the recently completed psychiatric Diagnostic and Statistical Manual of Mental Disorders (DSM-III). The DIS is regarded as a major breakthrough in the field of psychiatry, is already widely used, and has been translated into five languages. The ECA Program will, uniquely, provide measures of the extent in the general population of the psychiatric diagnosis of drug abuse and drug dependence (as defined by DSM-III), and elucidation of the psychopathology and mental health/health service utilization associated therewith. This information will be categorized by type of drug. Since there is a wealth of other information in the ECA questionnaire, detailed studies of risk factors for the development of these disorders--along with mental and physical health consequences, and social consequences of drug use--will be undertaken.

In addition, the Center for Studies of Crime and Delinquency, NIMH, has collaborated for the past several years with the National Institute for Juvenile Justice and Delinquency Prevention to study the epidemiology of drug abuse and the relationship between delinquency and drug abuse. Three major reports emanating from this collaboration were published in 1981.

Prevention Research: NIMH has supported research initiatives that seek to identify people (particularly children and adolescents) who are at high risk for developing some mental illness or emotional dysfunction and to develop preventive intervention strategies. These research initiatives can have relevance for drug and alcohol abuse prevention strategies as well. Divorce, for example, constitutes a severe psychological stressor and a crisis of major proportion, especially when young children are involved. Research indicates that children of divorce appear especially vulnerable to psychological stress and developmental interferences which not infrequently manifest themselves in drug or alcohol abuse. In 1980, NIMH set aside \$1 million of prevention research funds and invited application for support for research on the prevention of harmful psychological effects of marital disruption. A similar initiative has been developed in regard to the impact of severely disturbed parents on children.

Services Integration: Community Mental Health Centers (CMHCs) play an essential role in the treatment of and efforts to reduce abuse of licit and illicit substances

among the citizens of this Nation. Centers at one time funded by the Federal Government serve areas in which over half the Nation's population resides; and centers provide services to about one in seven of those individuals receiving specialized treatment for drug-related problems.

With the passage of the Omnibus Budget Reconciliation Act of 1981, several categorical grant programs including the CMHC program were consolidated into the Alcohol and Drug Abuse and Mental Health Services (ADM) Block Grant. Although the CMHC program is no longer administered by NIMH, the Institute does provide professional consultation to States and localities regarding improvement of mental health care delivery. For example, NIMH-supported research has generated findings regarding the potential advantages of linking general health and alcohol, drug abuse, and mental health services. As a result, many CMHCs have established formal ties with general health care providers to maximize limited resources and thus be able to provide not only mental health but substance abuse services to a wide variety of underserved populations.

Human Resources: NIMH historically has supported the training of professionals in the core mental health disciplines--i.e., psychiatry, psychology, psychiatric nursing, and psychiatric social workers--who have provided much of the research, clinical, and academic expertise that has benefitted the drug abuse efforts in recent decades. This training has included teaching the requisite skills and knowledge in areas related to the identification, diagnosis, and treatment of drug and alcohol abuse problems. In addition, the NIMH has supported studies of the utilization and distribution of mental health care personnel who are assuming primary clinical responsibility for these disorders.

St. Elizabeths Hospital: Saint Elizabeths Hospital's Area D Community Mental Health Center (which is administratively under the auspices of NIMH) administers a drug-free therapeutic community called "Last Renaissance." This is a long-term, co-ed rehabilitation program in which individual participation lasts approximately 12 months. The program's goal is to return mature and responsible individuals to the community. Over the past 18 months, the Last Renaissance Program has focused particularly on intensifying community outreach efforts. The program has initiated drug abuse seminars and workshops in the community. The goal of the seminars is to provide education and information on addiction and answer the question of the community residents who are faced daily with the effects of drug abuse. Current

activities include regularly scheduled seminars and workshops held in schools as well as work done regularly with the parishioners of several churches.

FOOD AND DRUG ADMINISTRATION

SUMMARY OF ACCOMPLISHMENTS IN
REDUCING DRUG ABUSE

January 1981 through June 1982

The FDA's Role in Government Efforts to Control Drug Abuse

The assessment of scientific evidence on the abuse liability of new drug products, the formulation of strategies to deal with the abuse of marketed products, and the drafting of scheduling recommendations for drugs under the Controlled Substances Act (CSA) are the three major activities that FDA undertakes as its part in the Federal Government effort to control and eliminate drug abuse. Specifically, the FDA carries on the following control activities.

We examine the result of experiments conducted in both animals and humans to assess a new drug's potential to cause dependence and its likelihood of self-administration and abuse.

On the basis of comprehensive reviews of social, clinical and pharmacologic data we determine whether or not a recommendation to the Department of Justice should be made to control a drug or other substance under the Controlled Substances Act prior to marketing.

We also determine and recommend to the Department of Justice increases or decreases in amounts of drugs subject to the quota restrictions of the Controlled Substances Act.

We evaluate qualifications of investigators and the merits of the protocol for registration of investigators for Schedule I substances.

We cooperate with the National Institute on Drug Abuse, the Drug Enforcement Administration and the State Department to develop overall government strategies for the control of drug abuse.

We evaluate applications to use methadone for the treatment of narcotic addiction, consulting state authorities and the DEA concerning the approval status of all applications for registration as narcotic treatment programs and hospital detoxification programs.

Major Initiatives

As a drug regulatory agency without significant resources for supporting new programs, there is little opportunity for major initiatives outside of the regulatory activity. Nevertheless, we have assisted scientific investigators, pharmaceutical companies, and other agencies in developing new methods for the treatment of various forms of dependence. Of note are our efforts in the development of naltrexone as a narcotic antagonist, LAAM as a maintenance substance and, more recently, buprenorphine as a detoxifying or maintenance drug.

We have worked with the Sterling Company to develop a pentazocine (Talwin) product that is aversive when used for illicit injection. This Talwin/naloxone combination drug will replace currently marketed Talwin tablets, and is intended to reduce the incidence of illicit combined use of Talwin with pyribenzamine, so-called "T"s and "B"s.

In response to the proposed legalization of heroin as analgesic in terminal patients, we have encouraged the Knoll Pharmaceutical Company to prepare a concentrated dosage form of their drug Dilaudid and the Endo Company to prepare a concentrated dosage form of their drug Numorphan to serve the purpose which heroin would serve if it were a marketed drug.

FDA is working with over 30 states to help develop rational programs for the study of cannabis and delta-9-tetrahydrocannabinol. With the cooperation of NIDA, we have encouraged the UNIMED Company to develop THC for marketing as an antiemetic, an action which may reduce public demands for wider distribution of marihuana.

FDA has taken the initiative for developing criteria for granting drug products exemptions from the control regulations. This activity relates to exemptions which are allowed by other countries. We anticipate the principles which are being developed by FDA will serve as guidelines for the World Health Organization in developing principles for exemption of compounds on an international basis.

Accomplishments

The initiative of the FDA on September 30, 1981 in seizing "look-alike" drug products and the drug manufacturing equipment for drugs being made to look like amphetamines and Quaaludes had a significant impact on the manufacturers of the substances available in the illicit market and utilized by youth. We have also recently been considering several alternative actions which might be taken to reduce the distribution of cocaine substitutes which may be causing harm to the public health through widespread non-therapeutic use.

We have worked with the Department of State to formulate the U.S. position on international Drug Scheduling and Policy issues.

Since 1981 we have forwarded recommendations for control of several prescription drugs: Parahexyl (Synhexyl), a cannabis analog was recommended for Schedule I; the new analgesic buprenorphine was recommended for Schedule V; and the veterinary analgesic Telazol was recommended for Schedule III. We recommended that the antidiarrheal compound loperamide be removed from the control as having no significant abuse liability.

ACTION

Summary of Accomplishments In Reducing Drug Abuse

January 1981 through June 1982

ACTION's role in the drug abuse area is to support volunteer efforts in drug abuse prevention and education, with particular emphasis on the parents movement.

ACTION's initiatives and accomplishments, listed below, have occurred since September 1981 (the inception of the program).

Major Initiative A:

To stimulate awareness of the drug abuse problem and the parents' movement response to this problem.

Major Accomplishments Under this Initiative:

I. White House Briefing

A. Over 100 corporate and organizational leaders participated in a briefing hosted by Mrs. Reagan.

1. Subject: Drug Use and The Family, with presentations by parents' movement leaders and government officials.

B. Responses by participants

1. Under ACTION's guidance the General Federation of Women's Clubs has adopted drug abuse education as one of its major projects.

2. ACTION has assisted Citibank in identifying local parent volunteer groups with which to work.

3. An educational corporation is pursuing a program of developing films and educational materials for elementary, junior high school, and high school students.

4. Three major pharmaceutical companies are considering plans to underwrite the cost of up to date materials and brochures for every pharmacy across the nation.

Major Initiative B:

To provide up to date scientifically accurate information covering the health consequences of illegal drug use, in terms understandable by laymen.

Major accomplishments under this initiatives:

- I. The American Council on Marijuana has been awarded \$25,000 for the production of materials translating scientific information on the harmful consequences of illegal drug use into layman's terms. 150,000 brochures are being produced, printed, and distributed.
- II. ACTION Headquarters and regional offices have assisted organizations and individuals throughout the country by providing materials and referrals.

Major Initiative C:

To aid the formation of volunteer parent groups to fight Drug Abuse.

Accomplishments under this Initiative:

1. ACTION has awarded a major grant to Parent Resource Initiative for Drug Evaluation (PRIDE) to offer technical assistance in the formation of parent groups. A nationwide toll free number is now in operation. National and regional conferences are being supported. Materials are being disseminated. Over the course of the year we estimate that 20,000 additional parent volunteers will become involved.

Major Initiative D:

To aid in the development of concerted public-private anti-drug abuse efforts in selected states.

Accomplishments under this initiative:

I. Colorado

1. A state prevention coordinator has been selected through our regional office. He has formed a strategy council consisting of parent group leaders, professional and other community leaders. The council meets regularly to initiate and implement programs.

II. South Dakota

ACTION has met with tribal leaders representing over 47,000 Indians to discuss forming parent groups and encouraging prevention efforts on the reservations nation-wide.

III. Georgia

ACTION recently sponsored a national prevention conference

in Atlanta, Georgia, in conjunction with PRIDE (Parents Resource Institute for Drug Education). The conference was attended by parent group leaders from across the country as well, as Mrs. Reagan.

IV. Iowa

ACTION has jointly sponsored several regional conferences in Iowa with the state Drug and Alcohol authority. Conferences have focused on the parent movement and the provision of educational materials.

Major Initiative E:

To support Prevention and Education Efforts with strong potential for success.

Accomplishments under this Initiative:

- I. ACTION has provided \$50,000 to the Drug Alcohol Rehabilitation Education (D.A.R.E.) program in New York for a major education effort in conjunction with the Office of Substance Abuse Ministry in the New York Archdiocese. Over 1,500 volunteers are involved in this project.
- II. Older American Volunteers have made drug prevention one of their priorities. Over 4,500 Older American Volunteers are now involved.
- III. In several states VISTA Volunteers have been assigned to assist in forming low-income parent group and in working in prevention efforts.
- IV. The Young Volunteers in ACTION program offers youth the much needed positive alternatives to drug use by encouraging them to volunteer in worthwhile community programs. Over 2,000 young people are now involved.

VETERANS ADMINISTRATION

SUMMARY OF ACCOMPLISHMENTS IN REDUCING DRUG ABUSE

January 1981 through June 1982

The Veterans Administration specialized medical program for drug dependence treatment was activated in response to the Drug Abuse Office and Treatment Act of 1972 (P.L. 92-255) which called for an overall policy guidance for all Federal drug abuse prevention functions. Earlier guidance was supplied by the Special Action Office for Drug Abuse Prevention (SAODAP), in the White House. Since 1975, overall guidance has been supplied by the cabinet level Strategy Council. At present, guidance is supplied by the Cabinet Council on Human Resources with a working group on the Health Aspects of Drug Abuse.

Veterans Administration Medical Center Drug Dependence Treatment Programs are specialized medical services which provide for the care and treatment of drug dependent veterans. Eligible veterans may be self-referred or referred by family, courts, or other treatment facilities for treatment of drug dependence. The applicant is examined by a physician and other clinical staff to determine the nature and severity of the problem and to plan the treatment strategy. If hospitalization is not required, the patient is admitted to the ambulatory care program.

Each VA medical center has the capability for treating drug-related medical emergencies, including medical detoxification. This medical emergency situation is often best handled on the Medical Service in collaboration with the staff of the Drug Dependence Treatment Program.

Treatment modalities utilized include methadone detoxification (inpatient or outpatient), methadone maintenance, drug-free treatment (inpatient or outpatient), and narcotic antagonist therapy (available at VA medical centers participating in studies of naltrexone).

In addition, the VA programs provide opportunities for individual counseling, vocational counseling, group therapy, confrontation therapy, family therapy, and social and spiritual counseling. Shortly after admission for treatment, a comprehensive medical, psychosocial, and vocational assessment is obtained, including special laboratory tests, psychosocial history, and family consultation. An individualized treatment plan is formulated in collaboration with the veteran. This treatment plan serves as a guide during the veteran's therapeutic course and is updated at regular intervals. Consultation services from the other medical center clinical services are frequently employed to identify medical complications or associated system diseases and to provide early and specific focus on these disorders in the treatment plan.

2.

For veterans admitted to the inpatient service, the length of stay depends on medical improvement and other progress. Most patients are discharged from their inpatient stay and transferred to an outpatient treatment modality. The outpatient treatment component is a multi-modality program similar to that described earlier for the inpatient component. The veteran is seen by appointment in both individual and group therapies on an outpatient status until optimal benefits from treatment are attained.

The length of stay in the outpatient component varies considerably between patients, and to a great extent depends on the modalities selected. Patients enrolled in methadone maintenance and in vocational rehabilitation tracks generally remain in the outpatient component for a longer period of time than the patients in an ambulatory drug-free modality.

Prior to discharge from all active treatment, an aftercare or follow-up plan is finalized by the patient and staff, and it is documented. This plan or agreement contains such specifics as where, when, how often and with whom the veteran agrees to stay involved during the follow-up contact program. The Drug Dependence Treatment Program staff communicates with the agencies and/or people involved in the follow-up care of the veteran no less than quarterly. The written agreement (aftercare plan) also explains how the veteran may get back into Veterans Administration treatment if necessary.

In response to the Veterans Health Care Amendments Act of 1979 (P.L. 96-22), the Administrator of Veterans Affairs is authorized to conduct a pilot program under which the Veterans Administration may contract for care and treatment and rehabilitation services in non-VA halfway houses, therapeutic communities, psychiatric residential treatment centers, and other community-based treatment facilities for eligible veterans suffering from alcohol or drug dependence or abuse disabilities. It has been estimated that 8 percent of the veterans currently in VA residential treatment for drug or alcohol dependence might more economically and therapeutically use such a placement for transition support and treatment. The VA is also engaged in the development and activation of a pilot study of on-site VA-operated halfway house programs for alcohol and drug dependent veterans.

During the period of January 1, 1981, to April 30, 1982, the Veterans Administration treated an estimated 25,324 inpatients and 22,311 outpatients for drug dependence. During this same period approximately 1,441,000 outpatient visits were made to VA health care facilities for drug dependence.

At the close of 1980, 18 contracts were awarded by 13 VA medical centers to non-VA community based facilities for halfway house care. At the present time, 65 VA medical centers have contracted with 182 non-VA community based facilities for halfway house care.

3.

Among the major initiatives in which the Veterans Administration Drug Dependence Program is engaged are:

- a. Improved job skilling and job placement opportunities.
- b. More effective outreach programs, including better utilization of the public media and encouragement of court referrals.
- c. The treatment and rehabilitation of the Vietnam Era veteran with drug dependence problems. The psychosocial issues are complex and are being addressed through another section of P.L. 96-22.
- d. Increased involvement of physicians in the early diagnosis and treatment of these chronic relapsing disorders. We are currently initiating 2-year training fellowships for physicians in substance abuse, treatment, research, and management. These fellowships are provided at VA medical centers which have specialized medical treatment programs for both drug and alcohol dependence.
- e. Active pursuit of improved liaison and consultation between the Veterans Administration and the Department of Defense. The goal is that those military personnel scheduled for discharge who require further treatment and rehabilitation for drug dependence may be referred directly to the Veterans Administration, thereby providing for continuity of care.
- f. To strengthen the ongoing relationship of the VA with concerned Federal and community agencies in order to provide for sharing of pertinent information on VA treatment resources, prevent unnecessary and wasteful duplication of effort, and provide for comprehensive treatment and rehabilitation programs.
- g. To remain actively involved with National efforts.
- h. To establish a formal agreement with the Department of Labor which will provide mechanisms for effecting VA program linkages for employment for drug dependent veterans. We are currently developing information resources through the VA's Department of Veterans Benefits and the Department of Labor's Office of the Deputy Assistant Secretary for Veterans Employment.

The Veterans Administration conducts one of the nation's largest programs of intramural research through individual and cooperative studies. Research underway at VA health care facilities will strengthen skills for recognition, assessment, treatment, and aftercare of drug dependent veterans and contribute to the state of the art for the field of drug dependence in general. The VA encourages early communication with non-VA researchers by requiring that every funded or unfunded research and development project conducted on VA premises be reported for inclusion in the Smithsonian Science Information Exchange (SSIE).

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