

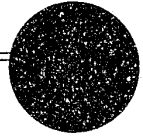
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FEDERAL DRUG STRATEGY: PROSPECTS  
FOR THE 1980's

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HEARING  
BEFORE THE  
SELECT COMMITTEE ON  
NARCOTICS ABUSE AND CONTROL  
HOUSE OF REPRESENTATIVES  
NINETY-SIXTH CONGRESS  
SECOND SESSION

SEPTEMBER 23, 1980

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## HEARING ON THE FEDERAL DRUG STRATEGY: PROSPECTS FOR THE 1980's

TUESDAY, SEPTEMBER 23, 1980

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,  
*Washington, D.C.*

The Select Committee met, pursuant to notice, at 9:12 a.m. in room 2237, Rayburn House Office Building, the Hon. Lester L. Wolff (chairman of the Select Committee) presiding.

Present: Representatives Lester L. Wolff, Tom Railsback, Benjamin A. Gilman, Tennyson Guyer, Robert K. Dornan, and George Danielson.

Staff present: Patrick L. Carpentier, chief counsel; Roscoe B. Starek III, minority counsel; Elliott A. Brown, special assistant to the chief counsel; Alma E. Bachrach, chief of staff-supply; Jennifer Salisbury, and George R. Gilbert, staff counsels.

Mr. WOLFF. The committee will come to order.

The theme of the Select Committee's hearing this morning is "The Federal Drug Strategy: Prospects for the 1980's." Over the past several years, our committee has held a number of similar hearings to assess the progress made in developing and implementing a comprehensive as well as a coordinated, Federal drug abuse strategy, a strategy first mandated by the Drug Abuse Office and Treatment Act of 1972.

Today, we will again review the status of current Federal efforts to prevent and control drug abuse and drug trafficking both in the United States and in the international community

We want to do more this morning, however, than just examine how far we have come in dealing with the serious problems of drug abuse. In making that statement, my intention is not to denigrate the progress we in the Congress and the executive branch have made, for I believe everyone here this morning would agree that we have made great strides in understanding more about drug abuse and some of the approaches to the problem that are successful.

As the 96th Congress draws to a close, however, and, indeed, as we on the Select Committee on Narcotics Abuse and Control begin to review our more than 4 years of work in this critical area, we are most anxious to explore with the agency representatives here with us today their perspectives on the major drug abuse problems and policy choices that will confront our Nation in the decade that lies ahead.

Some of the questions we will try to find answers to today include: Can the Strategy Council effectively formulate what is purported to be the Federal drug strategy? How can the Council be

improved, or should another entity be substituted for the Council? What priorities should be reflected in the Federal strategy in the years ahead? For example, how should the Federal strategy respond to the epidemic abuse of marihuana by our youth and the changing character of marihuana itself? What steps should the Federal Government be taking to control the abuse of illicit substances? Based on the experiences of the past decade, what approaches in the areas of treatment, prevention, education, research, law enforcement, and international narcotics control offer the most promise for the future? I am going to ask our witnesses what in their view are the major obstacles and needs that the Congress should address in the future?

In short, what are the most critical issues that we face in the years ahead? Particularly, how should we in the Congress be better able to assist the Federal agencies in their effort to prevent and control drug abuse?

The Select Committee currently is the only congressional forum with comprehensive jurisdiction for oversight of drug-abuse problems. Because the Select Committee will expire at the end of this year, as do all Select Committees, we have recognized a responsibility to examine the alternatives available to the House for continuing oversight of these complex issues.

I want to take this opportunity this morning to announce that the Select Committee recently voted unanimously to recommend to the House of Representatives leadership that they establish a new, permanent Special Oversight Committee on Drug Abuse and Control to continue the work begun by the Select Committee. A report explaining our recommendation will be released in the very near future.

We have already spoken about this and secured from both sides of the aisle their approval. Briefly, however, our committee strongly believes that the magnitude and severity of drug-abuse problems in our Nation today requires that efforts to prevent drug abuse and drug trafficking be given the highest national priority, a shift of emphasis. We believe a new, permanent oversight committee in the House devoted exclusively to drug abuse concerns will best assure that drug abuse issues continue to receive the comprehensive attention required to formulate sound public policy. This does not mean we hope to take away the jurisdiction and the legislative prerogatives of any of the standing committees in the House. Our objective is to continue the oversight responsibility that has been the prime activity of this Select Committee.

But regardless of the structure the House establishes to handle drug abuse problems, it is our hope that the record of our discussions this morning will serve as a guide for future drug abuse policymakers, both in the Congress and the executive branch, to the major problems and choices that lie ahead.

Having said that, I am pleased to welcome our panel of witnesses this morning and a surprise witness that we have. I guess you can say that our panel today is incredible.

Our panel today includes the Associate Director for Drug Policy, Domestic Policy Staff, the White House, Mr. Lee Dogoloff;

The Administrator, Drug Enforcement Administration, Department of Justice, Mr. Peter Bensinger;

Assistant Secretary of State for International Narcotics Matters in the Department of State, Ms. Mathea Falco;

The Deputy Commissioner of Customs, U.S. Customs Service, Department of the Treasury, Mr. William Archey;

Commandant, U.S. Coast Guard, Department of Transportation, Admiral John Hayes;

Director, National Institute on Drug Abuse, Department of Health and Human Services, Dr. William Pollin;

Acting Deputy Assistant Secretary for the Office of School Improvement, Department of Education, Dr. Thomas Fagan.

Having all of these very distinguished people here, you can almost say the drug abuse problem is solved when we get all these heads together. I am sure that we will be able to find a solution to the problems that face us.

I might say that this is an opportunity to knock a few heads together as well. We hope we can find the solutions here this morning.

We are graced with a very special witness, one that we have drawn from the entertainment world where much of the focus has been on the abuse of a variety of types of substances. And I am happy to say that Cathy Lee Crosby has not been subpoenaed to appear before us and that she voluntarily came before this committee.

And from the preliminary talks that we have had with her, she will give us an insight into some of the things that are happening within the entertainment industry. And as well, I believe she acts as somewhat of a spokeswoman for many of the people in the entertainment industry from Hollywood.

Miss Crosby has often expressed a concern about the harmful effects of drugs on our Nation's youth, and she is here with us to share some of the information that she has obtained and the work that she has done to help alleviate this most serious problem.

I appreciate your taking the time out of a very busy schedule to be with us this morning. And we have a policy at the committee, even though you have come voluntarily, we have to swear you in.

[Ms. Crosby was sworn by the chairman.]

Please be seated. We are delighted to have you.

Excuse me one moment before proceeding. Mr. Railsback, the ranking minority member of this committee has been delayed, and Mr. Guyer, the next ranking member has a statement.

Mr. GUYER. You will forgive my intrusion, Miss Crosby.

I want to associate myself with the remarks of the chairman and to welcome our distinguished witness to our committee hearing this morning. We all know that Miss Crosby has been quite active in the entertainment industry in helping to educate both her colleagues and the young people of America about the very real dangers of drug abuse. And we are anxious to hear her assessment of the use and abuse of drugs across America and her suggestions as to how we can help reverse some of the more disturbing trends which I see gaining momentum in our country.

I see Mr. Railsback has come in.

Mr. WOLFF. He can speak for himself.

Mr. GUYER. I think this will be very apropos to begin on that one paragraph. Begin right there.

Mr. RAILSBACK. Mr. Chairman, I am pleased to have this opportunity to hear from the principal spokesmen from the administration on drug interdiction and drug reduction. During the course of my service on this committee, I have become increasingly disturbed over what I perceive is an absence of a specific Federal policy toward some drugs and a lack of direction from the White House.

I know that coordination among the agencies is better now than ever before, but I still sense a problem with policymaking. For example, what is the U.S. Government policy on marihuana? What is the policy toward cocaine? Why are so many midlevel traffickers of these drugs not prosecuted? Why was \$40 million in treatment funds deleted from the 1981 budget just when a major influx of heroin from Southwest Asia began flowing into our eastern cities? Why is there no published Federal drug strategy for 1980?

I think these are all questions that have to be answered, and we are looking forward to hearing from the administration spokesmen; I might add also our leadoff witness.

Mr. WOLFF. Thank you very much, Mr. Railsback.

And now, Miss Crosby, would you please proceed?

#### TESTIMONY OF CATHY LEE CROSBY, ENTERTAINER

Ms. CROSBY. Chairman Wolff, members of the committee, and everybody behind me, which is unfortunate because they are all distinguished ladies and gentlemen, as well, and I am very glad you are here too. So please excuse my back, and perhaps I will be able to still say the same thing without your seeing my face. But I do know that you are there.

I just want you to know that.

Good morning, everybody. I just want you to know, first of all, how terrific it is to finally be here after the events of the last few days. The hours of preparation have been nothing short of "incredible," to use a word that I am familiar with.

It has been demanding and confusing and frustrating. And yet, at the same time, it has been enlightening and exhilarating. I mean, there I was trying to decide what I was going to say to this committee and how I would begin. And I had this terrible overwhelming sensation that I might be making a terrible mistake.

I mean, was I plagued with a case of temporary insanity? What would Hollywood say about me, a rather newly accepted member of the entertainment community speaking to the Congress about drugs?

As Powers Booth, the only actor to make it to the Emmy Awards so profoundly said, "This is either the most courageous thing I've ever done in my career \* \* \* or the stupidest."

So I thought about it, and I have come to the conclusion that my self-determinism and my honor are more important than my immediate life. So I will begin.

There is no longer any doubt, the facts are definitely in. We are a chemical society. We have become a drug culture. And our answer to life—the difficulties, the pain, the loneliness, separation, alienation, anxiety, frustration, boredom, and failure, has become a pill, a powder, a liquid. You cover it up, mask it, hide it, and that is the answer.

Our solution to our problems is no longer an active one, no longer a causative one. It is no longer a doingness one. Instead, we have become willing to compromise both ourselves and those around us. We have sold out. We have become the effect. We have become the effect of our own unwillingness to confront the real issue—that drug abuse is not the problem; it is a symptom.

It is the incorrect solution because we have spent countless working hours, inflation dollars, invaluable time and energy over the past 5 years toward handling the soaring rise of drug abuse in the United States with only one major result, and that is the increase in those statistics year after year after year. And that is across the board in every major drug category. It is not just marihuana, but depressants, stimulants, inhalants, narcotics, and hallucinogens, and who knows what other new chemical concoction can be discovered and put on the street in the coming years with the shocking amount of money that there is to be made in street drugs.

My 10-year-old niece, for instance, tells me that the newest fad, the newest high, at Topanga Canyon Elementary School in California is taking aspirin and dipping it in Drano. We obviously have not found the answer.

But I also contend that we have been focusing on the wrong problem. Statistics are to show trends. We now know the trends, and I assure you that the drug peddlers and makeshift lab technicians can discover and make new drugs and get them on the street for sale and use faster than any factfinding body can research their effects on the kids and do something about it.

It is time for a change. It is time to realize that our drug-oriented society is not their problem. It is not my problem. It is not our parents' problem. It is not the school's problem. It is not the Government's problem. It is our problem.

And that is why I am here today because I am no longer willing to see drug abuse statistics rise. Personally and as a member of the entertainment community, I am no longer willing to be a part of a drug culture. I am no longer willing to see the American people give up what I feel is their greatest gift. I would like to explain that.

You see, I feel that when we as a people decided there was a quicker and easier way to handle our personal problems, our pains, our frustrations, and began to substitute the way we used to band together and fight through something for its solution, was the day we began to lose the very thing that our country was founded on—that fighting spirit, that invincible, creative, moral spirit that made us the greatest people on Earth.

And I say that in the past tense. That made us the greatest people on Earth. We gave up. Oh it was easier and quicker, but we lost. We lost the feeling of having to struggle. We lost the feeling of pushing through barriers and making things happen. We became unwilling to confront those barriers because it was difficult—because it was difficult? And we all did it, all of us.

But it is time for a change. It is time for you and I and those kids and the teachers and the parents and the Government and all of us to demand a change. And I invite you all here today to join me because that change is beginning now.



I have been doing a lot of what I would basically call discussion with the kids, especially in California, from all different kinds of socioeconomic backgrounds, religious backgrounds, from schools throughout the State. And I found one thing in common. And it is going to amaze you, or maybe it won't amaze you. I don't know. But they are bored. That is all. They are bored stiff.

They need something to do, and not just during school, but on weekends and during the summer, and not just something to do, but something that makes demands of them—remember, makes demands—something that is challenging and gives them responsibility.

These are a generation of "kids" who because of the decline of the nuclear family in our society, have largely been in their own words "on their own" since the age of 10, 12, 13 years old. They also feel, in their own words, that they have been making decisions and handling their own lives largely on their own. These are 10- and 12- and 13-year-old children speaking.

And yet, they go to school for 6 or 7 hours a day in California. And only 4 of those hours are devoted to actual class. So what do you do with the extra 3 hours? Get high. And yet, they can't leave the grounds. They have to have passes to go to the restroom. They have to have passes to walk in the halls. There are guards at the gates of these schools to keep them in and bars on the windows to keep them out.

And even more shocking was when the kids told me about the program in the Los Angeles area where undercover kids were working for the Government, were hired to locate and help arrest pushers and students alike for drug use. That is a terrific solution. We turn our children against our children, we even spy on them. And we question their rebellion and their resistance?

On top of everything else, all the extracurricular activities except for the big four sports—which lead to professional money sports—as well as the removal of all the stimulating academic electives—anything else besides the basic things you learn, like math, history, English—brings nothing more than resentment, hostility, and a general "up yours" attitude. And that is what we are faced with today.

You see, when children become unimportant to society, when they are excluded from the mainstream of life and the decisions about their life, the society has forfeited its future; it is doomed.

And I would like to give an example of that if I can. Suppose you are new on the block. And you are a little younger than everybody else. And there is a big treehouse and everybody in the neighborhood is a member of this treehouse. And they build this treehouse and make laws in this treehouse and paint this treehouse, and everything goes on in this treehouse. And you would give anything to join.

So you say, "I would like to join."

And they say, "No, you are too young, we don't want you, maybe later; we'll see."

Now, what would you do if you were a normal red-blooded American kid who was excluded? You would get furious and try to destroy the treehouse or you would withdraw, pretend it didn't

make any difference, and find a substitute. And that is what the kids do. They find a substitute, they get high.

Surprisingly, which was probably the most thrilling part of preparing for this speech, was the realization that beneath all this, this generation of children, is a generation of young people that is just waiting to be asked to help. Ninety percent raised their hands when asked and said that they can't wait to get on a committee, to be a part, to be asked their opinion. They are just waiting to be allowed to participate.

And I was amazed at the level of understanding, the level of concern, and the level of maturity in their ideas on the subject. I would like to read you two letters that really tell it all, they are really beautiful.

After getting to know the person, I put a little bit of a description of the person so you would know more about its author. The first letter is from Nicola Goode. She is an intelligent, gifted, leader, but not very social. So you have an idea. By gifted, she is in a gifted class.

We aren't adults; we can't vote. It is difficult for us to even make decisions that concern us. We realize drug abuse is a problem, and we are apathetic to this problem. We are a generation capable of hearing, capable of learning, responsibilities and willing to take on this responsibility.

Our Government, our parents, our society, tells us to be responsible, yet doesn't give us responsibility. We aren't given the credit of being able to make wise decisions. The Government is planning to spend money on us, make decisions for us, but not include us.

Why not give us the opportunity to attempt where there has been so little success in the past? We are the topic of these concerns, yet it is we who are excluded. We are told "don't" by a society that is less than perfect, that doesn't appear successful in its solutions to a drug problem. We are told not to rebel against what we don't believe in, but we aren't offered any answers to believing. Give us the chance to success; give us an opportunity to work with you on the problem of drug abuse. Let us share our ideas and needs."

And another letter is kind of a hippie surfer, also gifted and also a druggie, but very much into possibilities.

The length of our meeting allowed for my part only superficial understanding of your proposed plan for spending the Nation's—and he has \$2 billion—I don't know if it is wishful thinking or not.

It appeared to me, however, that the basic idea was to start programs to help cure drug addicted individuals and/or get them to help each other. As it was said in the lecture, however, drug abuse is only the symptom of a greater disease. It is my belief that partially due to environment, insanity and disease is presently the basic human condition.

This condition or state of mind is, however, the choice of the individual and can truly and only be overcome by the will of the individual.

It is also my belief, however, that a change in environment could help the individual to make the decision to get his shit together. Fighting drug abuse itself is almost useless when present society promotes insanity. A change in the society that reduces strengths—and this is the key—promotes achievement and productivity is essential to proper growth and health of mind and spirit. The average child spends a great deal of his or her time in school. The intent of school should be to expand the mind of the student, not only academically and practically, but emotionally, physically, psychologically, and spiritually as well. And yet, this year, the problems that are possibly the most conducive to such growth have been removed from the system which I told you about earlier.

Enter scholastic sports. Give a child the opportunity to express, to compete, to learn and to experience achievement—underlined. Few things are more blissful than the special feeling of achievement. Yet, the avenue to such has been blocked.

Possibly the most important dream is the never-ending dream of collation of structure. This Earth gave her all, all she had. All we return is waste. Let's give her the respect, care, and love she deserves. Stop the dumping of fuel emission, disarmament. And one of them almost wiped out our own Arkansas today.

Thank you for listening to this. And Cathy Lee, please ask Congress to do the same for now.

P.S. If you ever let the committee have children to speak, I would like nothing better than to join. Thank you so much for your time.

It was letters like that that turned me around. These kids are ready, they are ready to help. And do remember that Alexander the Great started conquering the known world as a teenager.

And now, this is where we come in. And I say we because I feel part of this generation, and I feel part of them, too. I still feel there is a part of me that is a kid and understands. But now it is our turn. This is where we as adults can do our part. We can now become involved. And it has been a long time.

We can become the example for them, celebrities and adults alike, we can become the leaders again. We can become the heroes again. We can finally take responsibility for completely handling a problem that we failed to handle when we were 18. We are no different than those kids. Really, they are just us, 10, 20, 30, 40 years ago.

There is no such thing as a generation gap, that is a lie. There is just the unwillingness on both parts to face the fact that we are all at fault; it is not "them," those lazy, smart-alec, illiterate kids. Nor is it "them," those conservative, unbending, belittling parents. It is us. It is us, we, the people. Remember?

And I ask you now to no longer be willing to be a part of that problem because if you are not a part of the problem and you have made that decision, then you are now a part of the solution. And as far as solutions are concerned—which is the key to everything—one can just talk on and on and never have something to suggest, which doesn't help anybody really. So I have some ideas and observations that I hope will serve simply as a blueprint. And I would be willing to offer my and other celebrities' support who have banded together in a group called Friends of NARCONON, who would love nothing better than to give their support, lend their help.

I would like to talk first about the inside of school. And the first thing I would like to do is to see a large survey taken, a cross-section of kids around the country on how specifically they would like to take responsibility for handling drug abuse.

I would like to find out their ideas, their concerns, observations, and feelings on the subject.

And I think a way in which you would not get glib answers or sarcasm would be to have celebrities present the questionnaire or survey to the various high schools.

And the most important thing about this is that you would have a correct target for the first time. You would have programs that could be developed from exactly what the kids are telling you that is needed. And that would be a first.

And the second thing I would like to do is provide Federal funds for the formation of a national student committee on drug abuse. And it could consist of one or two students from each State, and it would work with the Government on implementing the agreed-upon proposals that would be based on the survey results.

And third, one of the biggest complaints across the board from all the kids that I have been talking to and working with was the lack of praise and validation for what they achieved, regardless of the magnitude.

There is a lot of attention, they feel, and a lot of effort placed on what they are doing wrong with little, if any, acknowledgement of what they are doing right. And we all know how that feels, the kind of behavior that that promotes. You just get more of the same.

And that is why I feel that these new programs that will be introduced into the junior high and high schools should have a new focus on rewards and praise given to production and participation with penalties only given to nonproduction and inactivity or offenses to the group. Production, you see, is the basis of morale. And among kids, there is very little, if any. And I would say that among adults, there is little if any, also.

The fourth thing, I would love to see a new drug education program that would be made available within the school, with the emphasis not on scare tactics, not on overwhelming statistics, not on lies, and not on the use of the word "don't." Instead, with the emphasis placed on simply explaining the mind, explaining how it works, and the effects of drugs on the mind and the body.

And what that would do would be to bring about a realization on an individual level that there is an alternative to drug use, because I know that when the kids are given the proper education that allows them to make the right decision for themselves, like all of us, they will.

And perhaps most important of all would be the institution of a program explaining the setting up, the use of, and the realization of goals because that is the key to success. And I don't think kids today have any idea of how to simply put down a target, put it on a piece of paper, and set about achieving it. There is no greater feeling than the feeling of achieving something you set out to do.

And in addition, as a specific handling for someone who is on drugs and wants to clean out his system, I am involved with a program that I have taken myself called the purification program, which is the first of its kind that actually allows the body to rid itself completely of drugs. The residual effects, the crystals that are located in the fatty tissues are gone completely.

It was started by cons in prison—now ex-cons, which I am happy to say—and was obviously directed toward the heavy drug user. It is a very simple program.

It basically involves sauna, running, vitamins, and is done under a doctor's supervision. It is a very simple program to administer, and it absolutely works. I took it. And I have not taken any kind of drug at all, including aspirin, for 2 years. It's just terrific.

The basic purpose of the program is to completely allow a person to function at his full capacity mentally, physically, and spiritually. What happens is that the crystals lodged in your body, under moments of stress, get released. If you have ever taken any drugs, illegal or medical, stress occurs, the crystals get released and you want more of that drug. A truly amazing discovery. And I think it should be made available to anyone who wants it.

As far as outside the school—I would like to deal with that now—the main force outside the school in altering prevailing points of view is, of course, the media. And again, the focus, whether in the form of a commercial or film or television program, should not be on "don't." It should not be on scare tactics or false

statistics, but rather on the reinforcement of positive and perhaps even traditional values like communication, familial camaraderie, friendship, achievement, and participation.

I mean, it has been a long time. And advertisers could be allowed to help by rewarding them for the support of those kinds of programs. You could reward them with tax shelters and tax benefits.

Industry can help. Industry can play a major role in the solution of this problem by perhaps the establishment of apprenticeship programs where during that 3 hours a student is doing nothing, say—from 3 to 6 or 2 to 5—or perhaps during the summer vacation when the kids have nothing to look forward to except going to the beach and getting high a student could be allowed to participate actively in industry. He would be paid a minimum wage and would actively work whether it is at the office of Kodak International or whether it is at a film laboratory or wherever else they wanted to be.

Again, industry would be given in return the same breaks, tax breaks, and shelters. And this would provide the students most importantly a place to achieve and contribute, especially those students who are not necessarily academically superior.

What about the student who wants to be a mechanic and he is a great mechanic and is going to be the greatest race car mechanic in the world, but he can't get through math? He has no place to achieve, no place to get validation. So put him with Charles Bonderant's School of Driving and let him learn how to do that.

Also, perhaps one of the best ways to help students is to fight peer pressure with celebrity pressure, to make it known that there are successful celebrities who have found alternatives to drug use and are leading a happy and productive life.

This is a difficult and key question because artists are the image-makers for kids. As a famous philosopher once said, "A culture is only as great as its dreams and its dreams are dreamed by artists." The difficulty with this problem is that the entertainment community has been plagued by a similar drug problem—a problem that has been in my opinion maliciously sensationalized by some members of the press. The result is that you have this group of people called celebrities, the majority of whom appear to be druggies, and that drugs are a part of their success and a part of their way of life.

I would like nothing better than to be able to correct this falsity by making and bringing to light those celebrities who don't use drugs—not in a way of saying you shouldn't, but in a way of saying "if you want to join us, terrific."

This would bring about, I feel, an awareness not only to the kids, but to the artists themselves, of the dangers of drug abuse, simply that they basically alter a human being. And I happen to feel that human beings are just fine the way they are.

The artists are the imagemakers, and we need imagemakers. Where are our heroes?

I would like to say in conclusion, that these are just a sampling of my thoughts, my observations, and my ideas toward the creation of a society, a culture, that is free from drug dependency, whether it be illegal or legal. It is a state of mind and a reawakening of the very spirit which made us the greatest people on Earth.

I would also like to say I could only hope that you have received one-tenth of what I have received in talking to you. It has been one of the most exhilarating and rewarding and special experiences of my life. The opportunity to make a difference, the opportunity to care for your fellow man, is nothing less than a gift. And you have given me a beautiful one.

We all now have a chance to serve—you and I and the parents and the school and the Government and the kids. We have an invaluable opportunity. It is a gift that we, the people, can now once and for all handle the biggest single problem that has plagued us for over three decades. In my opinion, it has diminished us in our own eyes as well as in the eyes of the world. And if we don't demand to make a difference, if we don't demand to make a difference, who will?

The time to begin is now.

Thank you. I would like to also thank Chairman Wolff for his invitation to speak here and for his continuing work in the area of drug abuse and for allowing the members of the entertainment community to take part.

Thank you very much.

Mr. WOLFF. Thank you very much, Cathy Lee Crosby, for not only a very comprehensive statement, but one I think that reflects your own personal views, something that from time to time seems to be frowned upon in Hollywood.

The individual lives of the performers never seem to get to us except through the fan magazines and sometimes quoted views that we do see in the press.

I just want to know as my first question, are you getting involved in politics now? Are you going to run for office?

Ms. CROSBY. No, no, no. I am having enough trouble keeping my series on. No. It is a difficult position, but I feel if I am able to make a contribution, it would be from another area.

Mr. WOLFF. Well, one very important element in this is the fact that you have come forward, which I think is a great courageous act. Too many people are trying to hide their problems.

I wondered how you got involved in this whole crusade which seems to be on your mind.

Ms. CROSBY. I don't want to think of it as a crusade because it has taken a 5-year period. It was a personal realization, my own realization about drugs, both medical and illegal, which I call dabbling. I was a dabbler, you know, just for the social aspect of it.

But medically—I was an athlete for 8 years—the medical issue of drugs, you know is another problem as well. You have a sore muscle, stick it with cortisone, that kind of thing. And that's how I grew up. So my personal realization came out of that as well.

Then, I started working with other people, working through a group called NARCONON, which has nothing to do with Synanon. The program was started by convicts in prison in 1966, and has moved out now as well and has just become, just last year become, available to the general public. You don't have to have broken the law to be able to receive this program now.

NARCONON used the purification program as well as other methods of learning how to communicate. The total focus is to make the individual more capable.

Mr. WOLFF. You did in your prepared statement say something about the fact that perhaps there is a distorted view of the entertainment industry. Yet we hear that at virtually every party, they pass around the coke plate to the various performers.

Ms. CROSBY. Yes.

Mr. WOLFF. They are almost totally dependent upon the use of drugs in order to produce the type of performance that they feel is necessary?.

Ms. CROSBY. Yes, that is a misnomer, and it is definitely a lie, that in order to be creative, you must be neurotic. In order to be creative, you have to go to the depths of a feeling or emotion to be able to portray it, that is a lie.

And it was brought about by the proponents of Strasberg. I am not saying Strasberg himself, but the idea of method acting, people couldn't do it, they couldn't get in the emotional state night after night, so they had to have help.

But there is a gradual awakening that it does more than that; it does affect your performance. And I think the majority of people that do—let's say if you only have 20 celebrities that do take drugs, and they are in the forefront, they are the ones that are doing the crazy things and, therefore, newsworthy, whereas if you have 20 celebrities like Kenny Rogers, Bob Hope, John Travolta, those kinds of celebrities who don't take drugs, that is not interesting news.

And that's why I think the media can play their part in playing up those people that don't do it.

Mr. WOLFF. May I ask whether or not you feel that the entertainment industry, people that you know, are willing to come forward today and work with us in some fashion in order to bring a message to the community?

Ms. CROSBY. I have a list here of almost 200 names that I don't have to read, but if you would like me to read, I can.

Mr. WOLFF. You don't have to read the 200, but if you will give some of the people.

Ms. CROSBY. An idea. All right. I am so proud to be a member with these people, first of all, Bob Hope, John Travolta, Andy Stein, Cathy Baumann, Diana Canova, Chick Corea, Ted Dawson, Cliff de Young, Bill Devane.

Mr. WOLFF. With unanimous consent, we will include the list in the record. But really, what I am saying to you is the fact that the committee is interested in what you have had to say. We are interested in listening to the support wherever we can get it.

[Ms. Crosby's prepared statement, including the list of names, appears on p. 60.]

I do think that you have provided us with another dimension to the overall strategy that we hope to pursue in the future. Unfortunately in the past, in the deep past, the whole emphasis in drug abuse goals was in enforcement. We are attempting to change that focus.

And I think the witnesses that we have today, reading some of their statements, are indicative of the change that is taking place.

We appreciate your coming forward at this point and speaking for a segment of the entertainment industry. We hope to change the feelings of the individuals who look to the entertainment indus-

try in the sense of leadership and social mores that affect our country.

Ms. CROSBY. I would just like to say one other thing, too. It would be interesting if it was presented as a challenge to the kids, to the entertainment industry, and to adults alike, presented as a challenge just like Kennedy said, getting a spaceship on the moon, it was promoted as that kind of a challenge because likewise, if the challenge is met, if you offer no market for drugs, the problem is solved.

Mr. WOLFF. Thank you very much.

Mr. Railsback.

Mr. RAILSBACK. I want to thank you, Mr. Chairman, and also thank our witness. I think it does take some courage to try to do something about a very frustrating and a very perplexing problem which I know has probably plagued California just as it has plagued Illinois, New York, and elsewhere.

I was curious about one of your recommendations which related to trying to get, as you would say, kids involved in solving the problems. And I can't help but think that that might be a very useful idea.

I happen to be a father and have four daughters. And I get the feeling they don't much like, not only the Federal Government, but even local governments.

Ms. CROSBY. Or parental government.

Mr. RAILSBACK. Yes. And out in California, are there any so-called peer groups of students working with one another?

Ms. CROSBY. It was over the last, I would say, 2 or 3 months that from all of the students that I talked to, these are some of the things we came up with. These are their ideas. And basically, they just asked me if I would say them to you.

They obviously need help in the formation of anything permanent. But the fact is they know nothing has been formed yet, they are willing to participate and take part at any time.

The thing is, if you try to affect a solution on a group of people that has nothing to say about it, well, you are not making them responsible for their own problem. And they must have responsibility.

Mr. RAILSBACK. I had a little bit of experience with a so-called peer pressure group with one of my high schools. They had racial problems. What they did, and they did get some Government support, but they actually had the students getting together, the blacks and the whites, and start talking about the problems. We had some very serious racial problems.

And I was pleased in talking with some of the young people that they really thought that that program did a great deal of good because they were talking with people who had been their adversaries, and kind of worked out the problems themselves.

I also like the idea of your emphasis on having a new drug education program because—and I know the Federal Government is working on one right now—but it does have to be a very sensitive program. It can't be condescending or patronizing.

Ms. CROSBY. Don't take marihuana because it will harm your brain cells.

Mr. RAILSBACK. I want to thank you for coming.



Ms. CROSBY. Thank you very, much. I enjoyed it.

Mr. WOLFF. Thank you.

I must insert in here, the fact that obviously proposition 13 hasn't worked too well in California so far.

Ms. CROSBY. No, and I never thought about it because it didn't affect me. And it is amazing how much that it really did affect people.

Mr. WOLFF. Thank you.

Mr. Guyer.

Mr. GUYER. I want to thank you especially, Miss Crosby. I have been a worshiper of people in public life, coming from a little town of Findlay, Ohio. Marilyn Miller, the toe dancer was born just back of our house. And Russell Cross came from my home town and got the first job on a newspaper. So I sort of have a little theatrical blood myself. And my only claim to fame really—and this is not a question—I have given more commencement talks than any living person in the world so far as I know.

Mr. RAILSBACK. How many?

Mr. GUYER. About 1,100 and in the last couple of years.

Mr. WOLFF. We will put that in the record.

Mr. GUYER. But I am not a celebrity, but I discovered in the last 4 or 5 years, I had nothing to say. I am very honest about this. The more I looked at the kids, the less I felt I had a message for them.

And so in the last 4 or 5 years, I have reduced my commencement time to 10 or 12 minutes which I think they appreciate.

But the thing that disturbs me, coming from a family that has always been identified with education, dad being a preacher and college president, my brother being a professor of history, my wife being a music teacher, two daughters university graduates, we have always been oriented yet we seem to be having our hands tied in a world where kids want to learn the tricks of the trade, but not the trade.

And you have done something for us today that I think is remarkable. You have shown us a mirror as well as a window. We have seen ourselves as pretty adequate.

I come from a land of squares. I mean, back when I was a kid, if you were a week late in your library card, you were delinquent. You know, we just didn't have these things. And now, I come to Congress, and I hear talk the inner city of 10-, 12-year-old kids having so many thousand dollars on them and being pushers.

We hear of kids getting beat up for not paying a quarter a day and going to school. And I have a similar situation when I sat down with some junior high school teachers not too long ago when they said that the abysmal thing was that kids of 13, 14, and 15, had no goals in life.

And I was just so enamored to hear you say we need to return to where there is leadership. It is like religion, whatever any of us believe, nobody believes religion unless it happens in somebody's life so you see it happen. You recall John Wayne when he said, "I don't take anything into my body you have to go behind the barn to inject." There is something about the way the old Duke said that that people believed it. We don't all have the same goals, but I so much appreciate what you said we have not been doing. We have

dealt in semantics a great deal, and we have preached until we sounded like Victorians. That is the last thing they want to hear.

It is a little bit like the kid wants a Coke and dad says, "You can't have it because it will ruin your dinner." He can't understand why a martini won't ruin his dad's dinner, but a Coke would ruin his.

Seriously, I think you have said it all here today. There is so much I would like to comment on in what you have asked us to do that we are not doing, and I was told that darkness simply disappears when it is replaced by light. And you cannot legislate morality nor can you pass a law to make people good.

And when you said something about having only 3 hours, for example, I have nothing against salvation; we would lose without it. And my friend Paul Harvey told me the only newspaper in America that tried printing nothing but good news went bankrupt out in Indiana. They had to give papers away; nobody would buy them.

In fact, I have heard people say they watched "Starsky and Hutch" for 15 minutes before they found out it was not the evening news. Now I don't mean to overaccentuate, but let me say this: you brought a new kind of refreshment to us with a blueprint for action. And when you said things about returning to being image-makers and talking about leadership, these recollections have not only characterized what is wrong about the drug scene, but what is wrong about the Washington scene.

We really have lost the search for the best. And I think you have brought that out.

I have no questions of you at all. I just feel like I want to go out and make a speech someplace. You have told us that in order to take something away, you have got to put something in its place.

Ms. CROSBY. Absolutely; absolutely.

Mr. GUYER. And I think the very positive outlook you brought, in contrast to so many dismal ones we have heard; just telling somebody they are bad doesn't make them good or change anything.

I just want to compliment you for daring to care and stepping out to bear, as you have done. And I am looking forward to meeting with you again with some of our colleagues who will make news more than they believe.

I know you can't get 20 people to watch a kid get an Eagle Scout award. Let some kid get in trouble, and you can't keep it away from the Rotary Club.

I am just a great believer we need more people like you, and your message is superb.

I am sorry I took so much time.

Mr. WOLFF. Thank you very much, Mr. Guyer.

Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

I do want to welcome our very colorful speaker this morning on a very sordid type of topic. I am hoping we would have more folks in the entertainment industry like yourself who has expressed a kind of interest and concern that you have expressed.

And I am wondering what we can do to help organize that kind of an effort.

Ms. CROSBY. It is already started.

Mr. GILMAN. Have you explored that with some of your colleagues in the entertainment field?

Ms. CROSBY. Yes, we have a group called "Friends of NARCONON." And basically, they are a group that goes out and does things. We have just begun over the last 8 months to play baseball games with the media and various other groups like a TV channel or a network or whatever. And we do it at Angel Stadium or a high school, just to bring about the idea that there are celebrities out there having fun without drugs.

And all it is is people presenting an alternative to drugs. And they don't tell the kids anything, they don't tell them what to do.

Mr. GILMAN. Is this part of a nationwide effort to enlist the entertainment field in some sort of an education program?

Ms. CROSBY. It is absolutely a nationwide effort, but the main thing is that most of the celebrities on the list are in the Los Angeles area because that is sort of "Hollywood headquarters." But I would be more than happy to give you any added information on this group that we have started there.

Mr. GILMAN. As far as you know, there is no other group in this Nation?

Ms. CROSBY. No, no other group that I know of because it is not a very popular subject, not a very popular statement to make. It is not that there aren't people who don't take drugs, but it is that you are not very "cool," or not very "in," or not very "artistic," which is even worse.

Mr. GILMAN. Do you have some thoughts about expanding this program?

Ms. CROSBY. Absolutely. I think some funds would help.

Mr. GILMAN. Most of the people in the entertainment industry are willing to volunteer their services, are they not?

Ms. CROSBY. Yes, they are——

Mr. GILMAN [continuing]. To educate our young people?

Ms. CROSBY. But it must be at all times in agreement with the kids, I do feel, and agreement with the parents. It is all of us together making the decision. We can't make a decision that affects kids and try to set a role for them if they are not involved, if they don't pick the program, if they don't help with it, and demand something of them on this problem.

It is their problem, too. It is our problem. We are called the Librium/Valium generation. Our answers to our problems are the same as theirs, only theirs usually costs more because it is illegal. But ours is the same answer whether it is alcohol, Librium, Valium, Darvon, or whatever else. It is the same problem. It is a drug culture.

The answer to the problem is to take something rather than to handle the problem, which never really handles the problem.

Mr. GILMAN. Of course, you recognize that one of the major objectives of all of the Federal energy and Federal activity is to raise the public's consciousness of the seriousness——

Ms. CROSBY. Yes——

Mr. GILMAN [continuing]. Of the problem and to also raise the public's consciousness of the dangers of drug abuse. And whatever the entertainment industry could do to help in that direction is going to be of significant value. We are really just scratching the

surface in our educational effort and, unfortunately, have not provided the kind of funds and the kind of manpower that is needed to do an overall effort.

We were astounded recently to see the international program of education that is a paltry couple hundred thousand dollars by UNESCO in a worldwide effort to distribute educational materials around the world.

Whatever you can do to enlist the support of your colleagues, and have some sort of a concerted educational program, would certainly be of benefit to what we are trying to do, and in taking the time and expressing the kind of concern, and the kind of effort you are maintaining with this very important event.

Thank you, Mr. Chairman.

Mr. WOLFF. Thank you very much.

We are joined by Congressman Danielson from California.

Mr. Danielson.

Mr. DANIELSON. Thank you, Mr. Chairman. I arrived late; I have been in another committee meeting. So I will waive my opportunity and thank you.

Mr. WOLFF. Thank you very much.

Thank you again—

Ms. CROSBY. It was wonderful—

Mr. WOLFF [continuing]. For coming before us. We appreciate your help, and we will call upon you in the future.

Ms. CROSBY. I would be glad to help in any way I can.

Mr. WOLFF. At this time, I would like to call upon Mr. Dogoloff as head of the Principals' Group. And if we could call the panel to come forward, could we have you sworn, please?

[Mr. Dogoloff, Mr. Bensinger, Ms. Falco, Mr. Archey, Admiral Hayes, Dr. Pollin, Dr. Fagan, and Admiral Costello were sworn by the chairman.]

Mr. Dogoloff, we are going to ask you to begin by presenting an overview of the Federal drug abuse prevention effort and prospects for the eighties. I hope you listened carefully. And maybe it is a fact that the professionals haven't thought of some of the amateurs in the business and maybe we ought to include them as part of the process of establishing a strategy.

After we have heard from each of the individual witnesses, we are going to ask that the panel submit to questions.

And because the time is limited this morning, all of your statements will be included in the record without objection in entirety. And we ask that your statement be limited to 5 or 10 minutes so we will have an opportunity for questions.

Mr. Dogoloff, would you please proceed?

**TESTIMONY OF LEE I. DOGOLOFF, ASSOCIATE DIRECTOR,  
DOMESTIC POLICY STAFF, THE WHITE HOUSE**

Mr. DOGOLOFF. Thank you, Mr. Chairman.

I am delighted to be here. And I listened very closely to what Miss Crosby has had to say. I think that I would agree with any of your comments and comments of other members of the committee that a lot of her ideas make great sense. And I think as I hope to meet with her later on today to pursue some of these.

This is something where we can work together jointly and take seriously, for example, her notion of setting up a national student committee on drug abuse. Just as we have reached out effectively to many groups over the past 4 years to involve them in the problem, I think the student group is one that we haven't reached and it is one that she could be very helpful with in working toward including them in the problem and the solution to it.

It is a pleasure to be here today. This is a committee that we have all enjoyed working with over the years. It is a committee that we have traveled together with, thought out the significant problems together with, and acted jointly to bring about some interchange in what is a very serious problem affecting our society today.

As you noted, I am here today to discuss the Federal strategy, the prospects for the eighties.

With me are members of the Principals' Group, people who I believe are among the finest professional Federal Government managers we have found anywhere, people who I enjoy working with, who have been supportive, thoughtful, and energetic in our working together to deal with this problem.

Mr. WOLFF. May I just interrupt at this point to say that not only do I as chairman of this committee concur with that statement, but I should just like to at this point thank the various heads of the departments of Government from the Executive for their close cooperation with this committee over the years.

It is symbolic, I think, of changes that have occurred in the approach to the whole problem of drug abuse and its control, the fact that you don't cite executive privilege when it comes to the point of conferring with us and taking us into your confidence so that we can try to define the funds that are necessary for you to do the job.

Mr. DOGLOFF. I think we have reinterpreted that word, at least I have. Executive privilege in part means the privilege of working together with others and the Congress and outside of the executive branch who have thought about the problem and, indeed, have a lot to offer.

Before talking about the issue at hand, I would like to present to you the annual report of the Federal drug program. This report was transmitted just yesterday to House and Senate leadership, and it talks to the accomplishments that the administration and the Congress, working together, have achieved over the last several years.

I am pleased to say that those accomplishments are quite significant. We are all aware of the cooperation with the Mexican Government that has brought about a significant reduction in the amount of heroin available and to this country, a reduction by 80 percent of the number of people who have died from heroin-related overdoses, 44-percent reduction in the number of people coming into emergency rooms with opiate-related problems, and a significant decline in the number of heroin addicts.

Three and one-half years ago, we began a major effort to coordinate and more effectively manage the resources of the Federal drug program. And through the Principals' Group, we have been able to establish consistent and realistic policy goals and more

importantly insure that these policies are implemented by the appropriate agencies and departments.

We have created the National Narcotics Intelligence Consumers Committee, a group composed of representatives from many agencies. And for the first time, the Government has cooperated together in an interagency mechanism to both understand the scope of the problem and to pull together the best thinking and understanding of our intelligence assessments.

In addition to these two groups, we have moved to bring the Strategy Council on Drug Abuse to the role envisioned by the Congress 8 years ago when the Strategy Council was created. Though created in 1972, it rarely, if ever, met until this administration when the President revitalized the Council as part of his trying to reach out to both the Congress, national organizations, community groups, academicians, treatment, prevention, and law enforcement personnel to assist us in developing policies and plans.

Public members were appointed by the President in accordance with the legislation for the prominence and expertise in their respective fields.

As we move into the new decade, it is not only appropriate, but essential that we examine the experiences and accomplishments of the Strategy Council over the past 3½ years. The period has not always been smooth, but we have learned a great deal.

Over the next 2 months, we look forward to meeting with members of the committee, the Principals' Group, the Strategy Council, and a broad range of other peoples throughout Government and the private sector regarding the strategy for the eighties and to look at both our mechanisms like the Strategy Council and how that can be more effectively utilized as well as what our directions ought to be.

In terms of law enforcement, it seems to me a decade ago, we said that we were going to give up the buy-bust casemaking that was common to our law enforcement effort and move into targeting against high-level traffickers. And in recent years, the Federal Government's law enforcement initiatives have clearly increased in both efficiency and sophistication.

We have focused on major traffickers, we have focused on financial investigation of these traffickers, and have gone after in a much more aggressive and intelligent way the financial resources of the major persons involved in drug trafficking.

We have recently been successful in involving the IRS in that endeavor, something that had not been done previously. And I am pleased to say that with encouragement and help of this and other committees of Congress and the leadership of Commissioner Kurtz, we see a real change occurring in the IRS both in their bureaucratic outlook to the use of IRS information within law, to target against the financial resources.

I would like to speak about another aspect of the program and one that I personally was very cynical about early on. And that is the area of prevention. In the past, I often said publicly that prevention was something that one could not measure and one could not define, but everybody who did it felt good about it. I have long passed that cynical attitude and see prevention now as our greatest hope for the future. For it offers us a way to deal with the

drug problem before we need to enforce laws and before we need to undertake diplomatic initiatives.

Before I get into some discussion of the future, I think there is one caveat that I would like to provide which, as I think about my own 10 years in this field, it is that the one thing that is clearly predictable about the drug program is that it is likely to change in ways that are not characteristically predictable. And I think all of us who work in this field agree with that. And we need to do a lot more than we have been doing.

Basically, the Federal drug program is composed of four elements which extend along a spectrum, international narcotics control and prevention, at each side of the spectrum and treatment rehabilitation and domestic law enforcement at the center.

It seems to me that as we look to the future, we need to concentrate on both ends of that spectrum much more than we have in the past—prevent one-on-one side and international initiatives on the other.

That is not to in anyway denigrate or diminish what we do in domestic treatment and law enforcement. Those are important programs and need to go on for a variety of reasons. But I think that in the coming decade, we will look more toward those two ends of the spectrum.

Let me just review very briefly four changes that I see for the Federal drug program in the future. Perhaps one of our greatest failures in the past decade has been our inability to reduce the vast quantities of marihuana coming into the U.S. market. This inability does, however, within the Federal Government represent our first greatest challenge for the future.

In the months ahead, we must come to grips with the inordinate cocaine production in Bolivia and Peru and the unending marihuana cultivation in Colombia. We must reexamine our approach to crop eradication and destruction and either opt for this method or quickly find another alternative such as crop substitution, income replacement or land seizure which will insure us the same success.

In order to accomplish this, we must make a greater financial commitment to our international effort than in the past, both in terms of diplomatic initiatives and international assistance programs as well as law enforcement abroad.

We have given the international narcotics effort increased attention and visibility, but we have not with the exception of Mexico convincingly supported our position with the necessary funds needed to effectively carry out the international mission.

At the same time, we cannot honestly ask other nations to undertake crop eradication programs, particularly for marihuana, until we take specific steps to deal with the cultivation of marihuana in the United States. Domestic cultivation of marihuana represents approximately 7 percent of the total of marihuana available in the U.S. market.

And as we begin to deal with this problem, we will have to consider several Federal jurisdictional issues. It is not going to be easy, but if we are to succeed overseas, we must send a clear and convincing signal that we are prepared to deal effectively with the problem of marihuana in our country.

As mentioned earlier, in the coming decade, we will place a greater emphasis on prevention. In addition to the more classic prevention initiatives, there is one that I would like to highlight as centrally important because I think it represents our second greatest challenge.

And it has to do with public attitudes. It has to do with the kinds of things that you were talking about earlier in the hearing. I have said publicly before that what the drug program needs more than anything else is not an amendment of law, but an amendment of attitudes in our country toward drug use. And as that occurs, we will find additional support for all of our efforts in that regard.

Public attitude which clearly discourages rather than promotes and clarifies the use of illicit drugs is vital. The almost 600 organized parent groups which have emerged in virtually every State of the Union to combat adolescent drug abuse are already signaling to us the direction of the future.

In conjunction with the parents' movement, I see a welcome return to traditional family roles and responsibilities. During the past decade, we have focused on the individual drug abuser treatment. However, we know that drug abuse is not a solitary tragedy.

We now know that we need to move further and involve all aspects of a family structure in truly making rehabilitation more effective.

In terms of new drugs of abuse, the future is not altogether clear. As I said before, one thing that is predictable is that the drug program as I said before will change in unpredictable ways. Prescription drug abuse, however, may well represent our third most difficult challenge in the coming decade. It will pose unforeseen problems.

Traffickers may come from the more respected walks of life; the greatest number of abusers may surface among the very vulnerable and growing segment of our society—the elderly.

The answers to our programs may not be abroad in the opium or coca fields, but in our own backyards. This concern over prescription drug abuse has prompted the Administration to reexamine the Controlled Substances Act, the legislative underpinning the entire Federal drug control effort.

We have, therefore, begun to work with the concerned Federal agencies and departments to propose amending legislation in the next session which we feel will improve the act and provide a better service to the American taxpayer.

Drug abuse in the work force and work place has become an issue of paramount concern to all of us and stands, I believe, as a fourth challenge for the eighties. Faced with decreasing rates of productivity, we must examine any and all obstacles which prevent the American worker from achieving his or her maximum productivity.

Not only do alcohol and drug abuse contribute to significant reductions in overall productivity, but they have been implicated in a rising number of serious on-the-job injuries and fatalities. The financial cost of alcohol and drug abuse in the workplace pose many significant problems.

A New York company back in the seventies estimated that the cost of employee turnover due to drug abuse to be \$75,000 for one



year. As recently as this past March, the chief executive of a Fortune 500 company told us that the cost of returning and replacing an employee overseas because of an alcohol and drug abuse problem runs between \$175,000 and \$200,000.

When I speak of the workplace, it is important to include the Federal Government which is a single rather large employer. If we are to use the same formula that the Fortune 500 company used and apply it to one of our largest Federal departments, we find the drug and alcohol abuse and mental health problems among their employees costs \$129 million per year in absenteeism, lost productivity, and injuries. If you translate this figure to the public and private sector nationwide, we have a very grave problem before us.

Let me say in closing, Mr. Chairman and members of the committee, the future is before us. And we can either look at it with fear and imposing doom or with enthusiasm and the will to try innovative techniques, to explore new research and to undertake strong and long overdue activities to curb the drug problem.

Mr. Chairman and members of the committee, with your help, I would opt for the latter course. Thank you.

Mr. WOLFF. Thank you very much, Mr. Dogoloff.

First, let me say that so far as the statement you have made, you know, this is probably a day that falls very closely into my holiday. I don't know how many people share it, but it is the idea of purging oneself. And I think that we are about to do that.

I think really the fact you have come forth and given us information as to what you considered to be even the Federal employees' role in the drug abuse problem and the cost to the American people of drug abuse within the Federal establishment is a very important factor, something that has not been recognized before.

I again want to congratulate you on your own personal commitment and work that you handle. You have led in this over the past few years.

You and I had some problems in the past as to whether the Administration was giving the type of support that was necessary to this particular thing. And I want to say just as you have talked about the relationships in one of my prime objectives, trying to raise the consciousness in the area of prevention, so, too, I must say that I have certainly changed my ideas as to the constructive role, not only you, but the executive, have played in addressing this overall problem.

I am happy as well that you did bring forth the fact that we do have to spend a great deal more in the overseas activities that we are engaged in. One place to hit the drugs in the supply area is at a source. We are very happy Miss Falco has been working in this area.

And I would be happy now if we can only convince OMB and maybe we will have to investigate OMB to find out how many people they have there using it to find out whether or not they have a particular vested interest in the expenditures that they are permitting us to make.

However, I do know that on one score, we are going to come to some questions after we have gone through the entire panel.

[Mr. Dogoloff's prepared statement appears on p. 64.]

Mr. WOLFF. I know that Admiral Hayes has a previous engagement so I would ask that you all defer to Admiral Hayes for his statement.

**TESTIMONY OF ADM. JOHN B. HAYES, COMMANDANT, U.S.  
COAST GUARD, DEPARTMENT OF TRANSPORTATION**

Admiral HAYES. Thank you very much, Mr. Chairman, for giving me the opportunity this morning to present a Coast Guard statement to you on this committee.

Harking back to your earlier comments, I think private citizens could not have a better voice and can compliment themselves. I, too, thought Miss Crosby shed some very specific and refreshing light on the problem that concerns us all.

My abbreviated statement, Mr. Chairman, will highlight four points. I will submit my full statement for the record.

Mr. WOLFF. Without objection.

Admiral HAYES. First, I would talk briefly about coordination. When I first came to Washington, my present job, you may recall in earlier testimony to this committee, I perhaps had some cynicism on the idea that a group of Federal agencies could coordinate very well on the solution to this problem. My observation at this juncture after over 2 years now of working with the Principals' Group here, and in observing operations in the field, is that for the most part, we have managed to overcome our turf problems and, indeed, there is good cooperation.

I think this has been demonstrated particularly through Mr. Dogoloff's statement this morning with respect to our headquarters, Principals' Group, here in Washington. I can speak from personal knowledge with respect to the efforts of our law enforcement organization, here and in the field. We are well coordinated and we are finally getting the improved intelligence from EPIC, the intelligence center in El Paso.

Second, let me comment on the Coast Guard strategy in that unenviable task we share with customers and the Drug Enforcement Administration trying to interdict what we would hope would not be in demand at all. Coast Guard strategy is threefold:

First, to attempt to cut off the flow at the choke points;

Secondly, if we fail that, to interdict the mother ship at its delivery point offshore;

And thirdly, if we fail at the first two points to interdict the carrying vessel between the mother ship and the beach.

Mr. WOLFF. Could I just interrupt for a moment? I know you are not going to be around, and you will be replaced on the panel, but I would like to ask one question at this point. Has the problem that we have had with the illegal alien flow from Cuba had an effect upon our ability to perform in the drug and coke area?

Admiral HAYES. It has indeed, Mr. Chairman, in a rather drastic manner. I was going to cover that, but I will respond to it at this juncture.

Just to demonstrate in 1978, we seized about 1.8 million pounds of principally marihuana. In 1979, the figure was very close to that, about 1.9 million pounds. This year, 1980, however—and, of course, it is about over at this juncture—we have seized only 200,000 pounds.

We estimate that the Cuban operations have probably drawn down our effectiveness to something less than about 20 percent of what it was before. In other words, we reduced the scale of our effort by 80 to 85 percent because of the Cuban operation.

So it has had a very drastic effect upon our interdiction, yes, indeed.

Shall I proceed?

Mr. WOLFF. Yes, please.

Admiral HAYES. I think that the general impact of the strategy that I described, except for the drawdown that has occurred because of the Cuban operations, has worked moderately well. It is clear, though, that we were just beginning to attack the tip of the iceberg, so to speak, Mr. Chairman, because our best estimates were that we were only interdicting something like 15 percent of the actual flow of drugs by sea.

I will finally comment on the future. It seems to me that when we stand down from this refugee operation and are able to put more of our resources back into maritime operations and drug interdiction; that we will once again display effectiveness in that arena.

As a broad comment, it is obvious that the answer does not lie any more than it did during the alcohol prohibition days in attempting to interdict at sea. Interdiction has to be the least effective in the long term measure that this country can take.

I would hope the type of efforts Miss Crosby was talking about this morning and Mr. Dogoloff has emphasized this morning would be the final answer. But meanwhile, I would have to say that I believe Customs, DEA, and we in the Coast Guard feel that at least for the next several years, our enforcement efforts are certainly not the area where we should diminish commitments.

Thank you, Mr. Chairman.

Mr. WOLFF. Let me just indicate to you that when we talk about increasing emphasis on the demand side of narcotics control, we do not intend by any means to diminish the enforcement of the Government which we think is paramount in this entire situation. It means just an add on rather than something that we are going to delete from our thinking.

We thank you, Admiral Hayes, for your statement. And you are free to leave now, as I understand.

Admiral HAYES. Pardon me; I would make one more point, Mr. Chairman. I don't know whether it has been clear to this entire group.

The efforts of this committee in helping the passage of H.R. 2538 which will of course affect our ability to enforce the law on the high seas has already demonstrated its worth. Indeed, we just wanted to be sure this committee understood how much we appreciated all of this—your efforts in that field.

Mr. WOLFF. Thank you very much.

I believe two members here have burning questions they must ask before you leave.

Admiral HAYES. I have sufficient time, sir.

Mr. GUYER. I wonder if you could tell us is there any real serious incidence of drug abuse in the Coast Guard itself? And if so, what is the level of the problem? Do you want to comment on that?

Admiral HAYES. Surely. Mr. Guyer, I would be a fool to say that we have no drug abuse problems in the Coast Guard. I am not at the present time aware of any major problem.

In the course of the 2 years I have been in the job of commandant, I think we have had perhaps two or three of our units out of the entire Coast Guard that we had to have serious investigations, and there were substantial number of drug violations in those units. Interestingly enough, and to follow on a bit further with Miss Crosby's comments earlier this morning, almost without exception, I can say, whenever you find that condition, you find poor leadership.

In general, I suppose the other side of what I am saying then is that for the most part, I am reasonably well satisfied that the leadership that has been exerted by our people in the field has been very effective. I am not aware at the present time of any hard drug problems throughout the service except on a very individualistic basis and they very rarely come to our attention.

For what it may be worth, marihuana is the principal violation.

Mr. GUYER. I think I would say you have done a terrific job of interdiction and also seizure of narcotics.

Admiral HAYES. Obviously, Mr. Guyer, it would certainly not look very well if the Coast Guard was displayed as a major drug user. We try to avoid that.

Mr. GUYER. The chairman was curious, too, and I am, in the sudden flow of Caribbean refugees. Did they bring with them any instance of inside drug activity such as Charlie and Indiantown Gap, and so on?

Admiral HAYES. I have no personal knowledge of it, Mr. Guyer. Perhaps my colleagues in DEA and Customs may wish to comment, but I am not aware of any incidence other than very minor.

Mr. GUYER. That would be expected with that many people. That is all I think of.

Mr. WOLFF. Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

Admiral, I was concerned when we were in Florida and Georgia about the lack of manpower and lack of equipment that you had. I note that the GAO Comptroller General's Report of January 1980 talked about limited resources and your ability to fulfill your responsibilities because of the limited resources.

I know that you are being called upon more and more to try to interdict narcotics trafficking coming up from the South. And when we were in Georgia and Florida, we learned how limited you were in being able to fulfill that need to get out there and put up a barrier and the type of equipment you had that calls for the continual call for use of that equipment.

Has that improved any? Do you see any improvement up ahead? Are you still extremely limited in the kind of equipment you have and the resources, particularly cutters and aircraft?

Where do you stand today? Have you made requests that have gone unfulfilled by both the Congress and the Administration?

Admiral HAYES. Mr. Gilman, let me say, first, one of the great delights of my life, particularly in appearing before the various committees on the Hill, was to be the second witness this past spring before our authorization committee on the Senate side. The

first witness was the GAO. And for a change, they were commenting on shortages in the Coast Guard and need for additional resources.

Now, to answer your question specifically, yes, indeed, the shortage of resources is having an impact. This committee might be interested in the extent to which the Cuban operation has affected the Coast Guard.

We have about \$1 billion worth of capital plant presently committed to the Cuban operation in terms of today's replacement costs. That it is a pretty hefty effort, something that a lot of people have perhaps not clearly understood.

So the extent of that commitment clearly has had a major impact on our ability to enforce fisheries laws and to interdict drugs. We have identified that. We have recently in two ways provided this information within the executive branch in two ways.

One, in a memorandum which the Secretary will be signing shortly, which will have at least the effect of informing OMB of the cost of continuing that operation, both in terms of capital plant and operating expenses.

The second thing and more importantly, of course, is in our budget program for 1982 which is currently wending its way through the executive branch of Government. Obviously, I am not privileged to inform the committee at this time of what action had been taken. Indeed, I am not sure what they will be. But certainly, it will identify a very substantial need on the part of the Coast Guard.

Mr. GILMAN. Admiral, in regard to Coast Guard interdiction, where is your greatest need with regard to the equipment?

Admiral HAYES. As you are probably aware, Mr. Gilman, the way we operate at sea is with a combination multimission capital plant and different capability within the capital plant. That is both aircraft and ships.

I have to say that there are shortages in each of those areas. If I were to identify the greatest shortage at the present time, it is in ships.

Mr. GILMAN. How many ships have you available right now for the narcotics interdiction in the Southeastern area of our Nation?

Admiral HAYES. Could I provide that for the record, Mr. Gilman? I would like to give you an accurate response.

Mr. GILMAN. Approximately how many cutters? And you can clear up the record later on.

Admiral HAYES. Perhaps six, Mr. Gilman.

Mr. GILMAN. Six ships to patrol. And how many of those would be available at one time?

Admiral HAYES. Of course, only about one-third to one-half of those would actually be on station at any one time.

Mr. GILMAN. So we have about three.

Admiral HAYES. When we are talking about that, we are talking about the combination of ships and patrol boats.

Mr. WOLFF. And air.

Admiral HAYES. Well, on the aviation side of things, of course, there again, a great proportion of our aviation effort is going to the surveillance associated with the Cuban operation.

Mr. GILMAN. How many aircraft do you have available in the Southeastern part of the States for drug interdiction?

Admiral HAYES. Again, I would like to verify it for the record.

Mr. GILMAN. Approximately?

Admiral HAYES. But I would say probably, again, no more than half a dozen.

Mr. GILMAN. And of those six aircraft, how many would be operational at one time?

Admiral HAYES. There again, it would be roughly 50 percent.

Mr. GILMAN. So we have about three ships and three aircraft?

Admiral HAYES. Probably no more than that at any one time, at the present time.

Mr. GILMAN. Thank you.

Mr. WOLFF. Thank you, Admiral. Admiral Costello will replace you on the panel. We appreciate your coming.

We certainly do commend the Coast Guard for the outstanding effort you are making today. And this is a welcome change from the restrictions that you have had placed upon you in the past.

And even though your facilities are not as accurate as you would like them to be, we hope there will be more in the future.

Admiral HAYES. I will say as a final comment, Mr. Chairman, I certainly do see indication that partly because of this Cuban operation and other things, the GAO report that the executive branch of the Government is beginning to recognize the need to provide us certainly additional support over perhaps what has been the case in the past.

Mr. WOLFF. We hope that with certain revisions of posse comitatus that we would be able to provide you with additional resources.

Admiral HAYES. Incidentally, on that point, Mr. Chairman, perhaps you were not aware, as I certainly was not, that the U.S. Navy was not, directly under the aegis of that act, but rather as a matter of policy they have complied with it. So they have as a matter of policy decision now lifted that particular restriction with respect to those ships which are operating under our tactical command in the Cuban operation.

Mr. WOLFF. Well, we hope they will do the same thing so far as the narcotics effort is concerned.

Thank you very much, Admiral. Admiral Costello will replace you here on the panel.

[Admiral Hayes' prepared statement appears on p. 67]

Mr. WOLFF. We will now proceed to Mr. Bensinger. And this will be the last opportunity we will have in this session to talk with the various heads of the department involved.

I would like to compliment Mr. Bensinger for his work personally in two administrations for us on the drug committee and for your department. I think the dedication and the success DEA has had is an indication that things can be done when people want to do them.

I think that you have served as a great leader in this effort. We just hope that with the other members of this panel that the coordination that we sought in the past is continued in the future and that we can count very heavily upon the resources that you provide us in this overall effort to control addiction.

So please proceed.

**TESTIMONY OF PETER B. BENSINGER, ADMINISTRATOR, DRUG ENFORCEMENT ADMINISTRATION, DEPARTMENT OF JUSTICE**

Mr. BENSINGER. Thank you, Chairman Wolff. I appreciate the remarks that you directed at me. I accept them on behalf of the 4,100 employees of the Drug Enforcement Administration who, in turn, represent, of course, the people of this country in a difficult, dangerous, frustrating assignment.

I will not even attempt to paraphrase the formal testimony that has been provided to the committee, but will try in the next 5-minute period to highlight certain areas that I think are worthy of note.

Your committee's contribution to the drug enforcement and control effort, I am sure, is underestimated by the people of this country. I want you to know I think it is very significant and dramatically affected the availability of drugs. I can think of two specifics.

The personal visits of committee members to Mexico reinforce that our Congress is concerned with excellent bilateral relations, and they are. And I commend the State Department, who we work closely with, for that. And I also commend Congress and you and this committee for physically taking the time and the effort to meet with the top leaders of foreign countries which you have done in Thailand and Western Europe.

Mr. WOLFF. I wish you could answer some of the people who call these visits junkets.

Mr. BENSINGER. I would be happy to send any letters you like, Mr. Chairman. I can tell you whenever your visits abroad take place, it increases the level of visibility of this program with foreign law enforcement officials. You generally see the president of the country, you see their top law enforcement leaders, and you cause considerable interest among the missions themselves, which is not without some benefit.

Paraquat needs to be addressed by this Congress. This committee has addressed it. Cathy Crosby talked appropriately about marijuana, so has Lee Dogoloff and so has Jack Hayes. I can't discharge my responsibilities without advising this committee that the hearings that they have held, I think, need to be translated into legislative action.

Your activity with respect to PCP, I can affirm, has increased not only the penalty for traffickers, the awareness of the public, but overall angel dust and PCP abuse has leveled off and started to indicate a down trend.

The Federal cooperation—and you have called us to task on many occasions to appear before you to report what is being done—has improved dramatically. I think the resource question is important. I think the prospects that both Lee Dogoloff talked about and you and your dialog with Lee and with Miss Crosby as well as with Commandant Hayes reflect concern in a number of areas.

We do think the momentum to immobilize the major drug traffickers, including the seizure of assets, is proceeding on course. We would like the Congress to think about providing us with the opportunity of using those significant sums of money. In the last fiscal year up until now, we have had some \$59 million of assets turned over to the Federal Government compared to \$13 million in

the entire previous years. I would like to see these assets used to pay for rewards and informant payments that would in fact enable us and with State and local task forces to develop far more effective, ostensibly far-reaching information in turn to provide interdiction agencies and our own criminal investigators investigative leads to pursue.

This proposal is in line with the current Customs proposal as well. And the Department of Justice encourages us in this legislative initiative.

The area I would like to just finally comment on reflects complete concurrence with Mr. Dogoloff's assessment, which is Jack Hayes' and yours, the importance of stopping drugs at the source.

We saw what happened when the Government of Mexico committed its resources with assistance of the United States, yes, but that Government really took the lead role. And the amount of heroin coming into this country from that country was dramatically reduced by perhaps 85 to 90 percent. The heroin addiction fell off, overdose deaths have been down. And that program demonstrates, I think, the viability of a crop destruction program.

We don't have that same option today in Iran and Afghanistan. DEA is working with foreign governments to stop this flow headed toward the United States. We are directing efforts at the heroin labs in Southern Europe. Thirteen have been seized, nine of them through our information and assistance.

And the principal law enforcement agencies in Italy have broken, for the first time, major heroin labs in Sicily, on two separate occasions, and arrested Andrew Busque, a principal target of the French, Canadian, and U.S. law enforcement authorities.

The last lab outside Palermo was capable of producing 45 to 50 kilos a week of heroin at about 90-percent purity, destined for New York.

The lab seizure in Milano prior to this and the Milano area also tied into New York and U.S. national organized crime and major trafficker organizations.

So, the interim alternative to control the opium production is the conversion and transshipment countries, and stopping the labs. And I think we would have a far worse heroin situation today nationally and on the east coast, particularly, had those lab seizures not taken place.

We will continue to direct our efforts in that direction and work with Miss Falco and other law enforcement agencies to try to develop greater awareness, and certainly with the Congress, in the source countries. We are seeing some results in Pakistan as a result of President Zia's initiatives. I am sure Mathea can tell you more than that.

It rained in Southeast Asia pretty good this fall. The crops in that part of the world, the Golden Triangle, will be harvested in January. The plantings are just taking place now. We are hopeful that coffee rather than opium will be the principal seed put in the ground, but the results will not be noted until next January or February at least in that part of the world.

We have been impressed with the increased commitment of the Burmese, the Thais, particularly, and we are not seeing a dramatic increase today of Southeast Asian heroin in the United States.



Cocaine availability continues to be a major problem. This committee has focused on that. The special task force is on it.

We have one country in the world where there is no official DEA presence or unofficial DEA presence where there is a large production of raw cocaine. I am talking about Bolivia. Peru has made steps and strides to restrict the availability of the raw material.

I leave to Miss Falco with her comments and her prognosis as to crop control in Latin America for this foremost and increasingly available substance.

We do think Congress needs to assess the message it is sending and to encourage us through appropriations and congressional mandate with respect to the domestic availability of marihuana.

Lee Dogoloff indicates that 7 percent of the marihuana available in the United States is cultivated domestically, principally in California, but it is widely cultivated throughout the United States, and high potency plants are increasingly produced in Hawaii. Both of those States have embarked upon programs for crop destruction.

We have been assisting them with intelligence and some limited resources as a Federal agency, but I believe, to be consistent in the overall drug control effort in this country, more needs to be done specifically with respect to that drug substance.

I am pleased that Congress was in a position to increase the penalties for large-scale trafficking of marihuana over 1,000 pounds to 15 years first offense with \$125,000 fine. I know members of this committee were active in support of that legislation.

And the second offense will provide up to 30 years in the penitentiary for large-scale trafficking and a quarter of a million dollars fine. And that is the kind of signal we need to send.

The limits that our Federal effort are working under include legislative restrictions on tax information from the Internal Revenue Service. We are not asking to see anyone's income tax form. We are looking, however, to put the burden of proof on the trafficker or individual whose information bank records the IRS would like to turn over to our agency and which now require a formal statement by that individual to obtain. And then, if there is an objection, there is no information provided.

We think legislation that the White House has coordinated and will be providing, we understand will address certain remedies to the Tax Reform Act of 1976. As Administrator of DEA, a very active, aggressive, legal, and appropriate resources of the Nation's Internal Revenue Service, I feel, would be an arm of the Government that should be used fully.

Jerry Kurtz and I have sent a telex to the field. There is an indication that there will be greater resources and attention from that service to the financial money trails. And we have been working closely with U.S. Customs and the FBI in this area. But that is an agenda item for the future.

The final issue that we might share with you deals with State and local law enforcement. We have excellent relationships with the law enforcement entities, we believe, in the United States that operate at the municipal, State, and county level. There are situations in certain geographical areas where our resources are not all that the local law enforcement entities would like them to be.

There is a present effort right now on the floor of the Senate to increase by \$1.7 million funds for State and local task forces. And I would be hopeful the conference committee on our appropriation bill would restore those funds which do represent a significant reduction in our ability to continue to maintain effective State and local task force programs in 23 U.S. cities.

I would add that the military cooperation that Jack Hayes commented about with respect to posse comitatus interpretations by the Navy immigration indicates to me that same interpretation could be taken for narcotic information intelligence. And I would hope that that would be forthcoming.

I also hope that the hearings you have held with respect to the sharing of information from military, as well as the availability of surplus equipment which U.S. Customs Service is most anxious to have brought forth, will take place. And I leave to Bill Archey further comment as Deputy Commissioner of Customs to talk more specifically on the implications of such a move.

Mr. Chairman, I conclude with thanking you, the members of your committee, and the staff, for the support you have given this agency and our agents.

Mr. WOLFF. Thank you very much, Mr. Bensinger.

I could not let this opportunity pass without saying you are not in the image of the prototype of the narc that we have seen in the press over the years. I want at this point to pay a tribute to you. Your assistance to the committee increased the awareness of the public and of the church and in the overall effort.

And at this point, I should like to include in the record a statement of appreciation to His Holiness for the active role that he has taken in the overall attempt, speaking from the point of view of the soul, to stop the use of drugs as a palliative in our society.

Mr. BENSINGER. Thank you, Mr. Chairman. Would you allow me to make one additional statement?

The comment you made with respect to whether I may appear to be representative of what the public has in mind as a traditional narc, one of the frustrations I feel and I know our people feel, is working in a field in which part of our society, a number of individuals are breaking the law with clear, premeditated background, causing untold health hazards and damage to young people, who have no respect for what is going to happen in the communities in which these drugs will be distributed, make an effort to paint out the law enforcement officer, the narcotic officer, as the bad guy and the drug pusher and the user as the good guy, and that the free utilization of drugs is fine, but the suppression of that according to the law is done by individuals that are imposing upon individual privacy or rights.

I am very proud of the record that our agents and the law enforcement officers at the State and local level make. I think they are serving the public when they enforce the law, not disserving them.

Mr. WOLFF. There is no doubt that what you say is not only true, but that an image correction must be made. Our objective here is not to devote our energies and our resources to the victim, but to the perpetrator. I think this is where it is at.

We thank you very much for your statement.

[Mr. Bensinger's prepared statement appears on p. 69.]

Mr. WOLFF. We will proceed now to Miss Falco, Assistant Secretary of State for Narcotic Matters.

Before you proceed, I do want to make in the same vein that I had tried to proceed with the praise for those other officials, let me say that you have certainly lived up to the expectations that we have had in elevating the post you now occupy in that your own dedication and experience in the field immeasurably helped us in our overall effort. This committee would thank you personally for your efforts and those of your staff as well.

You have worked very closely with this committee, and it just does give evidence of the fact that we in the overall Federal establishment all work together toward this end.

#### TESTIMONY OF MATHEA FALCO, ASSISTANT SECRETARY OF STATE FOR INTERNATIONAL NARCOTICS MATTERS, DEPARTMENT OF STATE

Ms. FALCO. Thank you very much, Mr. Chairman. Because of the intensive work that this committee has done over the past 3½ to 4 years that I have been involved with the effort, I know that you all are personally familiar with every detail of the international drug program.

Peter Bensinger this morning, I think, gave a very good overview of where we are presently in the international program. And with your permission, I think I would like to use my 5 minutes to touch on a few areas which I hope fit in the eighties. In future sessions of this committee, you will be able to focus some very close attention on new approaches with a view toward legislative action where necessary.

Lee Dogoloff and Peter Bensinger have both touched on the very thorny question of crop eradication and its implications both domestically and abroad. I would just add my own voice to say that, when we think about U.S. foreign policy with respect to marijuana, the key factor will be the consistency between our domestic policy and our foreign approach.

Perceptions of internal inconsistencies on this issue as on any foreign policy issue makes effective representation abroad much more difficult.

One area which we have not heard mentioned this morning, but which I think is the real wave of the future for all of our agencies' activity, including the State Department, is the whole question of financial investigations stemming from the incredibly large money flows associated with the international drug traffic.

In this country alone, the most recent figure for the retail drug business—that is, the illicit retail drug business—exceeds \$60 billion annually, which is larger than the business of our single largest corporation. For me, that puts the picture in very startling contours.

Internationally, that figure obviously is multiplied by an unknown factor. We do not yet know how much moves in the whole world, but one can well imagine. The impact of this kind of money flowing around the world beyond the control of any central authorities and going to fuel organized criminal activities in every

aspect of political, social, and traditional endeavor, is truly appalling.

We have seen already this year some of the most dramatic aspects of that kind of money and the kinds of political influence it can buy in other countries. And I think that this decade we are going to see increased evidence of the enormous corrosive power of the international drug traffic.

I am not talking from an economic and financial standpoint. Obviously, the health and social implications are there as well.

International cooperation on money handling will be vital. We have already taken some steps in this last couple of years to try to improve our international cooperation on a bilateral basis with various countries, and I would like to emphasize the kind of progress we have made. But we are going to make much more in the eighties.

When in January 1977, there was only one mutual legal assistance treaty in effect, providing for exchange of prosecutorial and investigative information, it was in Switzerland. Since that time, we have successfully negotiated three additional treaties. They will be coming to the Senate soon for ratification. And we have undertaken negotiations for two more treaties.

This is not nearly enough. As you know, one of the immediate impacts of successfully concluding a treaty and providing access to financial information as we did with Switzerland is that the illicit money simply moves to another place. And if you look at the number of new banks that have opened up in the last few years in such places as the Turks and Cokos Islands you can get some idea of the enormity of this problem.

This is going to be an area where we are going to need a really concerted effort, Federal effort involving every agency and every legislative resource available to us.

My statement which I hope will be included in the record will deal with—

Mr. WOLFF. Without exception, every statement will be.

Ms. FALCO. It deals with particulars of this problem and some solutions for approaching it.

In the general context of reduction of narcotic drugs as close to the source as possible, I would say that one other area on which we must focus more is the question of development assistance, both bilateral aid as well as from international financial institutions. We have to ask what kind of impact is multilateral bank money having on the problem and can their institutions play a more constructive role. I am looking particularly at Mr. Gilman because of the famous Gilman amendment that has already an impact on U.S. bilateral aid. But I have to confess to you it has not yet had the kind of impact it will have to have in the eighties if we are going to see any real reduction in illicit cultivation problem.

Mr. WOLFF. We hope that obtains as well to the U.N.

Ms. FALCO. I think perhaps I would leave that for questioning. But I would like to point out that the kind of step that the Asian Development Bank recently took—to add an antipopy-growing clause to one of its loans—is the kind of trend that we need to facilitate increasingly in the eighties. In the long run, enforcement

efforts by themselves will not be enough politically to enable these countries to make the kinds of changes that are needed.

Another area of concern by this committee is the whole question of licit, legitimate, international drug sales, retail sales, and diversion. The spilling over between licit and illicit is often a very fine line. You have heard my concerns about narcotic importation policy into this country, the fact that we have to continue to support the long-time growers in finding markets for their product. These growers are primarily Turk and Indian.

If these markets dry up, which they have every indication of doing because of the worldwide supply, there is a very strong possibility of diversion into the illicit market which would further compound our already serious heroin problems.

Methaqualone which is, as you know, a legitimate sleeping medication under very strict prescription controls in this country, has unfortunately recently become in the last few years a major international drug problem. It is not only transshipped into this country for drug abuse purposes, but also increasingly abused in many other countries of the world, developed and undeveloped alike.

We can see a lot more of this coming along. I think we are going to have to work internationally to develop much stronger controls over legitimate precursors for some of these drugs, legitimate precursors which subsequently become illegitimate pills in the traffic.

I know I am using up more than my 5 minutes. Very quickly, I would just add my voice to the voice of my predecessor witnesses simply to say that the large view of resource allocation by the Federal Government with regard to narcotics control is necessary. We need to devote resources to the drug problem that the American people expect. And we should allocate them in the way which will provide us with the most efficient returns domestically.

Thank you, Mr. Chairman.

Mr. RAILSBACK. We want to thank you.

[Ms. Falco's prepared statement appears on p. 71.]

And now I would like to ask Mr. William Archey, the Deputy Commissioner of Customs, U.S. Customs Service, Department of Treasury, if you would present your statement.

**TESTIMONY OF WILLIAM T. ARCHEY, DEPUTY COMMISSIONER OF CUSTOMS, U.S. CUSTOMS SERVICE, DEPARTMENT OF TREASURY**

Mr. ARCHEY. Thank you very much, Mr. Chairman. I appreciate the opportunity once again to appear before the committee. As you know, I appeared in front of this committee a little over a year ago, only about 3 weeks after I joined the Customs Service.

And I assume as with the previous witnesses, my written testimony will be submitted for the record. And what I would like to do is merely summarize the salient points of that testimony for the committee.

Mr. RAILSBACK. Without objection, your full statement will be printed in the record.

Mr. ARCHEY. Thank you.

I had mentioned a little over a year ago the Customs was about to reorganize its enforcement activities. This reorganization has taken effect.

All of our law enforcement entities—inspections, investigations, patrol, intelligence, and foreign training—are reorganized under the new office of border operations. Results, we think, are significant progress in meeting the narcotics problems.

We feel Customs must streamline itself to remain an effective deterrent and encounter the increasing sophistication of the drug threat while resources are thinner.

The second issue in summarizing the activities of the last year deal with the issue of some basic fundamentals of good management. We believe that if we are going to do a good job in enforcement, have to know how well we are doing; we have to have some performance measures; we have to have good data analysis and evaluation, and we have got to be able to make the decisions, informed decisions, so that we can allocate our resources where the threat actually exists.

Some examples of this are as follows: One is the detector dog program. This program is a program which this committee has evidenced considerable interest in over the years. The evaluation clearly identified some serious weaknesses in the program. The dogs were not being used as designed by the program. There were great variances from district to district in the use of the dogs.

And furthermore, there was a failure to reallocate detector dog teams to meet the changes of the smuggling threat.

Based on the study's recommendations, we have considerably reoriented the program and redeployed a number of our dog teams. The result is that on a cost-effectiveness basis, the dog program is the most cost-effective narcotics interdiction program within the service.

The second issue is that we have done a study of our whole Customs patrol, taking a look at or asking questions such as where is it most effective? Where is the major drug threat? Has it shifted? And are we properly positioned to deal with the threat as it occurs and as it moves?

In my full testimony we noted a significant change in terms of patterns of smuggling, particularly marihuana from the southwest border to southeast Florida. In fact, the shift from 1975 to 1979 has been dramatic.

Another area that we looked at, at the request of the Senate Appropriations Committee was the Customs Air Patrol, another program the members of the committee the last time evidenced considerable interest. We did this study.

The study concluded that the successful accomplishment of our air program objectives should be predicated on the concentration of the specialized dedicated interdiction resources in the high-threat areas.

To achieve this next, we developed what is called a modular air program which is simply a packaging of a series of specialized components aimed at a specific threat objective. An interdiction module, for example, will include a detection network, particularly for low-flying aircraft, a command and control center, intercept and tracking aircraft, intelligence, and administrative support.

There is one other element of our air strategy which is not included in my statement because of an oversight. The other aspect

of our air program is we are also going to start targeting pilots. To get pilots out of the business——

Mr. GILMAN. How many aircraft do you have?

Mr. ARCHEY. We have 65.

Mr. GILMAN. How many operational?

Mr. ARCHEY. All of them, sir.

The other aspect of that about the pilots is that what we discovered when we were putting the air program together is that certain violations which are normally treated as a civil administrative case by FAA it turns out after one or two offenses—the offense, for example, modifying the tail number, modifying an aircraft to carry fuel tanks that are not authorized, and flying without lights—are all subject to criminal violations of 2 years in prison or more.

What we also discovered is no one is enforcing that. And we are seeking possibly this year some legislation to deputize Customs officers to enforce those violations.

We also think it is going to be important because we want a target in getting the pilots out of the possible universe to engage in illegal smuggling activity.

In addition to this air strategy, we also centralized the technical direction of the air support branches and the headquarters air division.

We have also implemented a new pilot training program.

We have issued a basic standard operating procedure for air program personnel.

We have increased the staffing of headquarters air division.

And we have implemented the aviations operations report system.

Mr. RAILSBACK. May I ask, are you able to use confiscated aircraft now?

Mr. ARCHEY. Yes, sir, we do.

Mr. RAILSBACK. Have we confiscated a large number of airplanes?

Mr. ARCHEY. A large number of our airplanes are seized airplanes.

We also have instituted as this committee knows special major enforcement operations in the past year, particularly operation boomer falcon I and II in very close cooperation with DEA. Those two operations together netted some 800 pounds of cocaine and 50 smuggler aircraft that we seized.

I think it also needs to be noted, however, from the management point of view, my feeling is that the problem we were having was we were instituting special enforcement operations, but every time we instituted one, it was like starting all over again. And the question I was asking was what have we learned from the previous ones?

We have been doing a lot of this. We, therefore, have established a central planning committee for special enforcement operations with the intent of not having to recreate the wheel every time we institute a program. This has been particularly effective because some of the things we learn from the boomer falcon program we instituted in the Miami air branch, we have gone to a second shift and added personnel there and added a command and control center at the Homestead Air Force Base.

And, in fact, with DEA, we are going to be working very closely with them at the same communications center.

Other aspects deal with, as also Commissioner Chasen has mentioned many times, the use of modern technology, things like mass spectrometry, X-ray systems, a neutron gamma backscatter, which took me a little to find out what that was.

Mr. RAILSBACK. What is it?

Mr. ARCHEY. OK, I am glad that I asked this question of the R&D people this morning because what it is is a device that detects hydrogen in a box or a container. It is primarily going to be used for break-bulk cargo that can't be used for a container. We are awarding a contract, we just awarded a contract, and we are going to test this in the coming fiscal year, in two of our districts.

We also are using ultrasonic devices which we just began also letting contract. We are going to test in the Los Angeles region. Interestingly, this is for trying to detect cocaine in food, in canned goods.

And we think that the state of the art on this is going to help us along with information we received from DEA. In our own intelligence, we are starting to think that there is more and more narcotics, particularly cocaine, mixed in with shipments of food coming into the United States in cans.

The other thing that we are doing is we have just begun or we are in the middle of a test of new X-ray system for the X-raying of parcel packages coming into New York particularly.

We are also developing a larger X-ray device to be able to detect narcotics in larger cargo, not containers, but larger cargo boxes, break-bulk cargo.

Lastly, we are doing something that is called the dielectric analysis scanner. And that one, I did know a little bit about because that comes out of some Georgetown University research in the physics department when they were trying to detect explosives coming through in the mail. And we piggybacked on them in trying to detect narcotics coming in the mail.

We have clearly proved the value of it in use of a hand-held model, and we are now going into contract this year to test a larger device where we can process parcels at the speed of about 200 parcels a minute and be able to have the same detection.

So the other major area we have emphasized in this cooperation with DEA is in the area of currency transactions. We feel this is clearly one of the large growth areas in dealing with the whole issue of narcotics. It is very sensitive in the funding of illegal narcotic smuggling activities.

I will note in my full statement, but I would like to give an illustration, that the investigation initiated in San Diego in which between 1976 and 1978 more than \$17 million had been deposited from the proceeds of narcotics sales in southern California.

An organization headed by Jaime and Jesus Araujo-Avila made 39 deposits in U.S. bank accounts in a 19-month period, totaling \$15.5 million and an additional \$16 million directly into Mexican bank accounts during the same 15-month period.

Subsequently, the Federal grand jury indicted the 16 members of this organization. Five members were also indicted for felony currency violations, and three for title 18, United States Code, section



1952, interstate and foreign travel or transportation in aid of racketeering enterprises.

On November 19, 1979, seven of the nine were arrested and convicted for violations of the Bank Secrecy Act. Mr. Jaime Araujo-Avilo, a central figure in the group, was sentenced to 35 years in prison and fined \$1.2 million.

We also recently had another case, working very closely with DEA on 17 mail packages that contained \$3.2 million which, as of 2 weeks ago, was forfeited to the U.S. Government.

There were two lawyers in Florida, by the way, that came forward to claim that they had a relationship to the owners, but they would not acknowledge who the owners were and the judge ignored the complaint of counsel.

Lastly, I would like to talk a little bit about the improved relationship not only with DEA, but in the whole issue of improved intelligence gathering. We have centralized all of our Customs law enforcement aspects under one assistant commissioner in the Office of Border Operations. We have promulgated the Customs intelligence collection system which identified the roles and procedures with Government requirements.

We have also made an assignment of DEA intelligence analysts to our own headquarters to facilitate that exchange.

We are working very closely with DEA in six major airports in the integrated airport programs which basically are specific intelligence programs. We have expanded the number of our liaison contacts with criminal investigative elements in various military services, and we have implemented spot requirements with DEA to obtain intelligence to support the initiative on the Southwest Asian heroin initiative.

As an example of that, I would just like to cite three. There are more, but as an example, we have had in just the last month two major cocaine seizures of 280 pounds and 203 pounds in the Miami international airport based on information from DEA on flights coming in from South America that the cocaine was going to be in there, and it was.

So we feel that there has been significant improvement in the information exchange between us and the other agencies that is not just DEA, but Coast Guard as well. And Admiral Hayes has previously alluded to, and we concur completely, the improvement in coordination and cooperation among Federal agencies.

So in essence, Mr. Chairman, what we are trying to say is that this has been a year we have tried to implement some blocking and tackling to put together some management systems that told us how well we are doing, how well we weren't doing, to make some decisions about improving the situation.

We think we have improved intelligence, the reorganization of headquarters has been completed. We improved our special enforcement organization. There is going to be considerable beefing up of the air program and also considerable beefing up of detective dog program and a great deal more usage of currency investigations in the antinarcotics effort.

Thank you very much.

Mr. WOLFF. Thank you.

[Mr. Archey's prepared statement appears on p. 72.]

Mr. WOLFF. This is not a foretaste of anything to come, I want you to know.

Mr. RAILSBACK. We will be happy to return the favor next year.

Mr. GUYER. I should say we don't belong to any organized political party; we are Republicans.

Mr. WOLFF. However, the cooperation that has been evidenced here today is something, I think, that bridges political lines. And we find that the cooperation on the minority side of this committee has been really outstanding. We appreciate it very much.

Mr. Dornan, a member of the committee, has joined us.

If you would withhold for a moment before we proceed with Dr. Pollin, I believe the reporter needs a break at this point.

[A very short recess was taken.]

Mr. WOLFF. I would comment I credit the reporter who has worked for this committee over the period of its existence with accurate reporting. I know that I have served on other committees from time to time, and I couldn't recognize the remarks I made when I got them back. I want to compliment the service that has been used by this committee.

We will now proceed to Dr. Pollin.

Again, Dr. Pollin, I cannot leave out or omit the fact that we have seen a decided change in NIDA since your coming to the position as head of this organization. NIDA has cooperated with us in the past, but we in the past have also had a recommendation at one time, I think, that people should grow pot in little pots outside of their window, which I don't think that we subscribe to at all.

With the cooperation we have had from NIDA, from you and from your staff, we even have people on our staff who are on loan and have been extremely helpful to the work of this committee.

#### TESTIMONY OF WILLIAM POLLIN, M.D., DIRECTOR, NATIONAL INSTITUTE ON DRUG ABUSE, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Dr. POLLIN. Thank you very much, Mr. Chairman. I assume that your summary of prior NIDA policy was apocryphal rather than literal.

Mr. WOLFF. Excuse me. I must interrupt you. It was literal.

Dr. POLLIN. In that case, that informal suggestion is, of course, explicitly disowned.

Before summarizing my prepared statement—and I will try to restrict myself to 5 minutes, I would like to join my colleagues on this panel in commenting on my experience as a member of the Principals' Group and my experience with this committee.

They have both been important for me and perhaps more important for me than for some of the other members of the Principals' Group. Before taking over as the Director of NIDA, my experience primarily had been years of clinical and research experience. My experience in the Principals' Group has demonstrated to me that unlike other Government activities, it is possible for a group of program leaders to get together who, though they may hold at times significantly divergent points of view, can submerge those differences, and turf interests, and work in a very goal-directed manner to achieve a common higher purpose.

My relationship with this committee has also been particularly important. It has been very useful for me to experience a unique combination of at times intense criticism and yet clearly experienced support. And the kind of criticism which has been directed at our program always clearly was addressed in the service of a shared and very important national purpose. My thanks to the committee for that experience.

I will restrict my comments to four major points which summarize and supplement my statement.

The first point I would like to deal with has to do with the issue of trends over the past two decades and what we can anticipate on the basis of those trends for the coming decade.

First, I think it is very important for us to make explicit something that we are all, I think, implicitly aware of. And that is the fact that national patterns of drug abuse show a pace of continuing and accelerating change which is probably greater than that which exists in any other categorical health field. There is no other health field which represents such a complex interaction of social, psychological, and psychobiological health factors.

This complexity, unpredictability, and rapidity of change, are some of the reasons that drug abuse represents such a major and difficult challenge to us.

Over the past two decades, we have been able to quantify an expression that we were all generally aware of; namely, that there has been a level of increase in drug use in this country of such magnitude that it really becomes a qualitative rather than quantitative change.

As just two indicators of that level of change, we have seen an increase of the order of magnitude of 20 times in lifetime prevalence of marihuana use by the heaviest-using young adult group in our population. We have seen an increase in the lifetime prevalence of the use of harder drugs, cocaine, hallucinogens, heroin, of some 15 times. Those are degrees of change which are very, very rarely seen in other health or social-problem areas.

Within this overall pattern of tremendous increase for drugs in general, we have also seen unique patterns develop for certain specific drugs. These include the dramatic ups and downs in the supply of heroin coming into this country, the development of new drugs which in one decade are unknown and in the next decade like PCP become major problem areas, especially in certain localized geographic locals.

Equally important, however, is the suggestion that during the past 2 years that there has been the beginning of what may turn out to be a very important change for the better. Young adults, 18 to 25, during these past 2 years, continued to show great increases in the use of cocaine—which nearly tripled—and showed the greatest increase in the use of marihuana that we have seen during any time of the past decade. However, another population group—one which we are more concerned with—young people between 12 and 17—more concerned with first because their drug use patterns have a greater potential for lifelong damage and, second, because in the past, changes in that age group have been predictors of what was to take place subsequently throughout the population—during

the past 2 years, the age group 12 to 17 has shown a very encouraging change.

For the first time, we saw a substantial leveling off on a nationwide basis of the use of all drugs and a very slight, but first time ever decrease in the daily use of marihuana by high school seniors. Though these changes are too new for us to rely on them too heavily, we, nonetheless, should not ignore them. They are compatible with similar changes in attitudes which have been demonstrated in five different surveys of high school youth in this country.

Nonetheless, obviously, we are dealing with a very major national public health problem. And I think that we will be irresponsible if we did not anticipate that there is at least as much likelihood that the problem will worsen during the coming decade as that it will improve.

We still do not really understand what are the major social and health forces which have led to these dramatic changes in the past two decades. And in the absence of that understanding, we cannot realistically assume that we will be able to achieve anything like a satisfactory degree of control.

And we must keep in mind the fact that there is every likelihood, almost a certainty, that the pace of development of new drugs, more potent drugs, will continue to accelerate during the coming decade.

The second point I would like to make is to point out the uniqueness of the response in this country as compared to other countries in the world in terms of our efforts to deal with this problem with respect to demand reduction and treatment capacity.

We have developed a categorical nationwide treatment system in this country. It sprang up explosively over the past 15 years and grew from a mere handful of treatment programs 15 years ago to a situation where now we can identify 3,500 separate treatment programs throughout the country.

There is no other similar system in existence elsewhere in the world. In any program that grows this explosively, and that grows in an area which has as many difficulties as the drug abuse area, there will obviously be major weaknesses, major deficiencies. We are aware of those deficiencies in the treatment system.

Some of them have been pointed out in the recent GAO report; some of them have been pointed out by this committee.

We are very actively involved in attempting to focus and identify on which of those deficiencies can be rapidly modified, which require long-term restructuring of the system.

And simultaneously, we are very much aware of the need for and actively engaged in attempting to develop new technologies of treatment and have had some significant advances in this area.

Mr. WOLFF. Dr. Pollin, can I interrupt for a moment? I am trying to confirm a figure that was attributed to you in the question of treatment and its prophylaxis upon crime. The statement that you have made is a number of people who have been deterred from crime as a result of 100 people put into treatment.

Could you just give us your idea of this for a moment?

Dr. POLLIN. Yes, Mr. Chairman. This was an estimate that was arrived at as a consensus estimate when I met with a group of

program directors in Boston, most of whose programs involve dealing with heroin addicts.

Their surveys of their clients had led them to conclude that at the present time in Boston, the average addict had to come up with \$300 to \$400 a day in order to sustain the average heroin habit which costs about \$150 a day. They were being told by their own client populations that for the average addict, this represented somewhere between two and three crimes per day.

If you multiply out, assuming 100 untreated heroin addicts who wish treatment but go untreated for 1 year, if you multiply out 2½ by 100 by 365, you come up with a figure between 90,000 and 100,000.

Mr. WOLFF. Ninety and one hundred thousand crimes?

Dr. POLLIN. Potential crimes per 100 untreated heroin addicts per year. Now, in fact, other statistics and more specific empiric studies which we have done suggest that that figure must undoubtedly err on the high side. Not all addicts support their habit exclusively on the basis of criminal activity. Many of them, unfortunately, have to support their habit by getting involved in the distribution systems and, thereby, they contribute to the spread of what is in some ways almost a contagious disease.

Mr. WOLFF. Even the sale of a particular substance is a crime in itself. So that although you do indicate that it is an error perhaps on the high side, it gives us a greater appreciation, I think, of the interrelationship or the relationship that exists between street crime and addiction today which, unfortunately, has not been addressed in this concrete form as you have given us.

I didn't mean to interrupt; I thought it was important enough because every time that I had used this figure in attributing the statement to you, someone said, no, it can't be. Now, I want to get it on the record here for our committee so that we understand very clearly the fact that people are interested in the whole question of law and order within a society.

They have got to also address the fact that by taking people out of the drug scene, we contribute to an orderly society.

Dr. POLLIN. I think there is very substantial evidence that that occurs. Whatever the precise figure there is a very substantial relationship.

Mr. WOLFF. Thank you.

Dr. POLLIN. Just briefly, to complete this summary, Mr. Chairman, we share this committee's emphasis, Mr. Dogoloff's emphasis, on the importance of prevention and early intervention. We have substantially increased our efforts in this regard.

We think, however, that it is very important that we all recognize that at this point, prevention is a universally desired goal, but that we do not have as yet a truly reliable technology of prevention. We do know that by increasing general public awareness of the extent and the dangers of the drug problem that we can achieve significant changes in drug-using behavior.

This has been seen very convincingly in analysis of changes in cigarette-using patterns in this country. And we know that actually addiction to nicotine is one of the most severe addictions that one can encounter. We are beginning for the first time to find on the basis of well-designed empiric studies convincing data that shows

that certain approaches, some of them similar to the approaches that Miss Crosby spoke of today, approaches which encourage young people on the basis of peer counseling and peer modeling, to say no to the many pressures imposed upon them to use drugs, that these kinds of approaches under certain structured circumstances have been shown to be effective.

And one of our major goals in the prevention area is to be able to document prevention technologies which we can then help to spread for use in communities and school systems throughout the country.

Finally, I would like to comment on Miss Crosby's contribution to this hearing. I join my colleagues and the members of the committee in feeling that it was a very significant and important contribution, both in its specifics and in the feelings and sincerity which obviously it communicated.

I would like to point out two modifications, however, which should not be taken lightly. One, I think that when we emphasize how widespread the drug problem is in this country, it is equally important that we point out that at any point in time, even when the drug problem has been at its worst, the majority of our young people did not use drugs.

The majority of them certainly have in all probability experimented with drugs. But even if we take the drug which is by far the greatest problem drug for young people at this time, in terms of extent of use—marihuana—10 percent of high school seniors is the top figure for those who use daily. And somewhere between 25 and 30 percent are the number who use with some regularity.

Now, we know that our nationwide surveys, though highly reliable, deliberately err on the conservative side. None the less, I think it important that we recognize that though very large numbers, very large percentages, of young people get caught up in the drug problem, larger numbers manage to avoid it.

One of our responsibilities is to try to understand why some do and why some don't. And the other is to use the experience and success of those who don't as a model for those who do get caught up in it.

And the other point which I would hope that Miss Crosby and others from the entertainment industry would seriously consider is this: that in addition to their own personal commitment to the cause of alleviating the drug problem, I would hope that they would join with us in communicating to that industry what a major responsibility they have. It is most important that the industry as a whole, when it prepares productions for nationwide TV or for our movie screens, be sensitive to the many occasions when we get an implicit or explicit message which tends to glamorize drugs, or to state something positive about the use of drugs. This is the very opposite of the message that we would hope all of us would be able to join in communicating to the country.

Thank you, Mr. Chairman.

Mr. WOLFF. Thank you very much, Dr. Pollin.

[Dr. Pollin's prepared statement appears on p. 77.]

Mr. WOLFF. I must comment at this point that this committee is working toward the idea of—Mr. Guyer, Mr. Dornan—he was in the room just a moment ago—Mr. Railsback and Mr. Gilman,

members who aren't here at the present time—working toward some sort of—Mr. Dogoloff is joining in this effort—association with the industry in order to try not to censor, but to try to sensitize the abusers and the people who are producing various drugs to the importance of their role in assistance in this overall effort.

I also would like to comment on one thing you did say. We are really talking about substance abuse here, not talking about any individual substance. I think it is more important because there are people who have said to us, "Why are you concentrating on heroin and why has this committee pointed its finger at marihuana in particular?" Cocaine under the chairmanship of Mr. Guyer.

Because it is a problem of overall substance abuse in the society in which we live. I think the progress we are making on an international level is a fact that this type of abuse is now finding its way into other geographical areas of the world, so much so that I remember being in the Soviet Union some months back. And they have even changed some of their opinions as to substance abuse because they considered it originally to be a capitalistic problem, a problem of capitalist society, and they didn't have it. Of course, they never said anything about the substance abuse of alcoholism that they have that is probably greater than anyplace in the whole world.

Similarly, the situation with the People's Republic of China who say they don't have any drug problem. I don't think we find the answer either in the Soviet Union where they say it doesn't exist, or the People's Republic of China who have just done away with everybody.

And they did solve the problems, very clearly, in that case. But they did not solve the societal problems that are involved with drug abuse.

I should like to now proceed to Dr. Fagan, and then we shall go to the overall questions. Dr. Fagan is the Acting Deputy Assistant Secretary for the Office of School Improvement, Department of Education.

**TESTIMONY OF DR. THOMAS FAGAN, ACTING DEPUTY ASSISTANT SECRETARY FOR THE OFFICE OF SCHOOL IMPROVEMENT, DEPARTMENT OF EDUCATION**

Dr. FAGAN. Thank you, Mr. Chairman.

I would like to say, first, that the Department of Education strongly endorses the movement toward increased emphasis on prevention in the area of alcohol and drug abuse. We feel it is necessary to attack both the supply and demand incidence of the problem in order to make some significant progress in this area. This is particularly crucial in light of the tendency for substance abusers to substitute available substances for those which are not available, and also because of an increase in the use of illicit drugs among high school, particularly that of alcohol.

I think there are many problems that are facing the Nation's schools today, but none of them with a greater potential for disruption than the widespread increasing abuse of alcohol and drugs.

We see this particular item as connected with other disruptive behaviors in the schools—vandalism, truancy, and very high sus-

pension rates. All of these things are related, and I think this very much relates to Miss Crosby's earlier statement when she was talking about getting at the causality of this kind of behavior among youth rather than just dealing with the symptoms.

Speaking specifically to this, over the past 10 years, the alcohol and drug abuse office has developed a program of training clusters of teams to work in schools, teams made up of teachers, school administrators, and people from the community who seek to identify what things in a school are bringing about this kind of behavior among children, whether it is the 3 hours of unassigned time in the school in California that Miss Crosby mentioned, or some kind of curriculum problem, or whatever.

On a local level, these teams seek to find out what kinds of things there are in that school that have some effect upon the behavior of children and then put together an action plan.

The role of the Federal Government in this program has been to provide training for the teams and technical assistance to them directly, but not to devise the individual kinds of solutions that are best done at the local level.

As I am sure you are all aware that the schools in this country are individual, autonomous units run by States. The role of the Federal Government is merely one of assistance.

So far, this program has trained teams in 2,000 schools around the country. Given the number of schools where the problem exists, this is a very modest beginning. But we feel it is a very good one. We hope to continue the effort in the next few years.

The Alcohol and Drug Abuse Education Act will expire in 1981, and the Department will recommend its extension for an additional 5 years. In the upcoming 5 years, we will continue the same type of program that we have now developed which involves training of teams with individual schools. However, there will be two kinds of differences, two kinds of changes, that we will make in our approach.

One is that in almost every recent study involving change in operations of schools around the country, it is becoming increasingly apparent that the key for all kinds of change is the principal, the individual school principal.

Consequently, in the future, the program will require that the principal of the school be the team leader and that that principal be also allowed to designate the other members of the team.

We are certain that this will increase the efficiency of the program which we already consider highly effective.

In terms of measuring prevention and how well the program is doing, we share the difficulty in trying to come up with hard data on what has been prevented from happening. But when we look at several school districts around the country, we do have hard data on number of drug abuse offenses in schools before and after the institution of the program, and we found that the program has been very successful.

In the testimony that I have submitted for the record, you will find several examples of this.

I will agree that the examples we have chosen are not necessarily representative of every program around the country, but I think



they are illustrative of what the best programs can do and are doing.

The second kind of change that we will make is that to date, the alcohol and drug abuse program, rather small in terms of dollars, has allowed participation by schools regardless of the extent of the alcohol and drug abuse problem within the school.

We are now going to begin to focus much more specifically on two kinds of schools: schools where indeed the problem already exists, and there is data to show it to a large degree; and schools where the problem has a great potential for coming into being within the next few years. That, we will measure by the trends and increases in incidence of abuse even though the actual abuse might now be slight.

Where there is a growing trend toward increased use, we would want to move into those schools very rapidly.

One issue that I would like to address with a few more words is that of coordination with other agencies, particularly NIDA and NIAAA. Before the Department of Education was established, the coordination between the three agencies within DHEW, was a very strong and cooperative one. With the increased involvement of those agencies now in the area of prevention, it is important that that cooperation be even stronger. The Department of Education and, I am sure, HHS will work very hard to see that the preventive efforts of those two agencies and the Department of Education are strong and work for the good of all of us.

Thank you.

Mr. WOLFF. Thank you very much, Dr. Fagan.

I would be remiss, certainly, if I did not mention the outstanding contribution that Helen Nowlis, Director, Office of Drug Abuse Education, Department of Education, has made to the work of this committee, and we appreciate all of the assistance that you have given us.

[Dr. Fagan's prepared statement appears on p. 79.]

Mr. WOLFF. We are going into the question period now. I believe we have requested you be available until 1 o'clock. And I don't know when we are going to be involved with calls upon the House floor because they have been in session for as long as we have. And never in my knowledge has it been that long without calling a quorum call.

But let us proceed and operate under the 5-minute rule so I do not exceed, and others do not exceed the time that is allotted.

First, Mr. Dogoloff, let me say there has been a question raised as to why there has not been a member of the Strategy Council, one of the public members, present here. Can you address that for a moment and whether or not you are here representing the Strategy Council?

Mr. DOGOLOFF. One of the hats I wear here is the Executive Director of the Strategy Council. And in that sense, I do serve as the primary staff person for that Council.

That Council, as I said in my opening statement met, I think, once from 1972 to 1977. Since this administration, it has met seven times. It has worked together on a number of issues, including the major one which is the formulating of this document as the blueprint for the drug program.

And as I said before in my statement, the course of that Strategy Council has not always been a smooth one. We have worked for defining a role for the public members of the Strategy Council. The legislation that sets up the Strategy Council does not differentiate between roles and responsibilities of the Government members who are in effect Cabinet officers, and the public members who are appointed by the President as volunteers on a part-time basis.

In order to get this implemented, we have made some distinctions and have called together that public group as a separate unit and are pleased with their input. And there is some divergence within that membership as to what an appropriate role of the public member is. And that is something that we will continue to work on.

The vast, vast majority of the members of the Strategy Council are quite pleased with the way in which it operates. In addition to their meetings, they are forwarded the monthly minutes which are fairly comprehensive of this group's, the Principals' Group's, meetings. And I am in contact with them on the basis of the kinds of issues that they happen to be interested in.

I think it is an issue where we have had some considerable experience for the first time ploughing, if you will, some new territory. And we will be working in the coming 6 months to look at that goal and to look at other issues such as what should the appropriate congressional involvement be.

I think that the strategy is poorer for the lack of a real mechanism to work together. There is a tremendous amount of insight, understanding, knowledge, that many of the people in the Congress have that ought to come directly to impact on that document at some point in the formulation of it, I believe, and after it is already completed.

Mr. WOLFF. I know Mr. Railsback has some question. I would just like to take my few questions.

Mr. RAILSBACK. Go ahead.

Mr. WOLFF. One is addressed to Mr. Bensinger. And I wonder if you could address the question of the increasing violence or lack of the increasing violence connected with the whole area of drug traffic. Is violence on the increase? Where do you find most of it if it has been on the increase?

Mr. BENSINGER. Chairman Wolff, there has been a dramatic increase in violence directed against law enforcement officers, including Federal agents as a result of two factors:

One, involving the large sums of money;

Two, the turf considerations involved with trafficking organizations.

Within the last month, we have had the home of one of our special agents bombed and an assassination attempt against another—attempts in both cases. There was no injury to the special agents of DEA or their families.

In case of the assassination attempt, in fact, we were able to arrest the individuals who had targeted one of our special agents, and that individual has subsequently been charged, put in jail on a million dollars bond, as have three of his associates.

But we have seen increased violence. We have seen the utilization of fully automatic weapons.

Mr. WOLFF. We have heard about the cocaine——

Mr. BENSINGER. That particularly is true in Miami, southeast Florida, where there has been an abnormally large number of homicides associated with drug trafficking. One case in point, which resulted in a major investigation by our agents, dealt with a defendant who wanted to eliminate another drug-trafficking member in the community and told one of his lieutenants that he was dissatisfied with this person's operation.

The next day, his lieutenant showed up at the residence of our principal target, opened the trunk of his car and held up a head and said, "Is this the person?"

And the drug-trafficking targeted kingpin said, "Yes."

And the person said, "Well, I'm glad because I wasn't sure."

Mr. WOLFF. We have also seen the intrusion of violence, not only into the enforcement community, but as well into the legal community. In other words, these district attorneys, and such, have threats of violence against them, and in fact active violence against them.

Mr. BENSINGER. No question about that also, Mr. Chairman. In this city, the District of Columbia, an outstanding prosecutor on his way to court on an important narcotic investigation had a bullet put through his tie, another in his back. And attempts were made in Texas, documented, in which literal machine-gun fire sprayed the vehicle in which one of the outstanding prosecutors was.

There still remains the unsolved murder of Judge Wood in Texas who was involved in presiding over a major narcotic investigation.

I am not making a representation that that specific assassination was a result of any specific individual. But it certainly would reflect on the traffickers' part no concern about fear of punishment, a tremendous sense of ability to take the law into their own hands, a fearless attitude with respect to any punishment and complete disregard of the law and due process.

Mr. WOLFF. As you are well aware, that threat of violence even reached this committee.

Mr. BENSINGER. That is correct, Mr. Chairman.

Mr. WOLFF. And the committee was faced with an assassination attempt while overseas. Had it not been for the fortuitous circumstances, maybe we wouldn't be sitting here in this room.

But to direct attention to the increasing violence that permeates the entire drug-trafficking operations, I think the public ought to be alerted to the fact that as you, Dr. Pollin, have talked about in the past, no one is immune from the effects of the traffickers and their activities.

Mr. BENSINGER. This is true, Mr. Chairman. It is particularly true when I think that DEA has 8 percent of the Department of Justice personnel, but is responsible for 25 percent of all of the individuals convicted in Federal court and a larger percent than that of the Federal prison population, and the largest amount of cash or assets for forfeiture that are investigated by criminal investigating agencies within the Department.

So we are going after the kingpins, and we are going after their money. And they are going to use violent techniques to try to prevent that from happening.

Mr. WOLFF. We have, I believe, a vote on. I am not sure what that bell was.

Oh, we don't have to worry about it because it is not a recorded vote so our votes will be seen in the paper.

But now, probably, we are going to get a recorded vote.

Mr. BENSINGER. You are a prophet.

Mr. WOLFF. Prophet without honor.

Mr. BENSINGER. There is plenty of honor.

Mr. WOLFF. We are going to have to recess the committee. And I am going to ask Mr. Railsback to take over the chair when we come back here. We will be continuing on, I know.

I know you perhaps have to leave, Mr. Bensinger, but we will recess the committee for this vote and then continue the questioning.

I am going to take the prerogative of the chair over asking one final question before we go to a vote.

Dr. Pollin, there is much confusion on the question of marihuana and as to its effects. The type of marihuana that is around, is it the harmless drug that we have heard about in the past?

Dr. POLLIN. I don't think there is any question, Mr. Chairman, that with respect to the age group which is of gravest concern to us, our young people, our teenagers, that in my view, it is irresponsible to suggest that any kind of regular or continued use of marihuana by young people is harmless.

To the contrary, I think that for young people, marihuana constitutes a significant public health risk and a private risk to them as individuals.

Mr. WOLFF. On the question of the marihuana that is being distributed, we hear that the THC content of marihuana in the sixties was somewhere around 0.2 of 1 percent. Today, the content is somewhere between 5 to 7 percent, which in today's case, there is a dramatic increase in the one agent we know something about, which is THC.

The other point that I should like to raise with you is what are the other substances contained in marihuana that we don't know anything about? Are you doing something now to determine whether or not marihuana is a harmful or harmless substance as has been indicated?

Dr. POLLIN. There has been, and there continues to be, a very active program of research in marihuana. And one of the major components of that program is on the health consequences of marihuana.

That program is looking, not only at the marihuana leaf, but separately at many of the individual cannabinoids in addition to THC.

Mr. WOLFF. In addition to the problem, one of the things we have had—maybe Mr. Dogoloff would like to participate in this—is the fact that there has been some controversy that there has been no very great ascertainment as to what the effects of marihuana are.

Mr. DOGOLOFF. I think from a public policy standpoint, the evidence is absolutely clear that marihuana is in fact neither safe nor a benign drug, and is one which does have clearly defined health consequences associated with its use. And as a public policymaker

and as parents, the direction we need to pursue, based on that evidence, is absolutely clear.

As in the case of tobacco, it could take a long time to develop the science necessary to prove that to the degree that will make all scientists happy. My feeling is let's let the scientists take the next 50 years if they must to debate the nuances, but the overall outlines of the issue are clear.

As a public policy issue, there is no question that marihuana is the source of considerable concern and can, in fact, lead to real health hazards on the basis of regular use.

Mr. WOLFF. I want to thank you very much, Mr. Dogoloff. We have to recess right now, and we will be back as soon as we have voted.

The committee stands in recess.

[Whereupon, a recess was taken.]

Mr. RAILSBACK. If we may reconvene, Mr. Dogoloff, let me pursue a question that was asked of you or alluded to that is of concern to me. And I want to say that you have been most cooperative.

I think some of us are concerned, however, about the activities or lack of activities upon the part of the Strategy Council.

In your statement, you make reference to what you have done to improve the Strategy Council. You say:

In addition to these two groups, we have moved to bring the Strategy Council on Drug Abuse to the role envisioned by the Congress 8 years ago. The Strategy Council, though created in 1972, met rarely, if ever, until 1977 when this administration revitalized the Council and tried to reach out to the Congress, national organizations, community groups, academicians, treatment, prevention, and law enforcement personnel to assist us in developing policies and plans.

And then we also know about an article that appeared in the New York Times which I am sure you are aware of, dated Thursday, May 23, 1980. And it was authored by a Joyce Lowenstein and David F. Musto. And they make some rather serious charges. And I think we ought to have those charges at least on the record.

They say in part of the article:

We regret to say that the council has not functioned as the council intended nor, indeed, as it was described to us when we accepted membership. As public representatives, we are discouraged, despite the crisis in heroin addiction, that the council has not met, despite our urging, since October 3.

Then, I skip down to where it says:

Since November, 1977, we have never received classified information, although we cannot understand how we can serve any supervisory function without it. For example, we worry about the growing opium poppies in Afghanistan and Pakistan by the rebel tribesmen who apparently are the chief adversaries of the Soviet groups in Afghanistan.

One last quote:

The council apparently is a facade behind which bureaucrats alone continue to establish policy. The public is not well served by interposing an impression of establishing a Strategy Council between Congress and the officials in various departments who are purely responsible for developing policy.

Then, I remember you mentioned in your statement that you met seven times. I wonder how many times before that article appeared and how many times after.

Mr. DOGOLOFF. Once after that article appeared?

Mr. RAILSBACK. What do you say in response to that? These are Carter appointees, people the President himself appointed.

Mr. DOGOLOFF. Yes, and they don't represent, I can assure you, the majority of opinion of the public members of the Strategy Council whom I have spoken to about that article and about what is basically a difference in view as to what the appropriate role of public members of the Strategy Council ought to be.

As I said earlier, the law does not clearly differentiate, and there has been prior to this administration no experience to suggest what an appropriate role for public members of the Strategy Council should be, each of those members.

Mr. RAILSBACK. I am just curious. What in your view should be the function of or should there even be a Strategy Council?

Mr. DOGOLOFF. Yes, I think there should be a Strategy Council. And I think that there is a valuable contribution that has been and should be played by public members of that Strategy Council.

I believe that the drug program is a very broad, far-reaching program. As you can see by the wide range of representation at this table which, by the way, isn't even comprehensive, if you want to really take all of the activities of the Federal Government. We don't have the Department of Defense here; we don't have the Department of Labor; we don't have other departments like Agriculture.

Mr. RAILSBACK. Should the Department of Labor be involved? I know you mention in your statement—

Mr. DOGOLOFF. They are involved, but, see, we are getting to the crux of the issue which is how should they be involved and to what degree? The Department of Labor plays an important part in the training and rehabilitation process. And there is a separate steering group on treatment and rehabilitation which the Department of Labor, the Veterans' Administration, the Bureau of Prisons, the Law Enforcement Assistance Administration, and others, NIDA, are all represented.

So there are those kinds of mechanisms. As I see it, the primary role of the Strategy Council is to write this document.

Now, even that becomes a problem. It is not possible, I submit, for a group of 20 people to sit down and write a document. Somebody has got to take the leadership and prepare the draft as my office does, as the staff to the Strategy Council. And then, in very preliminary way, they send it out for their concurrence, their change, any ideas that they might have. There were some.

The way in which I have chosen to work with the Strategy Council public members is as follows: on a monthly basis, they receive the minutes of the Principals' Group. That highlights all of the major issues that are involved in the program.

I might suggest that no one outside this group and the Strategy Council receives copies of those minutes. We think it is important for them to be kept informed in that way. That allows them to be kept abreast in an overall way as to what is happening. And if they have some specific issues of concern, if there is something specifically they need more information about, want to get involved with, they themselves can generate that interest based on the information they are given.

It seems to me that the reason these people were selected is because they are very busy and also very well known in their own fields of endeavor. And they are volunteers. And there are limits in

the vast majority of cases as to how much time and how much energy they can devote.

And I think there really is a difference between, for example, the time that I or Miss Falco or Mr. Bensinger put into the program and what we can legitimately.

Mr. RAILSBACK. I understand that. I understand what you are saying. Apparently, at least these two members, two of what, seven public members?

Mr. DOGOLOFF. There is a total of eight now.

Mr. RAILSBACK. Anyway, apparently, there are two members who feel they should have a larger role.

I know Mathea Falco has to leave; I think Mr. Bensinger has to leave very shortly. Do we have any other members back yet?

That's good; I can ask my questions.

We hear a lot about the threat of the Southwest Asian heroin and the opium production and even of the Golden Triangle. I came across a more recent article—I believe in one of yesterday's papers—that indicated by reason of all the ferment and turmoil in those countries that now it is likely in the year 1981, end of the year 1980, we will not have had the influx that was expected. And, as a matter of fact, there will be a sharp drop off from the year 1979.

I think I would like to ask both of you.

Ms. FALCO. Mr. Railsback, all of the above issues are a little bit true; 1979, the crop in Southwest Asia reached record proportions and, in fact, exceeded by about three times the production of the Golden Triangle in Southeast Asia. And that was certainly true.

However, in 1980, primarily because of President Zia's opium ban in Pakistan, compounded by depressed opium prices because of the previous year's bumper crop, there has been vastly reduced production, at least in Pakistan.

Pakistan is the country that we know most about in that region for obvious reasons. The crop in 1980 is expected in Pakistan to drop from about 650 tons to 100 tons. And that is a dramatic reduction.

Iranian production, however, we do not have any evidence that it has dropped. In fact, the political turmoil in the region seems, if anything, to have further deteriorated what controls there once might have been on opium production.

We know much less about the situation in the way we have records that in fact opium production continues despite the deviation the war is causing there.

On the other hand, we hear that agricultural crops, including opium, are being destroyed. It is very hard to know.

I think that one clear measure is what is showing up in the United States. And I think there, Mr. Bensinger has some very strong evidence that there is a problem.

Mr. RAILSBACK. All right, why don't you tell us?

Mr. BENSINGER. I think Mathea accurately described one very positive development in Pakistan which is a significant and dramatic reduction in opium production. There still are some stockpiles from previous opium that were left and are in that country.

Mr. RAILSBACK. May I interrupt to ask you is that because of the new policy of the new head of government who has taken a strong stand against opium production?

Mr. BENSINGER. I think President Zia's policy definitely has sent two messages. One, no new opium production at all.

And two, a willingness on the part of the Government to commit to the United States and to the world, as a matter of fact, they will make a determined effort to reduce illicit narcotics, including opium production, and have moved into areas in the northwest and other parts of the country that heretofore have been untouched by military or law enforcement in that country. That still leaves perhaps 800 to 900 tons that could be produced of opium in Iran and in Afghanistan.

As Mathea indicates, the ability for us to have firsthand intelligence is limited. We do see significant quantities of opium and morphine bases moving into southern Europe and Italy where it is refined into heroin destined for the United States. That heroin to date has not reached a dramatic increased proportion nationally, but there has appeared to be an increase in availability and purity in certain selected cities, including Washington, New York. Some increases have been noted on the northeast coast in Boston.

We haven't seen a national major shift. And one of the reasons we haven't is the labs that have been manufacturing this heroin for the United States have been knocked out in Italy.

We are continuing to try to have that type of investigative work accomplished through international law enforcement communication and our own investigative work. But it is still a serious problem and one that we don't have a hand on the faucet for overseas.

Mr. RAILSBACK. I see.

Mr. DOGOLOFF. I would like to also stress that this is an interesting issue in terms of Government coordination in preventing a problem rather than waiting for it to clobber us.

Over a year ago, we began to monitor what was going on in the east coast streets in the United States to be prepared for Southwest Asian heroin coming to this country. Under the leadership of Stuart Eizenstat, a group was called together last February at the Assistant Secretary level, representing most areas of Government to come to grips with what is it we should be doing.

Nine work groups were formed as a result of that. And they have undertaken a number of specific initiatives, everything from the source, increased cooperation in what we can do with Pakistan and in Europe, and so forth, to special interdiction kinds of efforts at our major airports and seaports, to what we need to do to be prepared to better meet the increased treatment needs in the cities where it shows up.

Over 70 people in the Government have been working on that. There is a whole range of things that I would be happy to supply for the record, things that we have done.

I think that has in large measure been responsible for the fact that the Southwest Asian heroin problem is as low as it is.

The overdose death rate across the country continues to be low and reduced. It has nowhere near begun to take over the void that the reduction in heroin has left in the marketplace in the United



States. So we are, on the one hand, very concerned about it and are continuing with that effort.

On the other hand, we are pleased that with the kind of cooperation and dedication. We think that the problem would have been much worse in the absence of that.

Mr. RAILSBACK. May we ask you to supply that for the record?

Mr. DOGOLOFF. I would be happy to.

Mr. RAILSBACK. I just have one more question, and I am going to ask counsel if they have any questions.

Dr. Pollin, you have heard this morning expressions of concern about education. What are we doing to educate the public? What are we doing to educate our children?

I know that at one point, you had some programs that were on the horizon. What has happened to them? Can you give us a report on that?

Dr. POLLIN. Yes; with regard to general public awareness, Mr. Railsback, we have tried to state what we think is the more clear and definitive picture as to our perception of the extent, severity, and danger of certain widely used drugs. And we do think that it is possible that the more clear message which has been coming from NIDA with regard, for example, to the health hazards of marihuana, is one reason why there has been a leveling off and some slight downturn.

We have changed our policy with regard to the many publications which NIDA puts out for public use, for use in the schools, and for use by specialized population groups. For a number of years, the basic NIDA approach to publications has been to attempt to state in nontechnical jargon precisely what was known about drugs and their health consequences, but not to take any active position with regard to patterns of drug use.

We now feel that there is enough known and that it is the more proper fulfillment of our mission and responsibility to take a very active discouragement policy, one consistent with knowledge and scientific fact, but to make clear that we are not neutral with regard—

Mr. RAILSBACK. May I just interrupt to say I remember when you first appeared before our committee, and there were many members of the committee who were quite critical of NIDA, believing that NIDA had not done a good job. And we really questioned whether you had the funds, whether you had the resources, whether you had the commitment.

And at that time, we all excused you because you were the newcomer, the new boy on the street. But now, I think that it is proper for you to recognize that we did want you to chart a new direction. And we are going to want to see what direction your educational programs are taking, what they are, how many schools they are reaching, how many Americans they are reaching.

So that is a personal thing.

I would like to ask our Chief Counsel, Mr. Carpentier, if he has any questions.

Mr. CARPENTIER. Yes, I do, Mr. Railsback.

Mr. Dogoloff, you mentioned in your remarks about the abuse of illicit substances and that there were changes to the Controlled

Substances Act that you were now considering. Could you just briefly describe what changes you have in mind?

Mr. DOGOLOFF. I am somewhat reluctant to do that because it is an issue fraught with considerable controversy. And we are now and have been for the past 2 months having groups from both the Department of Justice and Department of HHS who are meeting to develop their various positions.

And there are issues having to do with the role of regulatory control, what makes a difference. And there is a whole basic re-looking at.

I think it would be appropriate as, for example, we are now at the point of getting a department, HHS, to figure out where they are on those issues. And anything I can say, I think would be at this point probably hurtful for that process because of the fact that positions are just so early in the formative stages.

What I would suggest, however, is that once we see them beginning to take shape that there be some working together with the committee, sharing in early draft form what some of the issues are.

We are now at the point of trying to even identify what the areas of agreement or disagreement are. But I would like to work together as we come down the line. It is too open at this point to really get into the specifics.

Mr. CARPENTIER. Has there been any specific legislation as far as changes to the act that are pending within the Congress or have been introduced which you have considered particularly worthy of active consideration or is this pretty much generated by the administration?

Mr. DOGOLOFF. This is generated by the administration. We have had 10 years of experience under the Controlled Substances Act, and we wanted to take a full view of that legislation, what it was meant to do, what we have learned over the last 10 years, and what we think needs to be changed to modify or improve that legislation.

So it is purely an administration initiative and not response.

Mr. CARPENTIER. What time frame would you suggest?

Mr. DOGOLOFF. We are hoping to introduce that legislation in the first part of the new term, January.

Mr. RAILSBACK. I know, speaking on behalf of the chairman, staff would welcome working closely with you on this.

It is my recollection some of you have to leave, and it is 5 minutes to 1. I see that Mr. Gilman is here.

I also want to mention that the members of the committee may very well be submitting some questions to you in writing. And I would say that I think the commitment was that any of you who had to leave should feel free to leave. But I do want to ask Mr. Gilman if he has any questions.

Mr. GILMAN. Thank you, Mr. Chairman. I do have a couple of questions I would like to address to the panel.

First of all, I would like to ask all the panelists at a time when we have the crisis situation that all of our intelligence people are telling us about, with the massive amount of heroin that is arriving and expected to arrive from the Golden Crescent area—I picked up the Times this morning—massive crisis on heroin in East seen by Morgenthal.

You probably read that article. We are getting continual reports from the metropolitan regions. With all that warning, all of that information that we are receiving, the fact that we are having an increase in overdose deaths, increase in crime, drug-related crime, it seems to me it is so inconsistent that our narcotic programs are being cut back in many directions.

For example, in treatment, the cutback, part of it which has been restored, unfortunately \$40 million cut back. Now, I think we restored \$30 million. I don't know if that is final action. But at least, one of the Houses has restored it. There is a cutback in personnel.

We hear the Coast Guard today talking about inadequacy of equipment. And we have learned of inadequacies in the funding needed for education, the inadequacies in funding for law enforcement.

I am wondering where the thrust is at the administration level at a time when we do have these warnings out there. And I recognize our budgetary restraints, but this seems to me to be a very high priority issue. And if it isn't, it certainly should be.

I think the administration recognizes the high priority issues. I know Mr. Dogoloff recognizes it. And I am wondering where the response has been.

Mr. DOGOLOFF. I would like to begin by establishing that it is important to recognize that the U.S. Government spends \$1 billion, nearly \$1 billion, a year on this program. The resources currently committed are not exactly scanty.

No. 2, as part of the whole Southwest Asian heroin task force and the report back to Mr. Eizenstat, about a month ago, he has asked each of the agencies to take a fresh look at resource requirements for the Southwest Asia heroin problem which is now limited to four or five cities on the east coast.

And we again feel that the aggressive action on the part of the executive branch and the agencies involved has in fact prevented it from becoming a lot worse. We are concerned that the Southwest Asia heroin problem will in fact make additional demands on resources. And so Mr. Eizenstat has requested that each of the agencies put together a compilation of what they might need to deal with that, both in the 1980, 1981, and 1982 budget years.

We are now receiving those and will be putting them together and looking at that as a special budget initiative. So that is an issue that is very much alive.

Mr. GILMAN. If I might respond to your comments, Mr. Dogoloff, and I appreciate there is some work being done, but this isn't something that happened overnight. We had these warnings since May of this year while all the budgetary process was going on. And I don't recall seeing any request for supplemental funding for any of these agencies from May until the present time.

I have in front of me, as a matter of fact, an August 21, 1980, letter as directed to our President by the committee in which we called attention to the fact there have been slashes in the DEA budget which resulted in the demise of a highly effective task force in the Philadelphia area where there is a growing problem.

We feel there aren't sufficient attorneys in the Justice Department to handle all the prosecutions in the New York City area, not enough buy money available.

When Dr. Pollin's office was before us a few months ago, we talked about the limited funds that were available to do an educational effort, some \$11 million to be distributed over 50 States. And then, we have on top of all of that the decrease in the treatment from \$40 million down to hopefully it will be \$30 million. We don't know if we will be successful with coming out with that figure.

But where is the support for the policies that you are espousing and for the crisis attitude that you have been trying to permeate throughout the agencies with regard to this latest influx?

It is all well and good to talk about it, but unless we support it with an effort, the words are meaningless.

Mr. DOGOLOFF. I believe that we first needed to figure out what needs to be done which we started doing nearly a year ago. And that was the group that was formed and then met again in February. We have those task forces.

The first objective is to use what we have. The taxpayers' resources are scarce, and we feel real responsibility to first look at what are the untapped resources.

The Mexican problem is certainly getting better. There are opportunities for redirecting existing resources. We felt that that was the first and most appropriate response as well as to look at in the preventive, aggressive way, what needed to be done to decrease the Southwest Asian heroin problem.

Now that those two things have been put in place, it is appropriate to look again to say OK, what more do we need? It is not merely an issue of saying we just need more money to deal with the problem. I think we have gone through a thoughtful process of doing that. And the end result may, in fact, be a requirement for additional resources.

I would personally not be comfortable in recommending to the President an increase in resources before I was satisfied that each of the agencies has looked at the billion dollars that is now going into this program and looked at the identified areas where it could be targeted or things could be moved around to meet this.

Mr. GILMAN. Of course, it is somewhat less. It is about \$850 million we are talking about now. And now, we are talking about a \$60 billion business of illicit trafficking, and it may be even more. That is a conservative estimate. We really don't know the full extent of all of that.

But how do you reconcile, for example, the cutback in the treatment at a time when we are going to be confronted and are confronted already with increasing usage of heroin in the metropolitan region?

Mr. DOGOLOFF. There are two cutbacks in treatment funding. One had to do with the 7 and 10 percent set-aside for prevention that came out of the treatment fund that was not proposed by the administration. In fact, it was opposed by the administration. But it was enacted by the Congress. That is one type.

The other had to do with the exercise in the fiscal year 1981 budget when it was the clear mandate of both the Congress and the executive branch, the President, that we had to bring the Federal

budget into line. The question was how to do that and how to do that very quickly when we were at the time faced with very high rates of inflation and prime interest rates, and the economy was of such concern.

Part of that exercise, the President gave some very specific kinds of guidance. One was that we would not, to the degree possible erode any of the direct services provided by the Federal Government to the most needy.

Therefore, in that exercise, there was no reduction in the direct treatment fund.

The other had to do with looking at those programs which were State-Federal cooperative discretionary programs, if you will, across the board, and saying, "Let's target those as cuts," which those were partnership programs, State assistance programs, in effect.

In that, the drug abuse programs, LEAA, the State task forces, those were the kinds that fit into that category. And they were, therefore, proposed for cuts to bring the budget in balance.

Virtually every department in this Government gave up something. It was a very difficult process for all of us. And I submit that for most of the drug program, they gave up relatively little.

The one exception to that has to do with the Formula Grant funds to the States. That decision is now being reconsidered by the Office of Management and Budget. The 1982 budget submissions have come from the agencies to OMB. We are going to be involved directly with that process.

I think that there are real possibilities. There is definitely going to be a reconsideration of it. I think that the State and local task force for DEA is in fact going to be refunded at its previous level.

So I think that we are now in a different climate than we were in March when we had to bring that budget into line. And nobody felt comfortable with any of the cuts.

Mr. GILMAN. You are telling us, then, you are coming up with what amounts to almost a supplemental budgetary request for narcotics evidence? Is that what you are saying?

Mr. DOGOLOFF. I am not certain of the exact form that request will take, but I am saying that there is a clear reconsideration of resources to look at what the impact of the cuts were. And aside from treatment, I believe those cuts were relatively modest.

Mr. GILMAN. I would hope there will be a restoration of a good deal of this funding at a time when it is so sorely needed by all of our agencies—Law Enforcement, U.S. Customs, Coast Guard, the NIDA people, and the education people.

I am sorry I missed the testimony of the education people, but that is an area almost that has hardly been touched. And we are hardly getting into that area. And we certainly ought to be doing a lot more in these directions.

I would hope you will be giving a great deal of attention. What I am most concerned about at these hearings is the lack of an OMB person here. Because it seems to me they are making more policy than this whole panel. You make the recommendations, OMB comes in with its hatchet, chops away, and makes its own policy.

Are they part of your Principals' meeting, part of your strategy meetings? Are they part of your policy consideration meetings?

Mr. DOGOLOFF. They are part of the Strategy Council. OMB does not make policy. Policy is made by myself as the President's principal adviser on drug abuse. It is made by the Strategy Council. OMB has one vote.

Mr. RAILSBACK. Mr. Dogoloff, if I can just interrupt, I know it is not your fault, but to say that OMB doesn't make policy just is not a fact because they make policy by literally, in my opinion, sometimes arbitrarily, making cuts that you do not approve of, that you have not recommended.

They can literally abolish or liquidate constructive programs. I am just saying, I hope you don't defend OMB. Go ahead and try.

Mr. DOGOLOFF. It is a tough role in this man's government. They are the budgeteers, and they play an important role. And there is some, I think, creative, positive, useful, tension that does, in fact, go on with the agencies. And it is a process that attempts to work through how we can keep Government spending to a reasonable level, and at the same time meet commitments, and programs that all of us feel strongly about. It is something that we work closely with OMB on and generally have reasonable support from OMB on those issues.

Mr. GILMAN. But in one way or another, their sharp-edged knives do shape agencies' budgetary restrictions and affect what you can do. I would hope they are right up front in their decisionmaking procedures so they have full input on what the problems are, and aren't just sitting back there in the wings, and when you are all through, say, "I'm sorry, we just don't have the dollars for all this."

Mr. DOGOLOFF. I can assure you, Mr. Gilman, my staff is working with the budget examiners here, and I am working at other levels with the OMB. So they are clearly aware of the issues. And we are working very closely on the process.

One step to that is the formula grant cut, which again, was not made on the basis of the drug program per se, but made on a much broader basis of formula grants, and was made over a weekend as a last-ditch effort to put the budget into balance, and in no way was targeted at the drug program.

Mr. RAILSBACK. May I just say I think we have run out of time?

May I say as a committee that we do have a request from David Musto who is one of the two public members of the strategy council. And I would just say to Mr. Musto who is out in the audience that inasmuch as the chairman has turned over presiding to a minority member, I think that I would prefer if we try to afford you another opportunity to appear which I will recommend that we do.

And I will also personally be willing to visit with you after the meeting, but I think now is not the time to go on record publicly without any advance notice.

The other thing I want to do is thank all of our members for appearing and being very patient and spending a lot of time with us, particularly Cathy Lee Crosby who was our leadoff witness who came here on her own expense and on her own time. And we are very grateful.

[Whereupon, at 1:10 p.m., the hearing was adjourned.]

## PREPARED STATEMENT OF CATHY LEE CROSBY, ENTERTAINER

*"A Time for Change"*

Good Morning. I just want you to know how terrific it is to actually be here after the events of the last few days. The hours of preparation have been *incredible*. It has been demanding and frustrating, yet enlightening and exhilarating. There I was, trying to decide how to begin this speech, but not being able to get over the overwhelming trepidation that here I was, a newly accepted member of the entertainment industry, speaking to Congress about drug abuse?

As Powers Booth so profoundly said in the recent management studded Emmy Awards, "This is either the most courageous thing I've ever done in my career \* \* \* or the stupidest."

Well, I have come to this conclusion: My self determinism and my honor are more important than my immediate life. So I shall begin.

We have become a chemical society. We have become a drug culture. Our answer to life—the difficulties, pain, loneliness, separation, alienation, anxiety, frustration, boredom and failure—has become a pill—a powder—a liquid. Cover it up, mask it, hide it—that's the answer. Our solution to our problems is no longer an active one, no longer a causative one, no longer a "doingness" one. No. Instead we have become willing to compromise both ourselves and those around us. We have sold out. We have become the effect, the effect of our own unwillingness to confront the real issue—that drug abuse is not the problem, it is the symptom. It is the incorrect solution to the real problem. It is the incorrect solution because we have spent countless working hours, inflation dollars, invaluable time and energy over the last 5 years towards handling the soaring rise of drug abuse in the U.S. with only one real significant result—the continued increase of drug use and abuse year after year. 60-80% of *all* children 12 to 17 years of age have tried drugs; and 40-60% are regular drug users and that's not just marijuana, that's true across the boards in every major drug category—depressants, stimulants, inhalants, narcotics, and hallucinogenics. And who knows what new chemical concoctions can be discovered and put on the street in the coming years with the money there is to be made in street drugs. My ten year old niece for instance tells me that the new fad at Topanga Canyon Elementary School in California is to dip aspirins in Drano. We obviously have not found the answer. But I also contend that we have been focusing on the wrong problem. Statistics are to show trends. Well, we now know the trends and I assure you that drug peddlers and make-shift lab technicians can discover and make new drugs and get them on the street faster than any fact-finding body can research their effects on kids in time to do something about it. *It is time for a change.* It is time to realize that our drug oriented society is not "*their*" problem—it's not my problem, not the parent's problem or the school's problem or the government's problem! It is *our* problem—*our* problem! And that is why I'm here. I AM no longer willing to see drug abuse statistics rise—I AM no longer willing to see American people give up what I feel is their greatest gift.

You see, when we as a people decided that this was a *quicker* and *easier* and less difficult way to handle our personal problems, our pains and frustrations, and began to substitute the way we used to band together and fight through something for its solution was the day we began to lose the very thing that our country was founded on—that fighting spirit—that invincible, creative, moral spirit—that made us the greatest people on earth.

We gave up. Oh it was quicker and it was easier, but we lost that feeling of having to struggle—that feeling of pushing through barriers and making things happen. We became unwilling to confront those barriers because it was difficult. And we all did it.

But it is time for a change—it is time for you and I and "those" kids and the teachers and the parents and all of us to demand a change and that change begins now. \* \* \*

As amazing as it may seem, the kids are ready. In talking to kids from all walks of life, educational backgrounds, religious beliefs, and socio-economic groups, I found one thing in common—the are bored.

## THEY ARE BORED STIFF

They need something to do—not just during school—but on weekends and during the summer. Something that makes demands of them—something that is challenging and gives them responsibility. These are a generation of "kids" who because of the decline of the nuclear family in society have largely been, in their own words, "on their own" since they were 10, 12, 13. They go to school for 6-7 hours a day with about 4 of those hours devoted to actual classes. They need passes to visit the

rest room, passes to walk in the halls; there are guards at the gates to keep them in and bars on the windows to keep them out. And we question their resistance and rebellion.

In California they even had a program recently where in schools throughout the Los Angeles area, undercover kids working for the government were hired to locate and help arrest pushers and students alike for drug use. We even spy on our own children.

All this, coupled with the removal of all extra-curricular activities except the big four sports—football, baseball, basketball, and track—as well as the removal of all stimulating academic electives brings about nothing more than resentment, hostility and a general “up yours” attitude. That’s what we are faced with. You see, when children become unimportant to society, when they are excluded from the mainstream of life, that society has forfeited its future. That society is doomed.

Let me put it to you this way. You are new on the block and there is a beautiful, big, secret, high tree house and all the kids are members of the tree house. They built it, they meet in it, they work out programs in it, they spend money on it, they run for office in it, and one day you ask to join and they say to you “you’re too young—you’re okay, but in a couple of years when you get a little older, maybe then.” What do you do? What any normal, healthy, red-blooded, eager young person would do who is excluded—get furious and try to destroy the tree house or join the opposition or withdraw and pretend it didn’t matter or just find a substitute—get high.

But, I found beneath all of this a generation of young people waiting to be asked to help—waiting to be allowed to participate.

The kids *are ready*. After all, Alexander the Great conquered the known world as a teenager.

And now this is where we as adults can do our part. We can become involved, we can become the example, we can become the leaders again, we can finally take responsibility for completely handling a problem that we failed to handle when we were 18. We’re no different than those kids—they’re just us 10, 20, 30 years ago. There’s no such thing as a generation gap—there’s just the unwillingness on both of our parts to face the fact that we are all at fault—it’s not “them”, those lazy, smart-alec, illiterate kids; nor is it “them”, those conservative, unbending, belittling parents. IT’S US—US—we the people. so if all of us are no longer a part of the problem then we are obviously now a part of the solution:

As far as a solution, I have some ideas and observations I hope will serve as a blueprint. To begin with, let’s talk about inside the school. First we should survey a large cross-section of kids around the country on how specifically they would like to take responsibility for handling the problem of drug abuse. Find out their ideas, concerns, observations, and feelings on the subject. That way you would get specific programs which will be designed for specific needs—a correct target. A good idea would be to have celebrities present these surveys so as to ensure full cooperation and avoid glib, dishonest answers.

Second, provide Federal funds for the formation of a national student committee on drug abuse consisting of one or two students from each State to work with government officials in implementing the agreed upon proposals based on the survey results. Third, one of the biggest complaints of the students I talked to was the lack of praise and of validation for what they achieve regardless of the magnitude. There is a lot of attention and effort placed on “what they are doing wrong” with little if any acknowledgment of what they are doing right. We all know how that feels. Therefore I feel that as these new programs are introduced into the junior high and high school curricula, there should be a new focus on rewards and praise given to production and participation and penalties only given to non-production and inactivity and offenses against the group. Production is the basis of morale.

Fourth, I would love to see a new drug education program made available with emphasis not on scare tactics, overwhelming statistics, lies, or the use of the word “don’t”. Instead, emphasis placed on simply explaining the mind, how it works, and the effects of drugs on it and the body in order to bring about the realization that there is an alternative answer to drug use. And perhaps most important of all, the institution of a program explaining the setting of, use of, and realization of goals which leads to self pride and feelings of self worth.

In addition, as a specific handling to help someone who is on drugs or has been and is still feeling the residual effects, the Purification Program, which I have personally completed, should be made available either within the school or through private groups.

#### THE PURIFICATION PROGRAM

The Purification Program developed by educator L. Ron Hubbard has been some 29 years in the making. Now refined, and very successfully tested on a wide variety



of cases, it appears to be a solution to one of the biggest problems facing Man today—the pollution of his mind and body with drugs, biochemical substances and the effects of radiation.

In the sixties and seventies he did a considerable amount of research into the effects of street and medicinal drugs on the mind and body. He began an effort to resolve the problems of what we have come to collectively know as the "drug culture". He knew then that the deterioration of the society at large was due in no small part to this new form of pollution; street drugs, medicinal drugs, and the upsurge of biochemical substances in the food people were eating and the air they were breathing.

The Purification Program, developed fully in late 1979, is an all encompassing program of cleansing impurities from the body. The object is to allow Man to function at his full capacity physically, mentally and spiritually.

These developments are producing some astounding results and show a promising upcurve for all people who have completed it thus far. Uniformly, subjects who have completed this program talk of increased perceptions, and a greater ability to live life fully.

The Program is a tightly supervised regimen which includes:

Exercise.

Sauna Sweat Out.

Nutrition, including vitamins, importantly Niacin, minerals, etc., as well as oil intake.

A properly ordered personal schedule.

Doctor's approval.

An OCA<sup>1</sup> and IQ test are given the person before starting the Program and upon its completion.

With each of these points kept in and the introduction of the Sauna Bath for sweating out, it is a refined and streamlined version of the original Sweat Out and can be completed in a fraction of the time Sweat Outs have taken in the past. Properly scheduled, with exercise and sauna sweat out, done 2½-5 hours a day the Program can be completed by many in two weeks time. Some people may require more than that, some less.

The purpose of this program is very simply to clean out and purify one's system of all the accumulated impurities such as drugs, insecticides and pesticides, food preservatives, etc. For someone who has taken LSD or Angel Dust this would include getting rid of any residual crystals from the body.

When this has been accomplished, the program is complete.

As the person goes through the Purification Program, one should be able to see an improvement in his physical well-being as he rids the system of its accumulated impurities.

Obviously if the person is still feeling the effects of past drugs or chemicals going into restimulation, the program cannot be considered complete and must be continued until all these manifestations have turned off completely.

The product of this program is a purified body, free from the impurities, drugs, etc., that had accumulated in it. From this point the person can begin to achieve further enhancement and personal growth.

Outside the school the main force in altering prevailing points of view is, of course, the media. Again the focus whether in the form of commercials, films, or television programming should not be on "don't" or scare tactics or false stats, but rather on reinforcement of positive, perhaps even traditional values like communication, familial camaraderie, friendship, achievement, and participation. Advertisers could be rewarded for support of such programs by additional tax benefits and credits.

Industry can play a major role also by the establishment of apprenticeship programs whereby students would be allowed to participate so many hours per week in the actual business atmosphere at minimum wage whether during the actual school year or even during summer vacation. This would provide many students with a place to achieve and contribute who are not necessarily the best academic students, but who can develop rewarding trades and skills. Businesses who contribute could also be given tax benefits and incentives in return.

One of the best ways to help students with peer pressures is to fight it with celebrity pressure. Make it known that there are successful stars who have found alternatives to drug use and are leading happy, productive, full lives. As a famous philosopher once said "A culture is only as great as its dreams and its dreams are dreamed by artists." The entertainment community has also been plagued by a

<sup>1</sup> OCA: Oxford capacity analysis—a test which measures personality traits and changes in them.

similar drug abuse problem, a problem that has been in my own opinion maliciously sensationalized by some members of the press. The result is a false picture that the majority of celebrities are "druggies". I would like nothing better than to be able to correct this falsity and in the process to bring about an awareness of the dangers of drug abuse in those celebrities who do use drugs. The artists are the image makers—and we need image makers, role models. Where are our heroes?

#### NARCONON

Narconon (meaning non narcoais or essence of stupor) was founded in 1966 by William Benitez, then an inmate at Arizona State Prison. It is a program used basically in criminal rehabilitation and in the treatment of drug addicts and abusers.

Narconon is based on the concept of putting responsibility back into the hands of the individuals undergoing treatment, allowing them to achieve their goals in life without drug dependence.

Narconon provides withdrawal from heroin and other addicting drugs where appropriate, handles PCP cases, and any and all other drug problems—maintaining close ties to medical practitioners to ensure the general good health of the client.

Narconon's program uses no drug substitute (i.e. methadone, thiorazine, etc.) The person is assisted by the use of megavitamins and a natural tranquilizer and special communication exercises. Use of these methods gets the person through the withdrawal without the agony and pain of the "cold turkey" approach, and without the use of drugs.

Participants are given close support and completely open communication with the staff; on the staff are many ex-addicts and ex-offenders, as it has been long proven that such men and women know what drugs are like and can easily communicate with program clients from the point of view of similar experience. The participants are educated about the harmful effects of drugs and more importantly, learn basic communication skills that enable them to handle real life situations and problems without drugs in the future.

With the Narconon Program the drug addict or user who has experienced the desire to stop using drugs, can become completely free to be and do whatever it is he or she wants, with his or her natural power and ability fully restored and enhanced.

The main Narconon office is in Los Angeles, 519 South Westmoreland, Los Angeles, California.

There are Narconons in California, Colorado, Connecticut, Florida, Hawaii, Louisiana, Massachusetts, Michigan, Minnesota, Missouri, Australia, Canada, England, France, Germany, Mexico, New Zealand, South America and Sweden.

Narconon also has a very successful prison program throughout the United States.

#### THE FRIENDS OF NARCONON

The Friends of Narconon is a new group of celebrities from the entertainment and sports industries, open to the business and government opinion leaders, formed to do promotional and educational activities to change peer pressure in this country from pro-drug to anti-drug.

Its seed was in a celebrity campaign against PCP and other harmful drugs in August of 1979 in Los Angeles. The campaign included a celebrity softball team playing games at LA parks and schools against Radio Stations, and other celebrity teams including the media.

This approach was found to be extremely successful with the elements of fun and entertainment, and was done strictly to entertain and gain recognition from the public of the drug problem through direct contact with the public and through the press.

The Friends of Narconon have quite a few projects "on the boards", such as informative banquets for opinion leaders in all fields, musical events, concerts, a fan club, a marketing program—peer pressure with celebrity pressure.

We welcome your support, and we offer ours.

Henry Alfaro, Ira Angustaim, Cathy Bach, Jimmy Baio, Joe Baker, Peter Barton, Cathy Baumann, Biff Benya, Stephen Bishop, Karen Black, Kevin Breslin, Ken Brett, John Brodie, Danielle Brisboise, Joyce Bulifante, Shane Butterworth, Jeff Byron, Michael Callan, Colleen Camp, Diana Canova, Jim Cappolla, Julie Carmen, Bobby Carradine, Larry Carroll, Jack Carter, Randy Carver, Lee Chamberlin, Stanley Clarke, Brian Patrick Clarke, Chick Corea, Richard Cox, Cathy Lee Crosby, Scatman Crothers, Rad Daly, Tony Dante, John Davidson,

Ted Dawson, Fred Dennis, Cliff De Young, Bill Devane, Phyllis Diller, Kevin Dobson, Robyn Douglass, Billy Drago, Doug Draizin, David Dukes, Michael Edwards, Danny Evans, Greg Evigan, Lou Ferrigno, Rona Ford, Dick Franchot, Leon Frederick, Sylvana Gallardo, Ed Garrabrandt, Leif Garrett, Cindy Garvey, Andy Gibb, Bob Ginty, Andrew Gold, Harry Gold, Missy Gold, Tracy Gold, Johnny Grant, Mike Greenberg, Eric Greene, Brodie Greer, Greg Harrison, Robert Hays, Nancy Hauser, Wings Hauser, Mary Lou Hayward, Jesus Hernandez, Kathryn Harrold, Bobby Heyges, David Henry, Jim Hill, Bill Hinsche, Gary Hoffman, Richard Howard, Ron Howard, Bill Hudson, Brett Hudson, Mark Hudson, Billy Jacoby, Bruce Jenner, Dawn Jeffory, Alexander Johnson, Joel Johnson, James Earle Jones, Robert Earle Jones, M. G. Kelly, Richard Kline, C'Esca Lawrence, Brianne Leary, Helanie Lembeck, Michael Lembeck, Russ Leonetti, Hal Linden, Robert P. Lyons, Joe Mahfet, Jr., Dean Paul Martin, Kim Marriner, Boyd Matson, Peggy McCoy, Kent McCord, Mary Elizabeth McDonough, Leo McElroy, Mickey McMeel, Robin Menken, Ken Michaelman, Melissa Michaelsen, Donna Mills, Irene Miracle, Keith Mitchell, Bill Morgan, Reed Morgan, Lisa Mordente, Melinda Naud, Ted Neely, Taylor Negron, Martha Nix, Ken Norton, Judy Norton-Taylor, Pat O'Briane, Randi Oakes, Bill Ole Chencke, Bill Overton, Carlos Palomino, Paul Pape, Patricia Patts, Robert Pine, Jeff Pomerantz, Joan Prather, Priscilla Presley, Kenny Rankin, Rob Reiner, Susan Richardson, Michael Roberts, Dar Robinson, Tim Rosovich, Dan Shore, Mickey Spillane, Bret Shryer, Gary Sandy, Joe Santos, Kirk Shryer, Stymie, Eric Scott, Frank Stallone, Dorit Stevens, Parker Stevenson, Jim Smith, Barry Sullivan, Linda Thompson, Josh Taylor, Fran Tarkenton, Tanya Tucker, Phillip Michael Thomas, Jay Thomas, Charlene Tilton, Ellen Travolta, Chick Vennera, Herve Villachaze, Susan Walden, Pat Wayne, James Watson, Vernee Watson, Mike Weaver, Allan Williams, Ralph Waite, Susan Waite, Jon Walmsley, Carl Weathers, Grant Wilson, Henry Winkler, Royce Wallace, John Witherspoon, and Robert Wuhl.

In conclusion, I can only hope that you have received one tenth of what you have given me. I don't know when I have had a more exhilarating and rewarding experience.

The opportunity to make a difference—the opportunity to care for your fellow man is nothing less than a gift, for a being is only as valuable as he can serve others and now we all have a chance to serve. We all have an invaluable opportunity—we the people to now, once and for all handle the biggest single problem that has plagued us for over two decades. It has diminished us in our own eyes as well as in the eyes of the world. If we don't make a difference, who will? The time to begin is now. Thank you.

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PREPARED STATEMENT OF LEE I. DOGOLOFF, ASSOCIATE DIRECTOR, DOMESTIC POLICY STAFF, THE WHITE HOUSE

Mr. Chairman and distinguished members of the Committee, it is always a pleasure to appear before you in that I believe the House Select Committee on Narcotics offers us one of the finest opportunities of ensuring that the nation's top drug problem receives the concerted and unified attention of the executive and legislative branches of the United States Government. I am here today to discuss "The Federal Drug Strategy: The Prospects for the 1980's". Before I and the other members of the Principals Group, who have joined me here today begin, I would like to present to you, Mr. Chairman and members of the Committee, the 1980 Annual Report on the Federal drug program which was given to the President last Friday and forwarded to the Speaker of the House and the President of the Senate yesterday.

I believe that the activities reflected in the 1980 Annual report speak clearly for the accomplishments we, the Administration and the Congress, have achieved in reducing the level of drug abuse in the United States. Taking a broad, historical perspective, the Federal Government set out in the early 1970's to reduce the number of deaths and injuries associated with drug abuse. I am pleased to say that because of the Mexican Government's opium poppy eradication program, the initiative of the State Department and the Drug Enforcement Administration, and effective Federal, State and local treatment and law enforcement, we have seen heroin overdose deaths in the U.S. over the past three years decrease by 80%, heroin-related injuries drop by 50%, the amount of heroin entering the U.S. drop by 44%, and the number of heroin addicts in the U.S. fall below 400,000.

Three and one-half years ago, we began a major effort to coordinate and more effectively manage the resources of the Federal drug program. Through the Principals Group, we have been able to set consistent and realistic drug policy goals, and more important, ensure that these policies are implemented by the appropriate agencies and departments. Through the National Narcotic Intelligence Consumers Committee, we have established a formal interagency mechanism to produce intelligence estimates and coordinate the narcotics intelligence effort of the Federal Government such that we can now, by bringing the best minds together, accurately predict the extent of the U.S. drug problem, the amount of drugs entering the U.S. from abroad and the quantities of drugs produced outside of this country. In addition to these two groups, we have moved to bring the Strategy Council on Drug Abuse to the role envisioned by the Congress eight years ago. The Strategy Council, though created in 1972, met rarely, if ever until 1977 when this Administration "revitalized" the Council and tried to reach out to the Congress, national organizations, community groups, academicians, treatment, prevention, and law enforcement personnel to assist us in developing policies and plans. Public members were appointed by the President in accordance with the legislation for the prominence and expertise which they had achieved in their own selected endeavors.

As we move into the new decade, it is not only appropriate but essential that we examine the experiences and accomplishments of the Strategy Council over the past three and one-half years. The period has not been smooth but we have learned a great deal. Over the next two months I will be meeting with you, other members of Congress, members of the Strategy Council, the Principals Group, and others to consider options ranging from Congressional participation to delineated roles of the respective members so that the Strategy Council will serve as the appropriate forum to deal with drug abuse nationwide as the Congress had intended.

A decade ago, we promised to give up the "buy-bust" casemaking common to our drug law enforcement effort and begin to focus our investigative and law enforcement resources on major high-level traffickers. In recent years, the Federal law enforcement community has made great strides in improving the efficiency and sophistication of financial investigations of major drug traffickers, as evidenced by the "BANCO" or Black Tuna Case. We have established a variety of interagency task forces to bring the best financial and investigative expertise in the executive branch to bear on these cases and prosecutions. The Administration has also proposed changes in the Tax Reform Act of 1976 in order to allow the Departments of Justice and Treasury to cooperate more effectively in attacking drug traffickers and their financial assets. We look forward to early passage of these amendments to the Act.

Finally, I would like to speak about another aspect of the drug program which has changed dramatically over the past decade—and it is thanks to you, members of the Select Committee, and growing numbers of parents across the country—the area of "prevention." In the past, I was known to say that prevention was something that no one could define and no one could measure. Ten years ago, prevention meant a class on drugs in a high school health course. Today, prevention overlays every aspect of the Federal drug program—it represents our best hope for the future. Furthermore, it offers us a way to deal with the drug problem *before* we treat it, *before* we need to enforce laws and *before* we undertake diplomatic initiatives.

With this introduction, let me now discuss the future—and the future with one short caveat—I, nor any other member of this group or the Executive Branch—hold a monopoly on thinking and setting the direction for the Federal drug program. In developing the 1981 Federal Strategy which I look upon as the document for the decade of the 1980's, we will look to you, the deans of the drug effort in the Congress, to people in the field, in law enforcement, treatment and prevention, and to individuals from other nations who have worked with us on an international plane to control and reduce illicit drug abuse worldwide.

Basically the Federal drug program is composed of four elements which extend along a spectrum—international narcotics control and prevention are at each side of the spectrum and treatment, rehabilitation and domestic law enforcement at the center. On a Federal level, I see our primary attention focusing more and more in the coming decade on the two extremes of the spectrum—international narcotics control in source and transshipment countries and prevention within the United States. I do not view this as a downgrading of those two very essential elements of the program—treatment and domestic law enforcement—but rather an enhancement of the international and prevention efforts which offer us a higher success rate. The risks in pursuing these extremes of the spectrum are great—Prevention programs, income substitution, international law enforcement and even successful crop destruction efforts take time, persistence and tenacity. But we have learned that treatment and domestic law enforcement will not alone solve the nation's drug

problem and that relegating international programs and prevention activities to secondary roles instead of lead positions which they deserve will only allow us to keep a lid on the drug problem.

In the coming decade, I see four great challenges for the Federal drug program.

Perhaps one of our greatest failures in the past decade has been our inability to reduce the vast quantities of marihuana and cocaine available for the U.S. market. This inability does, however, within the Federal Government, represent our first greatest challenge for the future. In the months and years ahead, we must come to grips with the inordinate cocaine production in Bolivia and Peru and the unending marihuana cultivation in Colombia. We must re-examine our approach to crop eradication and destruction and either opt for this method or quickly find another alternative such as crop substitution, income replacement or land seizure which will ensure us the same success. In order to accomplish this, we must make a greater financial commitment to our international effort than in the past both in terms of diplomatic initiatives and international assistance programs as well as law enforcement assistance abroad. We have given the international narcotics effort increased attention and visibility, but we have not, with the exception of Mexico, convincingly supported our position with the necessary funds needed to effectively carry out the international mission. At the same time, we cannot honestly ask for other nations to undertake crop eradication programs, particularly for marihuana, until we take specific steps to deal with the cultivation of marihuana in the U.S. Domestic marihuana cultivation represents today 10% to 15% of the total amount of marihuana available to the U.S. market. As we begin to deal with this problem, we will have to consider several Federal jurisdictional issues. It will not be easy, but if we are to succeed overseas, we must send a clear and convincing signal that we are prepared to deal effectively with the problem of marihuana in our country.

As I mentioned earlier, we will, in the coming decade, place a greater and greater emphasis on prevention. In addition to the more classic prevention initiatives, there is one that I would like to highlight as centrally important and one that may represent our second greatest challenge. It has to do with public attitudes. I have said that what the drug program in this country needs is not an amendment of laws but an amendment of attitudes. A public attitude which clearly discourages rather than promotes and glorifies the use of illicit substances is vital. The approximately 600 organized parent groups which have emerged in virtually every state of the union to combat adolescent drug abuse are already signaling to us the direction of the future. In conjunction with the families' movement, I see a welcome return to traditional family roles and responsibilities. During the past decade we have focused on the individual drug abuser in treatment. However, we know that drug abuse is not a solitary tragedy. Drug abuse does not occur in a vacuum. We will strive, therefore, to focus on the drug abuser within his or her family for it is in that context that the individual can best be understood and have the best chance of real success in overcoming a drug problem.

In terms of new drugs of abuse, the future is not altogether clear. One thing that is predictable in the drug area is the unpredictability of the drug problem. Prescription drug abuse, however, may well represent our third most difficult challenge in the coming decade. It will pose unforeseen problems. Traffickers may come from the more respected walks of life, the greatest number of abusers may surface among the very vulnerable and growing segment of our society—the elderly. The answers to our problems may not be abroad, in the opium of coca fields, but in our own backyards. This concern over prescription drug abuse has prompted the Administration to re-examine the Controlled Substances Act, the legislative underpinning of the entire Federal drug control effort. We have, therefore, begun to work with the concerned Federal agencies and departments to propose amending legislation in the next session which will improve the Act and provide a better service to the American taxpayer.

Drug abuse in the work force and work place has become an issue of paramount concern to all of us and stands as our fourth challenge for the 1980's. Faced with decreasing rates of productivity, we must examine any and all obstacles which prevent the American worker from achieving his or her maximum productivity. Not only do drug and alcohol abuse contribute to significant reductions in overall productivity but they have been implicated in a rising number of serious on-the-job injuries and fatalities. The financial costs of alcohol and drug abuse at the workplace pose many significant problems. A New York company back in the early 1970's estimated the cost of employee turnover to drug abuse to be \$75,000 for one year. As recently as this past March, the chief executive of a Fortune 500 company told us that the cost of returning and replacing an employee overseas because of an alcohol and drug abuse problem runs between \$175,000 and \$200,000. When I speak of the workplace it is important to include the Federal Government, which is a

single but rather large employer. If we apply the same formula used by this Fortune 500 company to one of the largest departments of the Federal Government, we find that drug and alcohol abuse and mental health problems among their employees costs \$129 million per year in absenteeism, lost productivity, and injuries. If you translate this figure to the public and private sector nationwide, we have a very grave problem before us.

Let me say in closing, Mr. Chairman, the future is before us and we can either look at it with fear and imposing doom or with enthusiasm and the will to try innovative techniques, to explore new research and to undertake strong and long overdue activities to curb the drug problem. Mr. Chairman and Members of the Committee, with your help, I would opt for the latter course.

Thank you.

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PREPARED STATEMENT OF ADM. JOHN B. HAYES, COMMANDANT OF THE U.S. COAST GUARD

Mr. Chairman. I am Admiral John B. Hayes, Commandant of the U.S. Coast Guard. It is a pleasure to appear before you today to report on the Coast Guard's drug interdiction activities during the past year.

To begin my testimony, please allow me to describe the maritime smuggling threat, what we are doing to counter it, and what I believe is necessary to increase the effectiveness of the Coast Guard's drug law enforcement efforts.

Because of its bulk, the maritime smuggling trade is dominated by marijuana. This is not to say that other drugs are not smuggled by ship, because they are. But because of the much smaller physical volumes involved with these other drugs, other methods of transportation are usually more attractive to the smuggler.

The National Narcotics Intelligence Consumers Committee estimates approximately 60 percent of all marijuana smuggled into the United States in 1979 was smuggled by sea. We believe that most of this 6-8 thousand metric tons was transported on 60-300 foot vessels, "motherships", to positions well off our coasts where the contraband was transferred to smaller "contact" boats for introduction into the United States. The remainder of the maritime transported marijuana was brought in by vessels that delivered their contraband directly to the United States from source countries or from a Caribbean Island transfer point. This later tactic bears close watching in future operations. There are continuing indications that this tactic is allowing smaller, shorter range aircraft to be used as entry vehicles.

The Coast Guard's drug interdiction program is based upon, and is in support of, the Federal Government's overall drug strategy. As you know, the federal strategy is 3 pronged: eradication, education and interdiction. Our activities are limited to the interdiction portion of the overall strategy. Obviously, the importance of interdiction varies with the success achieved in the education of our public and the elimination of drugs at their sources. We are convinced however, that at least for the next five years interdiction of marijuana traffic will continue to be a major facet of the overall federal effort.

The Coast Guard is unique in that our authority extends beyond the Customs zone to the remainder of the high seas in regards to U.S. registered vessels and other vessels over which the United States has, or may obtain, jurisdiction. This broad ranging authority coupled with the maritime strategy of the smuggler has resulted in the Coast Guard being the principal marijuana interdiction agency. This is not to say however, that we act independently of our comrades in this war on drugs.

Coordination and cooperation among all law enforcement agencies is essential to provide an effective overall drug enforcement program and still permit each to economize the use of its resources. We have excellent working relationships with the other agencies both at the Washington level and in the field and I am confident that these relationships will continue to improve.

Inter-agency coordination at the very top of these organizations is demonstrated in the Principal's Group, which meets to exchange views and develop planning, operation and strategy in furtherance of the administration's policy for the federal drug program. Also at the national level, the Coast Guard is represented on the National Narcotic Intelligence Consumers Committee (NNICC) which, as you know, coordinates federal-level foreign and domestic narcotics intelligence operations.

At the operating level is the El Paso Intelligence Center (EPIC), which has Coast Guard personnel permanently assigned, as well as personnel from the other participating agencies. The great value of EPIC to the Coast Guard is that an enforcement unit may obtain intelligence information from a variety of different sources with just one query.

Coordination of all our efforts at the local level is achieved through the Law Enforcement Organizations (LEO's) and the day to day contact these organizations help promote. Members represent federal, state, and local law enforcement organizations at the working level. The LEO's purpose is to improve coordination of law enforcement operations, minimize interferences with each other's operations and improve interagency cooperation.

I might also add that the Coast Guard has executed interagency agreements with Customs and DEA to provide guidance for local commanders when planning joint operations, establishing local working agreements and other related cooperative missions.

The Coast Guard's assessment, is that the seaborne transportation of drugs will continue for the immediate future. Points of origin and techniques of importing may change but the demand and the large profits to be made will continue to encourage smugglers to bring contraband to our shores. We, like our colleagues in DEA and Customs, are hopeful that crop substitution and/or education will ultimately dominate, but for the time being, at-sea interdiction will remain a necessary element.

Our interdiction strategy concentrates on ships in areas which have the highest potential for disrupting the flow. Our analysis shows that the predominant entry area for marijuana is the south eastern United States and Florida in particular. With this in mind our strategy is built around the natural geographical choke points in the Caribbean. We believe this will maximize the return on our patrol efforts. Our strategy is three tiered. The first tier is in the 4 north/south passes where we can concentrate a relatively small number of cutters with helicopters to achieve good overall effectiveness. Our second tier, to interdict those motherships which elude us in these passes, consists of large cutters patrolling off shore along the coast, with the third tier composed of smaller patrol vessels operating closer inshore looking principally for contact boats operating with motherships. Air support is provided by both fixed and rotary wing aircraft. This mix of resources complements each others capabilities and provides an operational synergism. Vessels and aircraft in the first tier have drug law enforcement as their principal assignment while those in the second and third tier normally have another mission as their principal duty (i.e., search and rescue, fisheries enforcement). All of these resources are multi-mission capable Mr. Chairman. That is to say they are capable of and frequently do perform several missions during a single patrol. We are rather proud of this fairly unique attribute and feel it greatly improves the public benefit from capital investment in the Coast Guard.

I must point out that although we have described a strategy which concentrates on the Caribbean and our East and Gulf coasts, we have not detected smuggling on the West Coast at anything near the volume of the smuggling in the Caribbean. There we must rely on only a two tier strategy similar to tiers two and three which I previously explained.

Mr. Chairman, prior to the diversion of our resources to Cuban refugee operations we estimated our interdiction rate at somewhat less than 20 percent. At this level we are not causing significant impacts on landings. We do believe however, that when we were able to mount a short term special operation our interdiction rate was much higher. High enough to at least cause some tactic changes by smugglers. As I mentioned earlier, the use of the Caribbean Islands as transfer points suggest that when additional forces can be committed, we are causing significant problems for the trafficker. Unfortunately our very intensive commitment now to the Cuban refugee situation has temporarily reduced our dedicated drug enforcement efforts and actual seizures are down approximately 90 percent. The April through August Coast Guard seizures for 1978, 1979 and 1980 demonstrate this effect. In 1978 the Coast Guard seized 1.8 million pounds of marijuana during this five month period. In 1979 we seized 1.9 million pounds but in fiscal year 1980 our units seized only 200 thousand pounds. However, due to the large number of federal law enforcement officers now in Florida, there may be some reduction in the overall flow of drug traffic through the area.

Mr. Chairman, this is not a rosy picture but I am still optimistic. I think our basic strategy is very sound and I am hopeful that our Cuban refugee commitment can be sufficiently resolved to permit resumption of our drug enforcement effort.

Before closing, Mr. Chairman, I would like to thank you and the other members of this Committee who were instrumental in the recent passage of H.R. 2538. This bill will significantly improve the effectiveness of prosecutions resulting from Coast Guard law enforcement actions. The detrimental impact on our nation caused by drug abuse demands that we take all available action to constrain the illicit flow of controlled substances into the United States.

The Coast Guard will make every effort to do our part in the overall Federal effort.

PREPARED STATEMENT OF PETER B. BENSINGER, ADMINISTRATOR, DRUG ENFORCEMENT ADMINISTRATION, U.S. DEPARTMENT OF JUSTICE

Chairman Wolff, Members of the Select Committee on Narcotics and Control, good morning. I appreciate this opportunity to appear here today, along with the other panel members, to comment on the issues and problems facing the international drug abuse and enforcement communities. I welcome this Committee's examination in order that we may all work toward the development of a comprehensive strategy for the Executive and Legislative branches. It is significant that we are all here together; for truly, the nature of our tasks is such that we must work interdependently. None of us can do it alone. I am hopeful that today's hearing will help us sharpen our focus on clear perspectives of drug law enforcement in the 1980's.

The Drug Enforcement Administration's drug priorities will probably remain much the same for the next few years, just as they have over the past few years. We have, however, added a new dimension to our approach: flexibility. Classified by drugs, the following priorities are generally applied to DEA as a whole.

1. Heroin.
2. Dangerous Drugs: PCP, Amphetamine, Dextroamphetamine, Methamphetamine, Methaqualone, LSD.
3. Cocaine.
4. Other depressants, stimulants, hallucinogens, scheduled narcotics.
5. Cannabis.

In all cases, our objective remains to immobilize the major trafficking organizations that have the capability to affect the national and international drug abuse situation. Consequently, we sometimes shift our drug enforcement priorities by region and city. In Florida and the Southeast, where cocaine and marihuana trafficking are very extensive, we are seeing most of our investigations targeted against major organized criminal networks dealing in these substances. But regardless of whether it is a heroin, dangerous drugs, cocaine or marihuana organization that we target, our objective is to immobilize the organization by ensuring the principals are incarcerated and their assets are removed.

Until we implement action programs based on these priorities, they have no real meaning. The primary focal point for many of our programs are overseas because, as you know, the sources for these illicit substances are more often than not in foreign countries. It is imperative that our international program be strong and dynamic. We have been witness to the effectiveness of the commitment of the Government of Mexico and international cooperation and the resulting impact on heroin production from that source.

Unfortunately, we cannot now get to the heroin source where we need to most: Southwest Asia. We have had to move to our second line of defense, the transshipment countries, which unfortunately have also become the victim countries. Our European allies are responding most favorably to the initiatives we have developed. Cooperative enforcement efforts have led to the seizure of 13 heroin conversion laboratories since August 1979, a rate far more dramatic than the successes realized at the dismantling of the "French Connection." These seizures and the arrests and prosecution of the principals are effective; it is the major reason that heroin purity in the United States has increased only marginally.

We also need to remain cognizant of the fact that, after two years, the drought in Southeast Asia is ending and that the possibility of a bumper opium crop from the Golden Triangle is very real. Our Southeast Asian enforcement counterparts are alert to the situation and are well aware of our concerns. We need to pledge our support to them and follow through with a viable action plan.

Firm commitments are also needed in South America. According to the latest data released by the National Narcotics Intelligence Consumer's Committee, from 1978 to 1979, retail level cocaine sales jumped 69 percent, displacing marihuana as the top illicit income producer. Long-range planning and a clear strategy are in order. DEA has been working with INM to develop such strategy.

Crop control and substitution programs, in concert with economic development, are critical elements in the strategy. Increased diplomatic initiatives directed toward gaining greater commitment and cooperation from the governments of the production and transshipment countries are also vital to a comprehensive approach. Until those programs are fully implemented, however, we believe it is imperative to continue strong enforcement pressure by the production and transit countries and the United States.



I would also suggest the employment of a cocaine precursor chemical control program. DEA has demonstrated that cocaine production is vulnerable to the control of the two primary chemicals essential for the conversion process. This method of control is also advantageous in that it operates smoothly without the high visibility of police or military that is needed in other campaigns.

The time has come to clearly formulate a consistent U.S. policy on marihuana. Marihuana is big business, responsible for between \$15 and \$22 billion in retail sales in the United States last year alone. Our Southeastern states are trying to cope with a drug based economy; it is difficult. Other nations are also affected. Fifteen percent of the economy in Colombia is directly related to the marihuana trade.

Our other traditional priority is directed not towards the drugs, nor the traffickers, but rather toward that third dimension of a drug trafficking organization—the assets. DEA's program is moving forward at a rapid pace. In fiscal year 1979, we removed approximately \$13 million from drug trafficking organizations. I believe that by the end of this fiscal year the amount of assets removed will have multiplied to approximately \$65 million. Remove the organization's assets and you remove its lifeblood.

Unfortunately, many organizations have transferred their assets from the United and have utilized the banking systems of other countries to launder those funds. I would like to see the U.S. Government take diplomatic initiatives to develop mutual assistance treaties which provide for the exchange of this much needed financial information.

As I just noted, one of DEA's priorities for the 80's will be the acceleration of our asset removal program. The directive is in the field to explore all Class I and Class II cases for the development of financial evidence. Our Special Agents are receiving supplemental training in conducting drug-related financial investigations. Although the cooperation we are receiving from the IRS has improved, I believe that our agents could do a more effective job if several of the overly-restrictive provisions of the Tax Reform Act were amended.

An important component of our domestic enforcement program is based on the mutual assistance rendered between DEA and members of State and local enforcement organizations. We now provide State and local agencies with technical assistance, laboratory analysis, logistical support, intelligence and information exchange capabilities, and specific training. Enhancement of the State and local effort ensures that all levels of the illegal drug traffic will be faced with enforcement pressure. Although we are facing austere times and budget cuts which have necessarily affected some of our programs, I would like to take this opportunity to reinforce our commitment to the State and local effort.

Successful drug abuse prevention programs are as important to our young people as are our efforts. Mr. Chairman, the Select Committee deserves special recognition for our role in assisting with the Drug Fair/NIDA "Straight Talk on Drugs" program. This indeed is a laudable approach and one that should be emulated. I hope that in the future the government will continue to work with private interest groups in programs of this sort.

There are several legislative agenda items for all of us in the upcoming session. As I have mentioned, I believe that amendments to the Tax Reform Act are in order. The Administration is working with the Congress to develop legislation which protects the rights of citizens and yet facilitates our work in drug-related financial investigations.

Additionally, we know from experience that the most effective enforcement approach is to control the drug at the source. The current restriction on the utilization of certain herbicides is having an adverse impact on control of marihuana at the source. The volume of marihuana entering the United States is increasing. Something has to be done to reverse this trend. In my opinion, eradication is the optimal solution.

There are several other items on my legislative "laundry list." I have met with key staff members in both the House and Senate to work toward developing strategies in line with our mutual drug enforcement goals. I have listened to their ideas and have integrated many of those concepts into DEA's planning schemes. We have discussed Criminal Code Reform, legislation to permit military cooperation with drug enforcement officials, and the current bail and sentencing situation. In each of these areas, I think there is an opportunity for legislative reform.

Mr. Chairman, today's dialogue is important. Drug abuse and enforcement strategies necessarily must be multi-dimensional. The input of each of us here is vital for the development of a comprehensive approach to address the many aspects of the drug problem. The attention that the Select Committee is bringing to our long-range planning is welcome. In speaking for the Drug Enforcement Administration, I can

assure you, Mr. Chairman, that we will continue to work with you on a drug strategy for the 1980's.

PREPARED STATEMENT OF MATHEA FALCO, ASSISTANT SECRETARY OF STATE FOR  
INTERNATIONAL NARCOTICS MATTERS

Mr. Chairman, Members of the Committee, I appreciate the opportunity to be here today to discuss international narcotics control in the decade of the 1980's. Lee Dogoloff has outlined some of our priorities as an Administration for the current decade, placing special emphasis on crop destruction and the need for increased resources in our drug related foreign programs. In my testimony I will comment further on these two proposals, and also discuss some of the specific concerns of the State Department about the future of our narcotics related foreign policy.

*The role of crop destruction*

The goal of the international narcotics control program since its inception has been to the extent possible to prevent illicit narcotics crops from entering the United States. The ideal circumstances would be to eliminate worldwide production of illicit substances, and in the absence of such preventive measures, to secure the destruction of substances grown for the illicit drug market. In our ongoing discussions with other countries, the goal of illicit crop destruction is always a factor. Most countries with whom the U.S. has narcotics related bilateral programs have successfully destroyed crops to some extent; notably Mexico, but also Burma, Thailand, Pakistan, and Peru. The key questions for the Department of State this decade will remain how to convince more governments to undertake crop destruction, and how to make such crop destruction more effective. Insofar, as U.S. foreign policy with respect to marihuana is concerned, the key factor will be consistency between our foreign policy and our domestic policy. Foreign perception of internal indecision on this question, as on any foreign policy issue, makes effective representation abroad more difficult.

*New approaches to international narcotics control: International financial investigations*

While illicit crop destruction should remain a primary goal of our international narcotics policy, we must also try in the 1980s to improve international cooperation in interdiction efforts and drug trafficker judicial proceedings. One promising area for improving our ability to detect and apprehend major drug traffickers is through narcotics related financial investigations. International cooperation on criminal money handling will not only facilitate the apprehension and prosecution of drug traffickers, but could also lead to legal changes which would make criminal money handling harder. This would increase the costs and reduce the incentives to participating in drug trafficking.

As you know, taking advantage of existing financial techniques has become a major concern of the Department of Justice in domestic narcotics related investigations. A priority for the Department of State during the 1980's will be to expand international cooperation in applying innovative financial techniques to drug cases where the money involved crosses national borders.

In doing so, I believe that there will be several issues underlying the international discussion. The first will be the question of access to foreign records, whether corporate, banking or tax records. A second related issue for domestic and international discussion will be the question of privacy, that is, access by foreign investigators to U.S. held records. A third area will be increased cooperation in criminal proceedings, both on the question of informant testimony and in the transmission of evidence between countries.

Potential points of focus for discussion and cooperation in this area are numerous. First, there are bilateral mutual assistance treaties, such as those we have negotiated with the Government of Colombia and other countries. Second, we can work toward the establishment of international guidelines or agreements, such as those contemplated in the resolution on financial transactions that the U.S. proposed in the Commission on Narcotics Drugs this year. There are numerous other opportunities for constructive international dialogue on improved investigative and judicial cooperation in multilateral fora.

*New approaches to international narcotics control: Development assistance*

Development assistance will continue to be a critical dimension to international narcotics control in the 1980's. Increasingly it is evident that foreign government's ability to undertake effective crop destruction programs is related to the availability of realistic economic alternatives to growers. This is especially the case where illicit narcotics production makes a substantial contribution to the national economy, or

where narcotics production is a primary means of support for geographically separated ethnic minorities.

Assisted by the legislative efforts of the members of this Committee, we have made significant progress in focusing U.S. development assistance in illicit narcotics growing regions. In the future multilateral lending institutions as well as our own bilateral development agencies must begin to consider the deleterious effects of illicit narcotics production. Lending policies must take into account that the problem is not only for consuming countries, but also for the developing, producer countries. Public health and sound economic development are both disrupted in illicit producer countries. Not only is there often a domestic drug abuse problem, but illicit narcotics production may interfere with critical food production, as well as siphoning away resources from the legitimate economy. The U.S. must continue to articulate these problems in the international financial community and insist to the greatest extent possible that they be taken into consideration in lending policies and development projects.

#### *Methaqualone and other drugs of abuse*

While most abused drugs in pill form are produced in the United States, international traffic in methaqualone is posing a severe problem to our country. During the next decade substances like methaqualone will have to be the focus of increased international dialogue. The main instrument for international cooperation in this area is the Psychotropic Substances Convention. Issues to be worked out will include the development of acceptable import-export procedures to control the movement of scheduled substances, particularly where the U.S. is seeking stricter controls for foreign manufacturers.

#### *Regulation of licit narcotics production*

A very critical problem will continue to be the regulation of the production of licit narcotics derived from opium poppies for the medicinal market. The leadership role of the United States in preventing the proliferation of supplies of licit raw materials must be continued. Unless new suppliers are effectively discouraged from increasing production, there will be a substantial oversupply situation, and diversion of opiates to the heroin market will undoubtedly occur. A serious oversupply situation has already been predicted by the International Narcotics Control Board and this remains of grave concern to the Department of State.

#### *Increased resources in drug related foreign programs*

In conclusion, I would like to say that U.S. bilateral programs have proved to be the most effective means of reducing the amount of illicit narcotics available in the United States. But effective bilateral programs require a sustained commitment over a period of years. For instance, the U.S. has contributed approximately \$90 million to our successful opium eradication program with the Government of Mexico. Similar levels of effort will have to be maintained elsewhere if we are to achieve a worldwide reduction in illicit narcotic production. While we expect increasing contributions from other countries to narcotics control programs, a substantial U.S. effort is still required.

The topics I have touched upon represent a few of the Department of State's concern for the future. I look forward to working with this committee in shaping the international narcotics program to meet the increasingly complex demands we face.

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#### PREPARED STATEMENT OF WILLIAM T. ARCHEY, DEPUTY COMMISSIONER OF CUSTOMS

Mr. Chairman, members of the committee, it is a pleasure, as always, to meet with you. And, I welcome the opportunity to contribute to any attempt to deal with one of the nation's most critical problems.

You may recall that at my previous appearance before you, I was new to the Customs Service, which, itself, was in the throes of regrouping at that time.

I am happy to report today that the regrouping, by way of reorganization of Customs law enforcement entities in a new Office of Border Operations, has been accomplished. And, more significantly, we have made what I consider to be an enormous amount of progress in rising to meet the threat with which we must deal.

All of our law enforcement entities—inspections, investigations, patrol, intelligence, and foreign training—are organizationally housed under one roof, reporting to one assistant commissioner. The result is a much more integrated, cohesive, and complimentary approach in pursuing our enforcement mission.

Conceptually, as the drug threat increases in both intensity and sophistication and the nation's counter-threat resources grow thinner, Customs, as I see it, must streamline itself to remain an effective part of the national strategy.

And I believe that streamlining has to begin with a thorough knowledge of whether what we do is done well, and, if not, how it can be done better. That happens also to be the basic tenet of good management, so it follows that effective management is going to result in better enforcement.

We have made significant progress toward this objective, because we are well on our way to achieving success in performance measurement, quantitative data analysis and evaluation and use of resources based on these results.

Permit me to elaborate:

One of the very first tasks I undertook was to commission an evaluation of the detector dog program because of problems involving its effectiveness and the high rate of turnover in its personnel.

The evaluation clearly identified weaknesses within the program and made specific recommendations for strengthening them.

Its conclusions indicated that the detector dogs were not being utilized as designed by the program; there were large variances from district to district in the use of the dogs; and a failure to reallocate Detector Dog Teams in accordance with change in the smuggling threat. All of these were acted upon.

As a direct result of the study's recommendation that dog teams be redeployed to heavy smuggling areas, the cost-effectiveness of the dog program soared—as you can see from the accompanying chart—to the point where at 99/1 it is the most cost-effective program "pound for pound" in Customs. The ratio is between the street value of narcotics seized and the funds expended.

I submit, Mr. Chairman, that this is demonstrable evidence of better management resulting in better enforcement.

The dog study has also resulted in the position of dog handler being upgraded to Canine Enforcement Officer with a journeyman grade of GS-9 to reduce turnover.

Such dramatic results told us we were on the right track and persuaded us to apply the yardstick to other programs.

So the very first task of the new director of the Customs Patrol was to conduct comprehensive studies of regional Patrol operations, designed to tell us whether or not Patrol resources were deployed in proper ratio to the drug threat and the relative effectiveness of patrol operations among our 9 regions.

And these studies, for example, told us that the amount of marijuana seized in the Los Angeles Region by Patrol has decreased from 65 percent of the national total in 1975 to less than one percent in 1979 while staffing increased during the same period. There are similar analyses with fiscal 1979 data of every region in the country.

We are thus able to answer several questions:

Where is the Patrol most effective?

Where is the major drug threat, and has it shifted?

Are we properly positioned to deal with the threat as it occurs or as it moves?

At the same time, we initiated, at the request of the Senate Appropriations Committee, an exhaustive review and analysis of the entire Patrol Air Program to test, measure and evaluate specific strategies and tactics and to develop an overall strategy for the Customs Air Program.

A full-time interdisciplinary team comprised of Headquarters Analysts and Air Program field personnel was assembled for the program development effort.

The study concluded that successful accomplishment of air program objectives should be predicated on the concentration of specialized and dedicated interdiction resources in high-threat areas.

In order to achieve this, we have developed what we call a modular approach, which is simply the packaging of specialized components aimed at a specific threat objective.

For example, an interdiction module would include a detection network, a command and control center, intercept and tracking aircraft, intelligence, and administrative support.

This then represents a combination of elements all pointed at a particular air smuggling threat. And by appropriate positioning these modules, we believe we can disrupt the normal threat corridors.

In addition to the action taken resulting from the air study, we have taken the following organizational initiatives:

Centralized technical direction between Air Support Branches and Headquarters Air Division for the purpose of achieving program standardization and optimizing the utilization of current resources.

Implementation of pilot training programs.

Insurance of basic standard operating procedure for Air Program personnel.

Complete the increased staffing of Headquarters Air Division.

Implementation of the Aviations Operations Report (AOR) System—a standard data reporting vehicle.

Still another management initiative dealt with what we call Special Enforcement Operations. These are limited, specific concentrations of resources in one area for a short period of time to accomplish a certain enforcement objective—almost always the interdiction of narcotics. To measure the strategic validity and effectiveness of these operations, we created a special standing committee within the Office of Border Operations whose charter was to help plan such operations and then monitor and evaluate them.

In the fall of 1979, such an exercise, called Operation Boomer Falcon, was launched in Florida in concert with the Drug Enforcement Administration to intercept the private plane smuggling of cocaine from Colombia through the Caribbean.

The Special Committee played a significant role in both the planning of Boomer Falcon and in the post-assessment which made specific recommendations for improving future special operations and for making one-time tactics part of our everyday standard operating procedure.

As a result, Boomer Falcon II in March, 1980 was even more carefully planned and effectively carried out. Unfortunately, a security leak marred its final success, but the two operations together netted some 800 pounds of cocaine and about 50 smuggler aircraft.

Greater managerial competence also has enabled us to adopt quickly to any shift in smuggling patterns. When our intelligence tells us commercial cargo is becoming a preferred vehicle for contraband narcotics, we are able to develop a response tailored to the threat.

One of the most effective means Customs has for interdicting drugs being smuggled in cargo is the concept of special cargo enforcement teams which are deployed at the various major seaports and airports, using the most recent selection criteria to identify and intensively examine high-risk cargo. In a recent one-year period, the teams were responsible for seizing 32 pounds of heroin, 1,091 pounds of cocaine, 10,356 pounds of hashish and 72,768 pounds of marihuana.

The special enforcement teams closely scrutinize air waybills and bills of lading for inconsistencies. This information, together with information available on foreign shippers and importers, helps sort out potential high-risk from low-risk shipments. Further, the team members naturally become much more familiar with the shipping routes of carriers, shipping patterns of various commodities, and regular trading relationships. This knowledge is invaluable for identifying inconsistencies in shipments. The teams also have better access to intelligence, other information sources and the investigative resources of Drug Enforcement Administration Special Agents. Last of all, when circumstances dictate, the teams have the time and the tools to do the necessary intensive examinations that otherwise could never be accomplished by inspectors who work regular cargo tours.

We hope that we will be able to commit additional personnel to the various teams at the major seaports and airports in the years to come.

In certain areas, such as New York, Customs Patrol officers are trained in the techniques of selectivity and are assigned to the teams. It is our intention to identify other locations where Patrol officers can be similarly trained in the techniques of selectivity and are assigned to the teams. It is our intention to identify other locations where Patrol officers can be similarly trained and assigned to the special cargo enforcement teams.

As Commissioner Chasen has emphasized to this committee in the past, we must utilize modern technology to cope with the smuggling threat.

So, we are testing and developing an impressive "arsenal of weaponry" in the attack on narcotics. In various stages of testing and development are such devices as a mass spectrometer, a neutron gamma backscatter, x-ray systems, vapor analysis, ultra-sonics, a dielectric analysis scanner, radar integrated display system, aircraft detectors, night vision devices, and sensitive aircraft-mounted detection and surveillance systems—all designed to seek out contraband drugs and smugglers in their thousand disguises.

Taking everything that I have just said, money is the central element in most illegal activity. It generally comprises one side of the criminal equation, whether the activity relates to narcotics, international fraud, organized crime activities, etc. Moreover, the money connected with these illegal activities is rarely, if ever, reported when it transits the borders of the United States. If it happens to be in excess of \$5,000 and is not reported, it constitutes a violation of the Currency and Foreign Transactions Reporting Act (commonly known as the (Foreign) Bank Secrecy Act) enforced by the U.S. Customs Service.

Although the enforcement of this law places the Customs Service in a unique position involving all international criminal activity, nowhere does it have more

impact than it does in the area of narcotics trafficking, white-collar crime and organized crime.

Specifically, the Customs Office of Investigations' mission today and in the coming years, pursuant to enforcement of the (Foreign) Bank Secrecy Act is to fully investigate known or suspected violations of the Act to establish major felony cases against white-collar, organized crime violators and major drug smugglers—thereby directly attacking their financial base. Our investigative efforts in this area are directed at the financial aspects of criminal activity. Consequently, and by design, the Customs financial investigative activity closely parallels and complements the investigative efforts of other Federal law enforcement agencies.

It is our judgment that the intensified enforcement of the (Foreign) Bank Secrecy Act may be one of this country's most powerful weapons against narcotics traffic and all other forms of smuggling. This view was reinforced in a message by the President to Congress in which he noted that "... tremendous amounts of money are illegally taken out of the country each day, either to purchase drugs or to transfer profits made by selling drugs, to safe and secret bank accounts abroad."

Given Customs importance of attacking the highest levels of criminal activity as well as the financial aspects of drug trafficking organizations, interdepartmental financial investigative task forces under the umbrella of the U.S. Attorney have and will continue to be established to conduct investigations for the purpose of convicting and seizing financial and other assets acquired by these criminal organizations.

Customs Office of Investigations has initiated on a national scale "Operation Money Project" to track down the movement of narcotics profits and to prosecute profiteers under the Bank Secrecy Act. Customs agents also participate in DEA currency-related task forces.

As an illustration, an investigation was initiated by the Special Agent in Charge, San Diego, after reviewing copies of IRS Currency Transaction Reports (Forms 4789) which reflected large cash deposits in a California bank account. Between September 1976 and May 1978, more than \$17,000,000 had been deposited from proceeds of narcotics sales in Southern California. The organization, headed by Jaime and Jesus Araujo-Avila, made 39 deposits in U.S. bank accounts during a 19-month period totaling approximately \$15.5 million and an additional \$16 million directly into Mexican bank accounts during a 3-year period.

Subsequently, a Federal Grand Jury indicted 16 members of this organization for felony currency conspiracy violations. Five members were also indicted for felony currency violations and three for title 18, United States Code, section 1952 (interstate and foreign travel or transportation in aid of racketeering enterprise).

On November 19, 1979, seven of nine defendants arrested and convicted for violations of the Bank Secrecy Act, narcotics trafficking and income tax evasion were sentenced in the Central District of California. Jaime Araujo-Avila, a central figure in the group, was sentenced to 35 years in prison and fined \$1.2 million. The remaining six codefendants were sentenced to various prison terms and fines under the Bank Secrecy Act totaling \$250,000.

Another example of our efforts occurred on October 18, 1979, when the Office of the Special Agent in Charge, Los Angeles, California, in conjunction with DEA, Los Angeles, seized 17 mailing envelopes containing \$3,185,090 in U.S. currency. Previous investigation revealed that the envelopes had been left with an armored transport company by two Latin males who wanted the envelopes shipped to Miami. Labels on the envelopes indicated they had arrived from Panama. A federal search warrant was obtained and the currency was seized.

On September 14, 1980, the United States District Court for the Central District of California forfeited the entire amount to the Government. Prior to the court proceedings, the only petition for return of the money was by two Florida attorneys who alleged they had been assigned an interest in the money by the owners, but would not say who the owners were. This assignment was after the date of the seizure. The judge did not listen to this appeal.

The best offense we can mount against those criminal elements existing within our society is to attack and destroy the organization's financial base and disrupt its infrastructure. The combined and concentrated effort to physically remove the product and the profit from criminal activity fully supports and enhances the national criminal justice priorities of the Administration.

All of this, Mr. Chairman, represents the progress Customs has made in enhancing its role in the national drug strategy.

As you know, however, the narcotics threat to the United States during the 1980's will be multifaceted. As enforcement limits one source of drugs, a new source emerges to fill the vacuum.

To meet this thrust, all responsible agencies must maintain the most efficient deterrent posture possible. Customs must remain flexible and capable of shifting as

the traffic shifts. Intelligence support must increase in quantity and quality with the ability to detect—out of the thousands of vehicles, passengers, and cargo—those few that must be searched. Coordination between agencies must expand upon the existing base, bringing together all the personnel and material resources available.

The coordination of Federal agencies and foreign counterparts has progressed significantly since the mid-1970's, but must continue to expand.

Customs and DEA have developed an Integrated Airport program whereby respective personnel cross-train one another to expand the expertise of both. Customs and DEA have also conducted joint briefings at a number of U.S. international airports on the problem of Southwest Asian heroin smuggling. These briefings have included state and local offices as well as Federal.

Specialized operations such as Boomer-Falcon, jointly conducted by Customs and DEA, are excellent examples of the success that can be derived through active intelligence and enforcement coordination. Additionally, DEA and Customs have exchanged intelligence analysts at the Headquarters level, and Customs is an active participant at the El Paso Intelligence Center (EPIC).

In the national strategy focus of considerable attention and effort on source countries, Customs does its part with an ambitious program of training foreign customs personnel in the techniques of inspection and interdiction.

Besides the direct anti-narcotics training of customs officers in Pakistan, Turkey, Mexico, Peru, Central America, the Caribbean, Thailand, Burma, Malaysia, Singapore, the Philippines and other priority nations, U.S. Customs is also considering several new initiatives for the 1980's. These would include overseas regional conferences to train program managers and train-the-trainer workshops for on-line personnel. In addition, there could be overseas regional training centers to provide continuing coordination and assistance in coalescing narcotics control efforts in a given area.

All of this is now and would be accomplished with funding by the State Department's Bureau of International Narcotic Matters. In reviewing its commitment to control the flow of drugs into this country, the Congress might want to consider these funds for what they are: a very necessary tactic in the national drug strategy.

We intend, Mr. Chairman, to streamline the Customs Service into the most effective narcotics interdiction force possible. The streamlining will come through management's ability to base necessary decisions on accurate assessment of our resources and the most effective use of them.

What I think is the most significant change among Customs managers is that they realize enforcement activities, particularly of Patrol air and land units, must be seen as dynamic programs.

This means that resources must not be statistically deployed, but rather must be targeted "where the action is." As the drug threat changes, Customs (within our limited resources) must also change. We must be able to move people and equipment (similar to a special operations detail in a city police department) to meet that threat.

With our increased analytical and intelligence capability, we are now able to anticipate threat changes and redeploy our resources accordingly. Historically, it has been difficult to do so because:

1. We lacked the data to verify that the threat had changed.
2. We lacked the capability to determine the effectiveness of our programs in a given area.
3. Opposition to moving resources from a state or district has occasionally surfaced.

Mr. Chairman, members of the Committee, we seek your support in emphasizing that the Customs narcotics interdiction program is a national program, a dynamic one, that must have built into it the flexibility to move resources as the threat dictates.

In summary, Mr. Chairman, I would like to enumerate our accomplishment in the past year:

1. Improved intelligence.
2. Improved analysis of present effectiveness.
3. Reorganization of Headquarters completed.
4. Improved Special Enforcement Operations with lessons learned that can be applied on a regular basis.
5. A greatly strengthened and improved air program.
6. A greatly strengthened and improved detector dog program.
7. New initiations with Special Enforcement teams.
8. Greater use of currency investigations in the anti-narcotics effort.

Thank you.

## DOG PROGRAM—COST EFFECTIVENESS RATIOS BY REGION

[Seizures in dollars/budget]

Fiscal year	1975	1976	1977	1978	1979	<sup>1</sup> 1980
Boston.....	2/1	1/1	24/1	20/1	3/1	10/1
New York.....	4/1	7/1	15/1	56/1	13/1	49/1
Baltimore.....	7/1	3/1	3/1	39/1	64/1	56/1
Miami.....	35/1	82/1	16/1	53/1	183/1	902/1
New Orleans.....	3/1	1/1				
Houston.....	9/1	27/1	50/1	1/1	3/1	12/1
Los Angeles.....	34/1	45/1	26/1	8/1	4/1	24/1
San Francisco.....	11/1	31/1	7/1	8/1	3/1	8/1
Chicago.....	3/1	15/1	10/1	61/1	21/1	55/1
Total average.....	14/1	24/1	20/1	17/1	16/1	99/1

<sup>1</sup> First 10 months of fiscal year 1980.

PREPARED STATEMENT OF WILLIAM POLLIN, M.D., DIRECTOR, NATIONAL INSTITUTE ON DRUG ABUSE, ALCOHOL, DRUG ABUSE, AND MENTAL HEALTH ADMINISTRATION, PUBLIC HEALTH SERVICE, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Mr. Chairman and members of the Select Committee, I welcome the opportunity to review our past policies and convey our sense of future directions.

I especially appreciate the spirit of cooperation with which the hearing is being conducted, a spirit which also characterizes the relationship between the Committee and the Institute. This cooperation reflects the substantial personal efforts of many individuals, and as we go forward we will need this spirit to deal successfully with the problems of the 80's.

At this point, it appears that the 80's are likely to be a decade of challenges—to respond to changing needs in the field of drug abuse treatment, prevention, training and research. At the heart of this challenge is the need to continue to advocate for the appropriate share of available resources for drug abuse prevention and treatment and simultaneously, to use what is available in a maximally effective way. To be effective in competition with other important and legitimate social services and needs at all community and governmental levels, we will have to document the degree of need, the consequences of not meeting the need, and the benefits of doing so.

The success of future Federal activity in drug abuse treatment and prevention also depends upon close coordination with state and local governments. At the Federal level, where we are now supporting approximately 1/3 of all drug treatment efforts, the national treatment system is operating at full capacity. There are, however, spotty areas of unmet treatment need, such as for PCP in parts of Los Angeles, and the growing pressures of the resources in the northeast quadrant of the country to provide treatment for heroin users.

We have been actively analyzing the possibility of restructuring the use of current resources to meet this growing need. While continuing to examine other policy alternatives, we must demonstrate effective use of existing resources. Recently, for example, we have found it possible to allocate additional slots to supplement the 1980 treatment grants to New York, New Jersey, Maryland and Washington, D.C. for approximately one-half million dollars, to help with the influx of Southwest Asian heroin in New York City, Newark, Baltimore and the Nation's capital. We will continue to monitor and evaluate the use of our resources to cope with this critical problem.

There are many ways to document need and the consequences of unmet need for drug abuse treatment. These consequences can be analyzed from three major perspectives—that of the abusers, society as a whole, and from the vantage point of the relevant governmental or service units. For the drug abuser, the consequences include opportunity lost while hospitalized or in treatment, unemployment or work loss due to absenteeism or jailing, and even death. In terms of the consequences to society, one of the most persuasive justifications for treatment need thus far derives from the relationship between heroin addiction and criminal activity. Recent estimates from program directors suggest that 100 untreated heroin addicts could be responsible for up to 50,000 or more crimes annually. With treatment, there is clear evidence of a decrease in crime and an improvement in personal and social functioning.



It is important to recognize that our concern with increased heroin availability, use, and treatment need, does not represent some sudden exclusive focus on this or any other single drug. Our focus is on the individual, and the addictive disorders as a group. We are also very much aware of the fact that different sectors of the country each have their own, sometimes unique pattern of drug use and differing major problem drug, as exemplified by the problems with PCP in Los Angeles, cocaine and quaaludes in Florida and the like. We are, instead, attempting to implement the continuing basic policy imperative that the allocation of treatment resources should bear some relationship to the severity of personal and social damage wrought by different patterns of drug use and abuse. It is our present evaluation that the most serious such consequences derive from the presence of large numbers of relatively new heroin addicts in a given community, who are in need of and desire treatment but cannot find treatment resources that can respond to their need.

For FY 1980 and 1981, support for treatment was increased by 3 percent per treatment slot; at the same time, administrative support was increased by a maximum of 2 percent for those states failing below the funding norm. Anticipated improvements in service quality and administration might require a decrease in the number of NIDA-supported slots. In the future, we will continue to review alternate funding mechanisms to eliminate funding discrepancies. We will continue to work to expand currently limited third-party health insurance coverage of drug abuse treatment services and to strengthen the capacity of Federal, State and locally supported health care agencies and programs to provide drug abuse treatment services.

Additionally, we will continue to evaluate treatment and to demonstrate new approaches, particularly those for youth, families, women, racial/ethnic minorities and other distinct populations, and we will continue to improve the quality of treatment by training non-degreed and degreed people for work in the treatment field and instructing health professionals in the treatment needs of drug abusers.

In addition to the recent heroin upsurge in selected cities in the Northeast, other changes that have occurred with regard to the extent of drug use and abuse in the country during the past twenty years are more dramatic than those previously recorded, insofar as empiric data are available to measure these trends. We have seen, for example, among youth aged 12-17, a 30-fold increase in lifetime prevalence for marijuana (from a 1 percent prevalence in 1962 to 31 percent in 1979) and a 10-fold increase for harder drugs (from less than .5 percent in 1962 to 9 percent in 1979) during these twenty years. During the past two years, our Household Survey indicated among the same highest using young adult group, those aged 18-25, a tripling in the current use of cocaine (from 3.7 percent in 1977 to 9.3 percent in 1979), a doubling in the use of hallucinogens (from 2 percent in 1977 to 4.4 percent in 1979) and the largest increase in the use of marijuana ever recorded (from 27.4 percent in 1977 to 35.4 percent in 1979). On the other hand, among the age group of major concern to us—the group that in the past has foretold national trends, namely, youth aged 12-18—the past two years have shown the most encouraging findings that our National Household and High School Senior Surveys have ever revealed. These include a leveling off in essentially all categories of drug use, a reduction in daily and current use of marijuana, and, in both these and a number of other national surveys, a significant increase in the expression of negative attitudes toward drug use in general and marijuana use in particular.

After five years of steadily declining prevalence of heroin addiction, we are now facing a dramatic increase in the availability of more potent heroin from Southwest Asia, and its effect in terms of increased treatment demand. This reappearance of a new heroin source presents a new challenge, after the progress we had realized in successfully dealing with other sources, Turkey, Mexico, and the Golden Triangle.

In coping with this new challenge, it is important to recognize how basic and far reaching is the fundamental problem we are dealing with. Drug abuse is often described in terms of self-medication, bad habits, or abuse of recreational drugs—all terms which tend to obscure the central phenomenon. Actually, drug abuse involves some of the most powerful and basic aspects of human nature. Fundamental phenomena of reinforcement, pleasure, pain and addiction influence the levels and patterns of drug use. In facing these new challenges, we need to recognize the unequalled pace of knowledge development in recent years, which for the first time is giving us a solid empiric base for our concepts of what these phenomena are all about.

Literally, each week we find some significant major new breakthrough. Two weeks ago, for example, there appeared in *Science* a paper entitled "Stress-induced Eating is Mediated Through Endogenous Opiates." It has now been demonstrated that some of the biological mechanisms responsible for certain patterns of compulsive

sive eating are very similar to the biological mechanisms presumptively related to the behaviors demonstrated in narcotic addiction. This mechanism is the same one involved in the production in the brain of the newly discovered morphine-like substances, which I am sure eventually will be shown to have a great deal to do with the determinants of narcotic addiction. We are committed at NIDA to a heavy investment of our time and resources in the effort to link such major research breakthroughs to the treatment and prevention of addictive disorders over the next few years. NIDA will continue a balanced basic research program which investigates the common denominators of addictive disorders, as well as the pharmacologic properties of specific drugs. The following specific areas will also be among those pursued:

Expanded research into the short and long-term effects of marijuana. The current extent of marijuana use in the United States, especially its widespread use by young people demands this. Studies will emphasize marijuana's chronic effects, as well as its affects on women of reproductive age.

Expanded research on the role of the family in treatment and prevention including the impact of parental drug use on the drug-related behavior of their children.

Treatment-related research on both pharmacologic, (including further testing of naltrexone, buprenorphine and clonidine) and nonpharmacologic approaches such as evaluating the success of psychotherapy and other treatment techniques.

In the area of prevention, there are a concrete set of challenges ahead. In line with newly enacted reauthorization legislation, NIDA has devoted 7 percent of the total 1980 funds for community services to prevention activities. This set-aside will increase to over 10 percent in fiscal year 1981.

Youth and their families are the primary targets of the Institute's prevention program, although significant activities are also directed at other segments of the drug-using population. A landmark cooperative project has been undertaken with private industry and a number of efforts developed specifically for special population groups. NIDA will develop, demonstrate and disseminate effective prevention strategies through increased investment in prevention, research, evaluation, and demonstration while continuing to rely on States and local communities to take the lead in the delivery of prevention services.

In response to the emerging parent and family movements, NIDA will establish a Family Resource Center to provide assistance to organizations working with families, particularly those attempting to enhance family competence. Among other activities, the Center will establish a toll-free number for individuals and organizations interested in prevention, make referrals to community services resources, and provide mini-grants to family and parent organizations.

In fiscal year 1981, we will institute the National Drug Abuse Information Program, a five-year program designed to deglamorize and discourage drug abuse by communicating current information on the physical, mental and behavioral effects of drugs. This program, modeled after similar efforts of the National Heart, Lung, and Blood Institute and the National Cancer Institute, will provide prevention materials in addition to the many new and revised materials currently available.

Mr. Chairman and Members of the Committee, these next years will be a time of learning and of challenge; the issues we must resolve are exciting and fundamental. I would like to thank you and the Committee for bringing us together this morning to begin this dialogue and would be pleased to answer any questions you might have at this time.

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PREPARED STATEMENT OF DR. THOMAS WERNER FAGAN, DEPUTY DIRECTOR FOR THE OFFICE OF SCHOOL IMPROVEMENT, OFFICE OF EDUCATIONAL RESEARCH AND IMPROVEMENT, DEPARTMENT OF EDUCATION

It is a pleasure to appear before your Committee this morning to discuss the Department of Education's plans for alcohol and drug abuse education programs in the 1980's, the extent of our relationship and coordination with other agencies that are also concerned with this issue and the things that the Congress can do to ensure that the Department can continue to assist the schools of this country in developing effective drug and alcohol abuse prevention programs and strategies.

*Problem*

The two greatest problems facing our nation's schools today, according to the most recent Gallup Poll survey of parental attitudes, are lack of discipline and abuse of drugs and alcohol. We believe these two problems are interrelated, for both research and experience indicate a strong correlation between alcohol and drug abuse and vandalism, school violence, and classroom disciplinary problems.

What makes such school disorders most significant for education is their effect on the climate of the school and their disruption of the educational process in the school. Consequently, much of the energy of teachers and administrators is directed not at learning, but at policing. Since schools are the place where much of a young person's socialization takes place, the widespread and disruptive effects of alcohol and drug abuse can and do affect the community as a whole and portend serious trouble for the future of that society.

Recognizing that there is a problem, then, some way must be found to successfully confront it. The schools did not cause the problem, nor can they be the total solution to it. However, there is no other institution that has direct control over so large a part of a young person's life as does the school, and the Department of Education believes that the individual school can play a major role in combating alcohol and drug abuse.

#### *Need for continuing Department of Education leadership*

The Department of Education is the sole Federal agency with a broad mandate to work with this nation's schools. The Department and its organizational predecessor have ten years of experience in developing school-based alcohol and drug abuse education programs. Congressman John Brademas stressed the crucial role of these programs in presenting the Alcohol and Drug Abuse Education Amendments of 1978:

This is an educational program and it is administered by the U.S. Office of Education [now the Department of Education]. This program has credibility with educators and ties to the schools. The linkage of alcohol and drug abuse prevention with the schools where our young people spend much of their time is vital in our effective overall strategy to deal with these problems.

"Effective" is the word that Congressman Brademas used, and effectiveness is a hallmark of the programs developed and sponsored under the Alcohol and Drug Abuse Education Act. The clearest expression of the efficacy of a locally-oriented Federal program is the way in which it is perceived by the people on the local level, in this instance by local school districts throughout the country. By this measure the alcohol and drug abuse programs are recognized as tremendously desirable and are seen by the local school districts as filling a demonstrated need. During Fiscal Year 1980, for example, over 400 schools applied for assistance, though only one-fourth of these ultimately received the help they were seeking. In total, teams of individuals from about 2,000 schools have received training under the program's School Team Approach in ways to develop alcohol and drug abuse prevention programs for their schools.

The Alcohol and Drug Abuse Education Act, however, is due to expire in Fiscal Year 1981, and this Department is recommending that it be renewed for five additional years. The program has had a modest beginning in light of the hundreds of thousands of schools in this country which have yet to receive assistance in setting up alcohol and drug abuse prevention programs, but it has made a good beginning and has established itself as a Federal program that does work and is both wanted and needed on the local level.

#### *Present approach*

The Department's School Team Approach will continue to be a prime focus of its program. This method uses a national system of five Regional Training and Resource Centers and has been a very cost-effective way of helping local school districts define their own problems and design and implement their own self-sustaining solutions. Key features of this method are team training and technical assistance. Interdisciplinary teams from schools or school communities receive ten days of intensive training at one of the Regional Training Centers. Teams consist of a combination of administrators, teachers, counselors, social workers, school board members, representatives of the juvenile justice system, churches, and community agencies—it is representative of school community involvement. At the end of the training period each team returns to its community with an action plan designed to address the problems it has defined. Technical assistance and further on-site training are available from the Regional Centers as programs are implemented at the local level.

The residential training and follow-up on-site support develop, as a minimum, the following capabilities in the trainee participants:

- a. A basic understanding of substance abuse, the causes and manifestations of abuse, and the current alcohol, drug and smoking scene.
- b. An understanding of young people and how they learn and develop; their needs and expectations.

c. Skills and experience in responsive educational approaches such as: skills in communication, development of personal awareness, group process, and classroom management techniques.

d. A basic sensitivity to alternative cultures, life styles, social concepts and mores.

e. A basic understanding and overview of a variety of program strategies for prevention of substance abuse.

f. Experience in interdisciplinary team building and working together as a cohesive unit.

g. Skills in program planning and management, including needs assessment, identification of resources, techniques for developing a widespread support base, planning, management, and evaluation.

h. A basic understanding of the school system as an organization and the management of organizational change.

There are a number of basic premises that are pivotal to the School Team approach:

1. Training a team to implement change is more effective than training individuals, since even highly motivated individuals working on their own have difficulty influencing their schools and communities. The creation of programs in local communities must reflect an ongoing team effort.

2. An isolated training session, no matter how inspiring, is not sufficient in preparing teams to develop successful programs. Instead, training and program development must be a continuing process, beginning with pre-training preparation that leads to an intensive period of residential training, followed by a minimum of two years of on-site support in the form of further training or consultation.

The program we are espousing works, too. In Honolulu, Hawaii, the Kaiser High School, attributes the following to the activities of its team: a 20 percent decrease in suspensions; an 80 percent decrease in arrests on campus; a 15 percent decrease in discipline referrals, and a 35 percent decline in the drop-out rate.

"Effective" in the key word in describing the programs which are developed under the Alcohol and Drug Abuse Education Act, as the example of Shelburne, Vermont, bears witness. Shelburne is a rural community with a diverse family population of upper-middle class professionals and impoverished mountain folk. The school team there developed a number of programs which reduced overall drug and alcohol related suspensions by 46 percent, reduced vandalism by 40 percent and drop-outs by 34 percent. Drug and alcohol related problems went from "frequent" to "virtually none."

The Jordan Intermediate School in Salt Lake City reports these results following team training in 1977: a 95 percent decrease in drug and alcohol offenses on campus; a 98 percent drop in vandalism; a 75 percent reduction in truancy; a 90 percent reduction in dropouts, and a 50 percent decrease in disciplinary referrals.

A middle school in the Fort Worth school district reported a 98 percent decrease in drug cases handled. "During a three-month period last year the office had 180 drug cases. In the past three months the office has had a total of only three such cases." A high school in the district reported a 54 percent decrease in suspensions, a 100 percent decrease in vandalism, and 1,015 fewer discipline infractions.

The Adams High School team in Portland, Oregon, reports that after the installation of a peer program, truancy offenses went down from 175 to 33; alcohol offenses from 9 to 0, and total number of suspensions from 433 to 177.

The programs work in urban districts and rural, in those with relatively homogeneous populations and those where diversity is ubiquitous. The important thing is that the programs work and that school districts are in desperate need of them.

#### *Dynamic—Not static*

The approaches to alcohol and drug abuse education for the 1980's proposed by the Department of Education reflect ten years of experience in the field. It has not been a static program, once designed, then cast in concrete, but a dynamic one, capable of responding to changing needs and reflective of its experience.

In the first years the Alcohol and Drug Abuse Education program funded a number of demonstration projects which sought innovative approaches to drug abuse prevention and intervention. It soon became apparent, however, that the classical demonstration approach which required four or five years to go through the process of initiation, implementation, duplication, validation, and dissemination was simply not appropriate here. The need was too widespread and current; the process was too expensive; and without Federal funding the programs were not replicated.

It became obvious that almost all communities have the possibility of a drug problem, the dimensions of which vary widely from place to place. Experience suggested that a realistic and appropriate Federal role would be to provide training to help school and community leaders assess and define their problems, state their

goals in attainable and measurable terms, assess the means appropriate to their goals, and involve their communities in cooperative efforts.

The first response to this was the Help Communities Help Themselves Program. In 1972-74 some 3,000 teams received training and follow-up technical assistance. In 1974, the program began to concentrate on schools and initiated the present School-Based Primary Prevention and Early Intervention Program, which has trained some 2,000 additional teams. In 1977 this program began to focus more narrowly on school districts where problems of disruptive behavior were greatest, i.e., large urban school districts. This approach represented a more efficient way of targeting limited resources.

At the same time, the program was redesigned from the training of a single team to the training of "clusters" of teams from a school district, headed by a coordinator from the district office. A cluster is normally a high school with its feeder junior high or intermediate schools. It constitutes a critical mass of a minimum of twenty-one people who have district-level support and much greater ability to get things done. Implicit in the cluster strategy is the objective of extending training from the cluster to as many additional schools in the district as possible.

Also in 1977, the Office of Juvenile Justice and Delinquency Prevention in the Law Enforcement Assistance Administration (LEAA) suggested a three-year cooperative effort, using the system and strategies developed under the Alcohol and Drug Abuse Education Program, to prevent and reduce school crime and violence. Some 300 teams received training through this joint effort.

#### *Program for the 1980's*

Interim data from the evaluation of the joint program with LEAA point to promising evidence of changes in negative behaviors in the schools involved. Beginning in Fiscal Year 1981, the Department proposes to incorporate the results of this experience into the Alcohol and Drug Abuse Education Program.

This will involve a more specific approach to the problem of alcohol and drug abuse. While trying to give assistance to as many different kinds of schools as possible, we will be using prevention strategies to deal with alcohol and drug abuse where risk is high and intervention strategies where a significant problem already exists. The target will be junior and senior high schools; where we believe we can reduce disruptive behavior and ultimately improve the learning environment in the participating school.

The key person in the program will be the individual school principal. A number of recent studies show that the leadership of the principal is the key to dealing with problems in the school. The team approach will continue but the principal will be the team leader and will choose the other members of the interdisciplinary team. The Regional Training and Resource Centers will provide the intensive training needed to enable the teams to develop the action plans that they will carry out in their schools. The Centers will also provide technical assistance and additional field training to the principals and their teams as they encounter problems and need additional skills. Our experience indicates that using this approach, significant improvements in the school climate will be experienced within two years of implementation.

While this method focuses on individual schools, it has applicability to the entire school district. In Fort Worth, Texas, for example, there are now five full-time staff people managing a district-wide program. Thirty-four schools, including every junior and senior high, have active teams, and all of them include the school principal. In 11 of the 34 schools there are student teams. The exciting implication, however, is that all of this activity grew out of an original cluster of only four schools.

There are, in addition, other areas of change for the 1980s. Quite briefly they are:

1. To continue to adapt the program and its strategies to the needs of rural and non-urban areas.
2. To continue to work with schools to develop linkages between the school and parents.
3. To facilitate the deployment of State-level resources—whether from State Education Departments, State Health Departments, State Alcohol and Drug Authorities and other agencies concerned with the positive development of young people—to strengthen the capacity of local school districts to develop and maintain effective alcohol and drug abuse prevention programs.
4. To provide training specifically for school administrators and school board members.
5. To assist schools and colleges of education in developing specific programs to prepare prospective school administrators to cope with problems of alcohol and drug abuse and other disruptive behaviors in schools.
6. To validate the effectiveness of selected approaches to alcohol and drug abuse developed by local school district teams trained by the program. Once validated,

these selected approaches could be included in the Department of Education's National Diffusion Network for dissemination to schools nationwide.

7. To work more closely with national organizations, such as the National Association of School Administrators, the National Association of Secondary School Principals, and the American Association of Colleges for Teacher Education.

#### *Coordination with other Federal agencies*

The Committee has expressed an interest in the nature and extent of the Department's relationship and coordination with other Federal agencies involved in substance abuse prevention and control. I will address the issue of such cooperation and coordination at the three levels: local, State and Federal.

Cooperation at the local level is a *sine qua non*. The primary objective of the ED Alcohol and Drug Abuse Education Program (ADAEP) is to develop a local capacity to deal with local problems using local resources. Providing team members with the skills to mobilize a variety of community resources in a comprehensive alcohol and drug prevention program is an important component of the training that school teams receive under the program. Each team leaves training with an action plan, and part of the plan is a resource analysis in which the team has identified all local alcohol and drug abuse resources and developed strategies to coordinate them. ADAEP provides no local program support—only support for the training of the school teams and subsequent technical assistance. It is therefore incumbent on the team to build a firm base of support by coordinating its efforts with as many local agencies as possible. Local resources in addition to alcohol and drug abuse agencies include social agencies, mental health groups, juvenile probation offices, law enforcement agencies, service organizations, church groups, youth groups, PTAS, senior citizen organizations, and a variety of volunteer groups. Since all action plans have to be approved by the superintendent, and in smaller communities by the school board, local support is facilitated from the outset.

Evidence of the effectiveness of the training is the amount of local funds that teams generate annually. In the past several years, funds generated by teams at the local level have exceeded the program's annual appropriation and have come from State and local governments, State drug authorities, state education agencies, private organizations, and foundations. The Person Education Developmental Education project in Minneapolis, for example, received \$60,000 this year from State and county drug agencies for the 27 schools in its five-county network.

We think that coordination with State agencies has improved considerably. Each Regional Training Center as part of its scope of work makes available a minimum of 50 technical assistance days to State agencies in this region to improve capacity at the State level in alcohol and drug abuse prevention efforts. Much of this technical assistance is in the areas of program planning and curriculum development. In addition, ADAEP has taken a significant initiative in Fiscal Year 1980 to improve Federal coordination with State-run programs. Each of the five Regional Training and Resource Centers sponsored a regional two-day workshop to bring together personnel from local and State agencies concerned with prevention of substance abuse and related disruptive behaviors. At the State level this included, among others, State education, drug, and alcohol authorities, State health agencies, mental health agencies, and the Law Enforcement Assistance Administrative. The objectives of the workshop were to develop networks for coordination, resource sharing, and regional problem-solving and to increase communication among and within the States. One of the regional workshops was planned jointly by ADAEP staff and staff from the National Institute on Drug Abuse (NIDA). These regional workshops will continue in Fiscal Year 1981.

Some examples of ADAEP coordination with State-run programs in the past year include:

The Single State Agency (NIDA) in New Jersey is using teams trained by the ADAEP Northeast Regional Training Center as a prime resource to train other community teams throughout the State. The director of the agency characterizes the relationship between our agencies as "unique and I wish there would be more examples of successful joint efforts between other Federal and State agencies."

With the assistance of this same Northeast Training Center, the staffs of the Maryland State Department of Education and the Department of Health and Mental Hygiene have developed State criteria for determining how teachers should be trained in the area of Drug and Alcohol Education.

In Minnesota, teams trained by the Midwest Regional Training Center are cooperating with the State Education Agency and the Single State Agency (NIDA) to provide training to communities throughout the State.

Staff from the Western Regional Training Center are working closely with the Single State Agency (NIDA) on Guam to implement alcohol and drug abuse prevention programs on the Island.

At the Federal level when ADAEP was part of the Department of Health, Education and Welfare, there were numerous instances of both formal and informal cooperation and coordination with other HEW agencies concerned with substance abuse prevention, notably NIDA and the National Institute of Alcohol Abuse and Alcoholism (NIAAA). These three programs regularly briefed one another on program status and directions. ADAEP staff have been members of NIDA and NIAAA advisory boards, working groups and task forces. The programs regularly exchanged staff to participate in the review of grant and contract applications. ADAEP has been working with both NIDA and NIAAA to facilitate inclusion of selected NIDA and NIAAA demonstration projects in the Department of Education's National Diffusion Network, and plans to continue these kinds of cooperative and sharing activities. With the separation of Education from Health and Human Services, the Office of Alcohol and Drug Abuse Education's relationships with other related agencies must be renegotiated and channels developed to ensure this Department's continued contribution to the development of Federal alcohol and drug abuse education and prevention policy and programming.

Until recently, prevention has had low priority within the Alcohol and Drug Abuse and Mental Health Administration (ADAMHA) and its constituent agencies, NIDA, NIAAA, and the National Institute on Mental Health (NIMH). These organizations were primarily oriented toward treatment and research.

The 1980 reauthorizations of both NIDA and NIAAA, however, require that each agency spend 10 percent of its funds annually on prevention. Both agencies are moving rapidly toward programs in the schools. NIMH now has a Prevention Division also, and will be looking toward developmental efforts in the schools.

The Alcohol and Drug Abuse Education Amendments of 1978 (P.L. 95-336), Section 3(f), make clear the intent of Congress regarding school-based alcohol and drug abuse prevention programs:

"The Secretary shall assure cooperation and coordination between the Office of Education (acting through the Office of Alcohol and Drug Abuse Education) and the Alcohol, Drug Abuse, and Mental Health Administration (acting through the National Institute on Alcohol Abuse and Alcoholism and the National Institute on Drug Abuse) to identify and implement successful prevention programs and strategies, to identify research and development priorities, and to disseminate the results of such activities. The Secretary shall further assure that all such prevention programs and strategies which are school-based (assisted or conducted by the Department of Health, Education and Welfare) shall, to the extent feasible, be coordinated through the Office of Education (acting through the Office of Alcohol and Drug Abuse Education)."

Until the establishment of the Education Department, this was an intra-agency matter. It is now an inter-agency matter and as ADAMHA programs begin to move increasingly into the schools, it is urgent that the Departments of Education and Health and Human Services, through ADAMHA begin a dialogue that will ensure the cooperation and coordination that Congress intended. The Department of Education has already indicated its concern to ADAMHA, and informal meetings have been held with ADAMHA program staff concerning their plans for prevention programs as they relate to the schools. These will be followed by formal discussions with the Directors of ADAMHA, NIDA, and NIAAA in order to carry out the intent of Congress as stated in P.L. 95-336.

#### CONCLUSION

There are many problems facing our nation's schools today, but there is not one of them with more potential for disruption of the educational process than the widespread and increasing abuse of alcohol and drugs by our student population. Under the Alcohol and Drug Abuse Education Act, this Department and its predecessor have developed an effective way of helping local school districts combat these problems. It is in many ways a model for Federal-local relations on a problem which vitally affects education, for definition of the problem strategies for its solution are in the hands of those who know and understand it best: the people in the schools affected. The Federal role is one of offering technical expertise and training, and it has been notably successful in its efforts. The Department of Education is uniquely qualified to continue this type of assistance to the local schools and school districts, and it is even now moving to effect coordination with the other Federal agencies, particularly those within the Department of Health and Human Services, which are also attempting to combat alcohol and drug abuse in the schools. The Education Department's Office of Alcohol and Drug Abuse Education offers an effective program meeting a well-defined need. Its reauthorization will enable it to continue the job it is doing today and will allow it to help even more schools and school districts establish their own alcohol and drug abuse prevention programs.

## SUBMISSIONS FOR THE RECORD

THE WHITE HOUSE,  
Washington, September 25, 1980.

Hon. LESTER L. WOLFF,  
Chairman, House Select Committee on Narcotics Abuse and Control, Washington,  
D.C.

DEAR MR. CHAIRMAN: Enclosed are the briefing papers on the Southwest Asian Heroin initiative which I was requested to submit for the record of the hearing held on September 23 by the House Select Committee on Narcotics Abuse and Control.

Thank you for the opportunity to appear before the Committee and discuss our perspective for the 80's. As we look forward to the coming years and the problems we face on the drug abuse issue, I also look forward to continuing the same type of cooperation and working together we have enjoyed in the past.

Sincerely,

LEE I. DOGOLOFF,  
Associate Director for Drug Policy, Domestic Policy Staff.

Enclosure.

BRIEFING ON SOUTHWEST ASIAN HEROIN INITIATIVE, STRATEGY COUNCIL MEETING;  
AUGUST 21, 1980

[Office of the White House Press Secretary]

Stuart E. Eizenstat, Assistant to the President for Domestic Affairs and Policy, today met with members of Congress at the White House to give them a progress report on the Administration's six-month initiative to prevent the influx of Southwest Asian heroin into the United States. This report followed a recent meeting of the Southwest Asian Heroin Steering Group set up by the White House to counteract this threat.

"Four Northeastern cities are now experiencing severe problems," Eizenstat said, "and we are working here and abroad to prevent the rest of the country from becoming affected as well." While across the nation the number of heroin addicts, heroin-related deaths, and injuries have dropped dramatically since 1976, four cities show significant increases in heroin quality, admissions to treatment programs, emergency room episodes and heroin-related deaths. To meet the acute treatment situation in New York, Newark, Baltimore and Washington, D.C., the White House has asked the Veterans Administration to absorb the overflow of patients who qualify for veterans benefits from drug treatment programs supported by the States and the National Institute on Drug Abuse. Public Health Service hospitals and clinics, community health centers, and community mental health centers in these cities are also being alerted to the problem and asked to assist those centers which provide heroin treatment. This coordinated approach can serve as a model response system if the heroin influx spreads to other parts of the U.S.

Because Southwest Asian heroin now accounts for 64 percent of bulk domestic heroin seizures, the Drug Enforcement Administration (DEA) has created the Special Action Office/Southwest Asia to ensure enforcement emphasis in Boston, New York, Newark, Philadelphia, Baltimore and Washington, D.C. DEA has also targeted six major international organizations trafficking in Southwest Asian heroin for special CENTAC investigations. At the same time DEA, in conjunction with foreign law enforcement agencies, is working to immobilize heroin laboratories abroad. The agency estimates that because of multiplier effects, every laboratory seized in Europe is equivalent to the arrest of 100 Class I violators in this country. In the last 18 months, foreign police officials working with the DEA, have seized eleven major heroin processing laboratories in Italy, France and Turkey.

The Customs Service, together with the Coast Guard and DEA, is conducting an intensive interdiction effort against the smuggling of Southwest Asian heroin into the U.S. Inspections have been intensified at the high risk airports, O'Hare, JFK, Logan, Newark, BWI, Dulles and Philadelphia and specialized enforcement teams are now more thoroughly inspecting cargo arriving at U.S. seaports and airports from mid-east and European countries, the Customs Service reported.

In 1979, illicit opium production in Pakistan, Afghanistan and Iran reached a record total of approximately 1,600 metric tons according to the latest estimate of the National Narcotics Intelligence Consumers Committee. The outlook for the 1980-81 growing season is still not clear, but opium production is likely to be lower. In Pakistan stocks of unsold opium might be sizeably reduced by this autumn while this year's opium production in that country may have dropped to a low of 100 metric tons, one-sixth of last year's total, the State Department reported. "Still, the



large quantities of opium and those possibly concealed in the distribution pipeline," Eizenstat told the members of Congress, "pose a significant threat to the U.S."—where addicts consume between three and four metric tons of heroin per year.

"U.S. and other foreign narcotics assistance to Pakistan and Turkey is vital," Mr. Eizenstat told the members of Congress. "The personal commitment of President Zia of Pakistan and the 1979-80 opium production ban account in large part for the decreases in opium production this year." To date, U.S. efforts and cooperation have focused on bilateral and multilateral assistance to Pakistan and Turkey to prevent the opium from reaching processing labs and wholesale distribution centers in Western Europe and eventual street distribution in the U.S. In addition to providing funds for equipment and training, the U.S. Departments of State and Agriculture are working with the Pakistan Government to develop crop substitution and income replacement programs in the opium growing regions of Pakistan. The U.N. Fund for Drug Abuse Control has already begun to fund such projects in the Buner district of Pakistan. The Federal Republic of Germany is providing generous support over the next three years for assistance programs in Turkey while the United States is providing a quick-time response fund to meet equipment and technical assistance needs of the Turkish narcotics enforcement authorities.

Mr. Eizenstat concluded the meeting by telling the members of Congress, "We are working with existing resources and I have asked each agency to immediately re-examine their fiscal year-81 and 82 budgets to ensure that we do have sufficient funds to meet the Southwest Asian heroin problem." "The continued cooperation and assistance of the Congress in this initiative is absolutely essential to prevent another heroin epidemic in this country," Eizenstat said.

For more information contact:

White House, Lee Dogoloff, 456-6594.

Drug Enforcement Administration, David Hoover, 633-1333.

National Institute on Drug Abuse, Susan Lachter, 443-1124.

U.S. Customs Service, Jim Parker, 566-5286.

Department of State, Susan Ginsburg, 632-8692.

#### STEERING GROUP OF SOUTHWEST ASIAN HEROIN

Peter Besinger, Administrator, Drug Enforcement Administration, Department of Justice

David Calkins, Special Assistant to the Secretary, Department of Health and Human Services.

Robert Chasen, Commissioner, U.S. Customs Service.

Bruce C. Clarke, Jr., Director, National Foreign Assessment Center, Central Intelligence Agency

Peter Constable, Deputy Assistant Secretary, Bureau of Near East and South Asian Affairs, Department of State

Richard Davis, Assistant Secretary for Enforcement and Operations, Department of Treasury.

Mathea Falco, Assistant Secretary for International Narcotics Matters, Department of State.

John Hayes, Commandant, U.S. Coast Guard.

Philip B. Heymann, Assistant Attorney General, Criminal Division, Department of Justice.

Robert Hunter, National Security Council, The White House,

William C. Louisell, Office of Drug and Alcohol Prevention, The Pentagon.

Paul Michel, Deputy Associate Attorney General, Department of Justice.

John Moxley, Assistant Secretary of Defense for Health Affairs (OASD-HA), The Pentagon,

William Pollin, Director, National Institute on Drug Abuse.

Charles B. Renfrew, The Deputy Attorney General, Department of Justice.

Julius Richmond, Surgeon General of the United States, Department of Health and Human Services.

Edward G. Sanders, Associated Director for National Security and International Affairs, Office of Management and Budget.

Rodger Schlickeisen, Associate Director for Economics and Government, Office of Management and Budget.

Ronald I. Spiers, Director, Bureau of Intelligence and Research, Department of State.

Robert Whitbread, Special Assistant for Coordination of International Narcotics Matters, Central Intelligence Agency.

#### *Working groups*

##### 1. Foreign Intelligence Group

2. Domestic Impact Group
3. Treatment Preparation Group
4. Pakistan Aid Group
5. Turkish Enforcement Assistance Group
6. European Enforcement Group
7. U.S. Border Interdiction Group
8. Domestic Enforcement Group
9. Public Information Group

DOMESTIC IMPACT GROUP PROGRESS REPORT JULY 30, 1980; DOMESTIC MONITOR PROGRAM

The Domestic Monitor Program (DMP) is an intelligence retail level heroin purchase program designed to provide federal, state, and local authorities with intelligence relating to heroin availability, purity, price, unique adulterants, color, packaging, distribution networks, trends, and geographic source areas.

A DMP was conducted in the cities of Boston, Philadelphia, Baltimore, Atlanta, Detroit, Los Angeles, and Washington, D.C. from March 10, 1980 to June 2, 1980.

The most significant intelligence derived from this DMP was that heroin is readily available and is predominantly of Southwest Asian origin.

A total of 251 exhibits were purchased during this DMP, of which 221 (88 percent) contained heroin. Of the 221 heroin exhibits, 175 (79 percent) were classified under the heroin signature program and 46 (21 percent) were not of sufficient net weight to permit signature analysis. Of the 175 exhibits that were classified, 123 (70 percent) were of Southwest Asian origin; 36 (21 percent) were of Southeast Asian origin; and 16 (9 percent) were of Mexican origin.

The following comparative data by individual city are provided:

City	Number of exhibits	Southwest Asia	Southeast Asia	Mexican	No heroin	Unclassified	Purity ranges (percent)	Average dollar per milligram pure
Boston .....	35	25	0	2	3	5	0.8 to 5.0.....	\$3.10
Philadelphia.....	35	10	0	0	1	24	1.3 to 8.6.....	3.68
Baltimore.....	33	12	10	0	10	1	1.6 to 5.1.....	3.38
Atlanta.....	35	20	1	1	6	7	7 to 5.7.....	5.75
Detroit.....	35	17	6	1	3	8	4 to 37.0.....	3.90
Los Angeles.....	24	2	2	12	7	1	5 to 17.0.....	4.36
Washington.....	54	37	17	0	0	0	1.1 to 35.0.....	No CO
Total.....	251	123	36	16	30	46		

On June 1, 1980 a DMP was initiated in the cities of New York (Harlem and Lower East Side), New Orleans, Chicago, Houston, Washington, D.C., and San Francisco. Preliminary intelligence, prior to complete chemical analysis, indicates that Southwest Asian heroin dominates the retail market in these cities also.

In the future, the DMP will nominate new cities as well as repeating previously selected cities for comparative analysis.

	Heroin			
	Retail		Related	
	Purity	Price (milligram)	Deaths	Injuries <sup>1</sup>
1973 Heroin availability reaches lowest point due to Turkish opium poppy ban: 3d Quarter .....	5.0	\$1.20	300	1,562
1974 Gradual increase in heroin availability and abuse due to influx of Mexican heroin; Turkish-source heroin no longer available:				
1st Quarter .....	5.9	1.09	345	2,486
2d Quarter .....	5.8	1.12	360	3,038

	Heroin			
	Retail		Related	
	Purity	Price (milli-gram)	Deaths	Injuries <sup>1</sup>
3d Quarter .....	5.9	1.14	346	3,731
4th Quarter .....	5.7	1.23	414	3,605
1975 Mexican heroin accounts for over 75 percent of illicit market; availability and abuse increase more rapidly:				
1st Quarter .....	6.3	1.23	412	4,024
2d Quarter .....	5.9	1.20	461	4,274
3d Quarter .....	5.9	1.30	470	5,018
4th Quarter .....	6.3	1.15	446	4,625
1976 Heroin availability and abuse at high point at beginning of year; gradual tapering off, during fall-winter 1976, due to opium crop eradication in Mexico:				
1st Quarter .....	6.6	1.26	476	4,512
2d Quarter .....	6.4	1.26	512	5,062
3d Quarter .....	6.2	1.28	391	5,322
4th Quarter .....	6.1	1.40	326	4,222
1977 Significant reduction in heroin availability and abuse due to drought and successful United States/Mexican cooperative action in enforcement and opium crop control:				
1st Quarter .....	5.8	1.39	187	3,172
2d Quarter .....	5.1	1.65	188	3,077
3d Quarter .....	5.0	1.69	192	3,160
4th Quarter .....	5.1	1.59	151	2,892
1978 Heroin availability continues to decline and is at the lowest recorded level since 1971:				
1st Quarter .....	4.9	1.66	199	2,501
2d Quarter .....	4.9	1.69	140	2,361
3d Quarter .....	4.2	1.96	115	2,453
4th Quarter .....	3.5	2.19	158	2,179
1979 The available indicators for heroin abuse indicate a slight increase in availability beginning in the middle of the year. This increase paralleled a resurgence of Southwest Asian heroin:				
1st Quarter .....	3.5	2.23	159	2,254
2d Quarter .....	3.5	2.25	126	2,505
3d Quarter .....	3.7	2.24	87	2,552
4th Quarter .....	3.8	2.29	45	2,570
1980 Heroin availability on the east coast gradually increasing, particularly in New York and New Jersey. Southwest Asian heroin appearing slowly in mid-Western and Southern cities. Continued dominance of Mexican heroin in Southwest is maintaining abuse/availability indicators at depressed levels: 1st Quarter.....	3.8	2.14	.....	2,491

<sup>1</sup> Heroin related death and injury case based upon medical examiner and emergency room reports from 24 metropolitan areas. Most recent three quarters are subject update.

#### HEROIN INDICATOR TRENDS

Nationally, heroin indicators show a relatively level trend following a significant decline between 1976 and 1978. The percent of clients admitted to federally-funded treatment programs for primary heroin abuse declined from 65 percent of total admissions during mid-1976 to 35 percent in the first quarter of 1980. Similarly, the most recent morbidity and mortality data reported in the Drug Abuse Warning Network show that heroin related emergencies have declined by 65 percent since 1976, while heroin related deaths have declined by about 70 percent.

Several heroin indicators, however, suggest a recent increase in heroin quality and availability. Much of the heroin newly available has been identified as originating in Southwest Asia. The increase appears to be restricted to specific areas of the country, particularly the Northeast/Mid-Atlantic corridor, and fluctuates from slight to dramatic.

Heroin emergency room episodes reported by consistent reports in New York increased 46 percent between 1978 (480 episodes) and 1979 (702). The number of heroin emergency room episodes for the first quarter of 1980 is 294—more than

twice the number reported for a comparable period in 1979 (133) and a 31 percent increase over the number in the fourth quarter of 1979 (236).

In New York City, medical examiners reported deaths due to drug-dependent mortality (ICDA Code 304.9 which includes narcotism) increased 77 percent from 1978 to 1979, 248 versus 439.

New York City police data show opiate-involved arrests in 1979 have increased by 11 percent over 1978 (6,800 vs 6,146).

In New York City, the number of clients admitted to treatment have increased (7,583 in the first quarter of 1978 to 9,370 in the first quarter of 1980). During the same period, heroin admissions have increased over 20 percent from 58.8 percent of the clients in 1978 to 70.5 percent of the clients in the first quarter of 1980.

From the first quarter of 1979 to the same period in 1980, urinalyses (involving 14,000 monthly samples) from three large methadone programs in New York City reveal a sharp increase in the number of morphine positives and in the number of quinine positives. The number of morphine positive samples increased from 655 to 1,782—an increase of 172 percent. Quinine positives increased from 1,547 to 3,824—an increase of 147 percent.

The major New Haven, Connecticut, treatment program reported 250 methadone clients in 1978. In 1979, there were 350 clients in treatment with a three week waiting list.

In Essex County, New Jersey, treatment data collected by the State showed a 53 percent increase in treatment admissions between 1978 and 1979. More than 86 percent of the admissions reported heroin as the primary drug of abuse.

A urine testing program conducted in the State of New Jersey shows that morphine and/or quinine positive rates have reached a five year peak in 1980 among treatment clients.

In Washington, D.C., the number of heroin-related deaths increased from 7 in 1978 to 34 in 1979. Based on statistics through mid-July, the estimate for 1980 is 61 heroin-related fatalities.

Based on a consistent panel of emergency rooms in Washington, D.C., the estimated number of heroin-related cases more than doubled during the second quarter of 1980 as compared with a year earlier, which itself was almost twice as high as a similar period in 1978.

D.C. police noted that in the first quarter of 1980, Washington, D.C. retail heroin purity reached the highest level since 1976.

The Alcohol and Drug Services Administration in Washington, D.C. noted a 81 percent increase in treatment admissions in 1979. Over 85 percent of all admissions to treatment in 1979 were primary heroin users—up from 69 percent in 1977.

Urinalysis results from the D.C. Superior Court Testing Program in the first quarter of 1980 showed 24 percent heroin-positives compared to 11 percent in 1979.

Based on federal treatment data for the major cities in the Northeast (excluding New York City) total heroin clients increased by 3,751 from 1978 to 1979, a 22.2 percent increase. The percent increase in Heroin clients admitted to treatment for the first time was even greater—23.5 percent. In fact, the relative increase in heroin clients was greater than the 14.4 percent increase in the total drug problem clients.

Unlike the late 1960's and early to mid 1970's when heroin indicators showed comparable trends in most large metropolitan areas throughout the country, current indicators show noticeably increasing trends only in the Northeast/Mid-Atlantic corridor. This has been the case for the last year and a half.

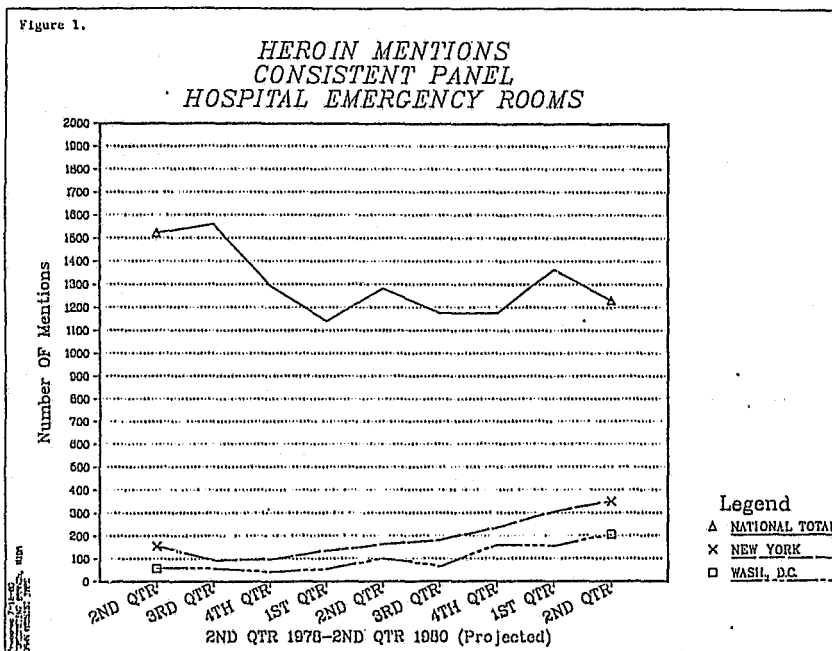
Even within the Northeast/Mid-Atlantic corridor, the indicators have not been totally consistent for all cities, i.e., some cities have shown only slight to moderate increases while others have shown dramatic increases.

In cities outside of the corridor, there have been periodic increases in some indicators, but there has been no uniform and sustained increase to date. These findings have been confirmed by the local drug abuse researchers who compose the Community Correspondents Work Group.

There has been no significant indications of increased incidence (new) heroin use among teenagers which was a major characteristic of the late 1960's/early 1970's epidemic. This general conclusion is supported by preliminary analysis of both the Drug Abuse Warning Network and the Client Oriented Data Acquisition Process data.

Drug abuse epidemic patterns are essentially volatile and are susceptible to rapid change, especially if there is drug significant increase in supply or distribution networks, or if social or attitudinal factors which affect a demand change.

Figure 1.



SOUTHWEST ASIAN HEROIN INITIATIVE TREATMENT PREPARATION GROUP PROGRESS  
REPORT; JULY 30, 1980

The objective of the Treatment Preparation Group is to adequately prepare the community in the United States for the possibility of increased heroin availability over the next year. With the assistance of the Domestic Policy Staff, this group was assembled by NIDA in June.

Thus far, the Treatment Group has primarily concentrated its attention on the current impacted cities in the United States: New York, Newark, Baltimore and Washington. The Task Force has developed a response system for those areas which we believe will not only ease the most acute problems, but also provide a way of responding that can be replicated in other cities should the heroin influx expand across the United States.

The plan developed by the group seeks to maximize the utilization of existing treatment resources among the member agencies. The plan requires the following action steps:

1. Development of referral arrangements between NIDA funded treatment units and Veterans Administration drug treatment centers. Already NIDA has informed the Single State Agencies within the impacted areas that the Veterans Administration, through its medical centers, is more than willing and ready to absorb the overflow of those in need of heroin treatment who qualify under veterans' eligibility. In turn VA sent out a professional services letter last week to advise the directors of VA Medical Center that the treatment centers in the impacted areas are experiencing a very serious treatment demand and that they should take the initiative to check with their local treatment centers to determine where the VA can provide support.

2. Exploration of the possible use of PHS hospitals and clinics in Baltimore and New York City to provide (1) medical services, such as physical examinations to addicts who otherwise might be given such services in NIDA treatment programs; and (2) counseling services to non-heroin addicts who could benefit from similar types of detoxification/counseling services as provided currently in the Hospital's existing alcohol treatment programs.

3. The possible use of Community Health Centers (CMHCs) to provide ambulatory primary health care services to addicts who otherwise might be given such services in NIDA treatment programs.

4. The possible use of Community Mental Health Centers (CMHCs) to provide counseling and other mental health services to addicts who might otherwise be given such services in NIDA treatment programs.

Thus far, the feedback from the Public Health Services has been most encouraging in terms of the feasibility of these agencies as resources for drug abusers. Although the Treatment Group has focused its attention on the four heroin impacted areas, during July a team from NIDA is visiting seven major cities, including four outside of these areas. The purpose of these visits is to obtain additional information on the nature and extent of the heroin problem and the impact on local treatment systems. Also, for those cities not yet affected, the team seeks to learn how they would respond should the heroin problem expand. Summarization reports for those cities visited to date are attached.

The above response system has been developed as a short term strategy to respond to the demand for treatment services within the four impacted cities. Although we feel that this is an effective plan, it may fall short should the problem persist and reach the epidemic proportions of former years. The NIDA is cognizant of this possibility, and therefore, is continuing to explore other alternatives including funding redistributions in the fiscal year 1981 treatment budget. There are several policy issues involved concerning prioritization of treatment demands which have not been resolved. Also, any criteria used for redistribution must be flexible and equitable and take into account both public health and political implications. This issue is receiving high priority attention within the Institute.

Attachments:

HEROIN STRATEGY TASK FORCE, CITY VISIT SUMMARY, DETROIT; JULY 17, 1980

*1. Pattern of supply and use*

There has been an apparent increase in supply and use of heroin over last 4-5 months. Specifically:

Emergency room admissions have been up.

Heroin related deaths are apparently up, but data are questionable.

Demand for detox services has been up.

Demand for methadone maintenance service has been up in Detroit but down statewide (apparent shift to detox statewide).

Purity has apparently increased from less than 1 percent to approximately 2 percent.

No change in arrest data.

### 2. *User characteristics*

Economic crisis in Detroit auto industry is causing older, formerly employed users to lose income and source of drug supply. These users are now apparently coming into treatment because of inability to maintain their habits. Some users appear to be using a range of drugs as opposed to heroin only. Use of "T's and Blues" is on the increase. 38 percent of "Opiate" admissions report problems with other drugs. Pregnant addict program at Hutzel Hospital has seen increases in use of "T's and Blues."

### 3. *Impact on treatment system*

Respondents believe capacity in Detroit is presently full. Future increases in treatment demand may overtax the service delivery system. Increase in demand may come as a result of worsening economic conditions and increased supply of heroin. Respondents indicated increased demand for most environments/modalities in Detroit. Detox capabilities are somewhat limited in Detroit. City policy is to require rejustification for continuation of methadone maintenance every six months, which appears to reflect an overall policy of discouraging long term methadone maintenance.

Respondents expressed a high level of concern over recent budget cuts in Michigan.

HEROIN STRATEGY TASK FORCE, CITY VISIT SUMMARY, GREATER LOS ANGELES AREA;  
JULY 9, 1980

### 1. *Pattern of supply and use*

Supply data provided by respondents was anecdotal and derived from personal impressions of programs and county level people. Respondent comments should be supplemented with indicator data from State and county sources. Respondents indicate that supplies of white and "lemon crystal" heroin are up in the greater Los Angeles area. Specifically:

Enrollments in methadone maintenance are down, suggesting that good quality heroin may be available.

Detox enrollments are up, suggesting increased need of users to moderate or titrate their habits.

Hotline calls seeking treatment referrals are up since April 1980 for use of "Persian" heroin.

Some heroin is reportedly of high purity (40 percent-60 percent); respondents observations on price changes were mixed with no clear direction of change evident.

Riverside County seeing more severe withdrawal symptoms, slight increase in arrests for heroin use and increases in positive urines from clients. Heroin quality appears to be very good.

### 2. *User characteristics*

Respondent saw both old users returning to use and new users of heroin. Anecdotally, the new user is working class or middle class, white, employed, and under 30 years old. For the new user, heroin use begins after a period of other drug use. Old users "know the treatment system" and seek traditional environment/modalities. New users do not perceive themselves as "drug addicts" but as people with a variety of personal problems. New users seek referrals to private care and detox.

### 3. *Impact on treatment system*

Respondents perceived either minor fluctuations (up and down) or no change in overall demand for treatment by heroin users. Respondents consistently reported a shift from methadone maintenance to detox. Treatment capacity is reportedly available for methadone, except at L.A. County operated clinics where low client fees attract more clients than the clinics can treat. The treatment system can apparently absorb some additional clients if needed.

HEROIN STRATEGY TASK FORCE, CITY VISIT SUMMARY, PHILADELPHIA; JULY 11, 1980

### 1. *Pattern of supply and use*

Respondent group included local DEA intelligence officer, as well as State, city, and program level personnel. Supplies of white heroin are up and have largely replaced Mexican heroin in Philadelphia. Specifically:

DEA intelligence forecasts a period of sustained supply of white heroin.

Quality is not as high as it was six months ago (winter 1979) according to DEA.

City data indicate currently high quality, however.

Number of clients in treatment with morphine positive urines has increased. Increase in number of heroin-related deaths was reported.

## 2. User characteristics

Older user characteristics are returning to use a consequence of greater heroin availability. These are people with an established history of use, some of whom have recently been in treatment. There is a significant proportion of the heroin user population that uses heroin in conjunction with other substances, moving from one drug to another depending on availability.

## 3. Impact on treatment system

Philadelphia programs are experiencing increased utilization after an extended period of declining treatment demand. At current rates, city projects enrollments will exceed capacity toward the end of calendar year 1980. Respondents expressed concern over lack of program knowledge in handling medical and psychological complications of poly-drug use, as opposed to use of heroin alone.

### SOUTHWEST ASIAN HEROIN INITIATIVE DOMESTIC ENFORCEMENT GROUP PROGRESS REPORT; JULY 30, 1980

As of June 30, 1980, Southeast Asian heroin accounts for 64 percent of bulk domestic seizures while Mexican brown accounts for 27 percent and Southeast Asian heroin-8 percent (see attachment). The average purity of bulk Mexican brown heroin with adulterants and diluents, is 8.3 percent while Southwest Asian heroin remains at 78 percent pure. Bulk Southwest Asian heroin is of high average purity, but does not represent a significant part of the domestic supply.

From January 1 through June 30, 1980, 83 kilograms of heroin of which 53.3 kilograms were Southwest Asian were seized domestically. Twenty-two were Mexican brown heroin and approximately 8 kilograms were of Southeast Asian origin.

Since the U.S. and Iran broke diplomatic relations, there has been a dramatic reduction of travel from Iran to the U.S.

Directly corresponding to this travel reduction has been a drop in arrests of Iranians and seizures of SWA heroin from Iran. The interpretation is that an army of amateur couriers has been denied the entrenched trafficking organization in existence within the United States.

There are 6 major organizations which traffic in Southwest Asian heroin that have been targeted for Centack type investigations in that they include major international violators. Other organizations will be added as they are encountered and identified.

### CURRENTLY AND FUTURE STRATEGY FOR DOMESTIC ENFORCEMENT: UNITED STATES AND CANADA

A number of key cities in the continental United States and Canada are important to the successful curtailment of the Southwest Asian heroin proliferation in the United States. These U.S. cities have shown an alarming presence of Southwest Asian heroin as evidence by enforcement activity, the Monitor/Signature Program and other indicators.

The U.S. cities are: (1) New York; (2) Washington, D.C.; (3) Boston; (4) Chicago; (5) Detroit; (6) Houston; (7) Dallas; (8) Los Angeles; (9) San Francisco; (10) Baltimore; and (11) Philadelphia.

Canadian cities (host country initiatives with DEA domestic and on site participation): (1) Montreal; (2) Ottawa; (3) Vancouver; (4) Windsor; (5) Toronto; and (6) Quebec.

Operational enforcement methods suggested to curtail southwest asian heroin traffic in the domestic traffic (U.S. cities):

A. Intelligence Gathering and Informant Development to Identify SOS Foreign and Domestic;

B. Conspiracy Development;

C. Domestic Investigative Techniques;

D. Interdiction and Seizures;

#### A. Interdiction and seizure

Continue and capitalize upon the existing initiatives between U.S. Customs/DEA cooperative ventures at port of entry.

1. Collect available intelligence when Southwest Asian heroin seizures are made for immediate transmittal to source city or country, to include information obtained from debriefing of arrested traffickers and knowledgeable informants.



2. Use existing traffickers profiles.
3. DEA/Customs seminars to provide DEA Agents and Customs personnel with latest information on smuggling techniques and couriers.
4. Establish intensive short term Customs inspection saturation of flights, shipping, etc. from suspect countries, on a staggered basis.

#### *B. Domestic investigative techniques*

1. Apply necessary enforcement resources in these cities to develop informants and substantive cases on violators who traffic in Southwest Asian heroin.
2. Provide sufficient PE/PI to support intensified undercover evidence purchase program.
3. Insure continuation and acceleration of investigative information for domestic offices to foreign counterparts and vis a vis, so that ultimate use is made of the information.
4. Develop undercover evidence purchase cases to ultimately seize large quantities of Southwest Asian heroin, seize financial assets, develop conspiracies, initiate Title III where appropriate, to include all possible members of an organization.
5. As a follow-up to the February Attorney General's Seminar, State and local cooperation has been expanded in Chicago, Detroit, Los Angeles, San Francisco, and Baltimore; and maintained in other major cities such as New York, Boston and Washington, D.C.

#### *C. Conspiracy development*

1. Analyze existing and forthcoming investigations, when appropriate with object of creating comprehensive far reaching prosecutions, in conjunction with U.S. Attorneys, which will destroy a Southwest Asian heroin organization, e.g., Centacs, Mobile Task Force, Joint Investigations, CCE and 26 USC 881.
2. Develop in-depth investigation which result in forfeiture of financial assets that were obtained from large scale heroin trafficking utilizing the existing statutes.
3. Continue momentum of Federal agency interface with U.S. Customs, IRS, ATF, FBI and other.

#### *D. Intelligence gathering*

1. Create Special Field Intelligence Programs (SFIP) intended to surface and identify Southwest Asian heroin traffickers who are currently insulated within ethnic communities in the key cities and other cities.
2. Disseminate on regular basic current intelligence DEA wide that bears upon Southwest Asian heroin: (a) Price, Purity and Potency Levels; (b) Continue to identify smuggling methods, concurrently being used to bring SWA heroin to USA; and (c) Organized crime involvement and encroachment into Southwest Asian heroin.

#### *E. Canadian cities*

1. Designate DEA representative to sponsor Southwest Asian heroin awareness with counterparts and coordinate mutual interest investigations with domestic operations.

2. Report regularly on Southwest Asian heroin situation in designated Canadian cities to include: (a) Price, purity (potency); (b) Seizures and arrests; and (c) Organized crime activity.

The relationship and similarity between the illicit drug traffickers in Canada and the U.S. are indistinguishable. They are extensions of one another.

Two of the 6 major violator organizations targeted extend to or from Canada. Fortunately, the working protocols with Canadian authorities are excellent and ongoing.

Finally, the presentation regarding the International Group and Intelligence Group are directly related to the Domestic Scene.

Since 1979, 11 heroin labs have been seized overseas. Eight of the 11 were producing heroin for the domestic market in the U.S. and Canada. Heroin labs are suspected to be operating in Lebanon, Syria, Sicily and Sardinia for European and U.S. consumption.

Heroin seizures in Europe and the Middle East, which reached a record 414 kilograms in CY 1979 have been surpassed by a startling seizure level. 609 kilograms as of July 15, 1980. Iran reports an additional 712 kilograms of heroin seized. The total jumps to 1,321 kilograms.

Simultaneously, on the domestic scene in CY 1979—46.9 kilograms of SWA heroin were seized. So far in 1980 to July 15, 53.3 kilograms of SWA have been seized. The significance of the Castello Ceresto heroin lab, alone, was the operators programed the production to convert one ton of morphine base to heroin. This heroin was destined to come to the U.S. through Canada.

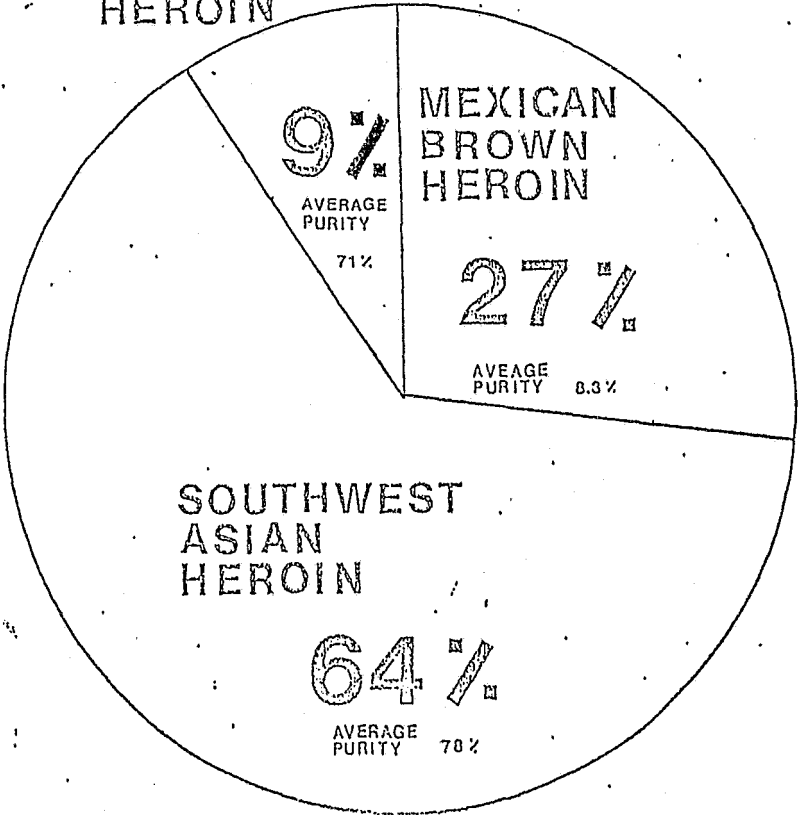
## SPECIAL ACTION OFFICE/SOUTHWEST ASIAN HEROIN

1. DEA has established the Special Action Office/Southwest Asian Heroin:
  - A. It provides special funding for selected investigations;
  - B. Monitors Southwest Asian heroin investigations worldwide;
  - C. Acts as catalyst for Centac, Mobile Task Forces, and other special projects investigations;
  - D. Places emphasis on certain key cities for enforcement efforts;
  - E. Ensures that dedication of 30 percent to 50 percent of resources in certain cities is followed;
  - F. Ensures that Federal, state and local agencies are made aware of problems. SAO/SWA personnel have given briefings across the USA and Canada and to U.S. military and Federal agencies;
  - G. SAO/SWA works closely with U.S. Customs on airport and border interdiction; and
  - H. Ensures that financial aspects of all heroin investigations are followed through.

ORIGIN OF HEROIN SEIZED IN THE UNITED STATES BY PERCENT

1/1/80 - 6/30/80

SOUTHEAST  
ASIAN  
HEROIN



SOUTHWEST ASIAN HEROIN INITIATIVE U.S. BORDER INTERDICTION GROUP PROGRESS  
REPORT JULY 30, 1980

The Customs Service, together with the Coast Guard and the Drug Enforcement Administration, is conducting an intensive six-month interdiction effort against the smuggling of Southwest Asian heroin. Given the ease in which relatively small quantities of heroin, which amount to enormous sums in terms of street value, can be concealed in the mass of normal international trade and travel crossing our border daily, the interdiction effort must rely on securing the best available intelligence, improved detection techniques, and "plain" hard work searching high risk items.

At this time we are concentrating our efforts on seaports and airports along the East Coast, as far south as Dulles International Airport, and including O'Hare Airport, the scene of earlier Southwest Asian heroin seizures. Within the ports, highest priorities assigned are: (1) airports, including passenger baggage and cargo; (2) aircraft and vessels; (3) sea cargo; (4) containerized shipments; and (5) currency.

Customs, DEA, and Coast Guard have undertaken the following specific activities as part of this interdiction effort:

#### *A. Intelligence*

Timely and accurate intelligence is a prerequisite for successful interdiction, particularly heroin. A "spot requirement" mechanism for obtaining intelligence from DEA and all other U.S. and Canadian agencies is in-place. Tactical intelligence on the smuggling of Southwest Asian heroin can be transmitted to the enforcement units virtually on a real-time basis.

Awareness training and improved profiles and information of Southwest Asian heroin smuggling modes and methods has already been made available to all applicable field units, except at New York, which is in the process of conducting its own program. All of the enforcement personnel operating along the border are provided and ready for this intensive interdiction effort.

#### *B. Intensified inspections*

Inspections have been intensified at the high risk airports: O'Hare, JFK, Logan, Newark, BWI, Dulles, and Philadelphia. Specialized enforcement teams, including inspectors, detector dogs, and patrol officers, are now operating at seaports and airports, directing their efforts to cargo. Investigators will be closely cooperating with these units.

Special vessel and aircraft search teams are operating in New York, Boston, Baltimore, and Dulles. Detector Dog teams will be providing increasing support. Customs will train a Coast Guard team in vessel search for use when boarding smuggler ships on the high seas and outside of ports.

DEA agents are now assigned to Dulles, Logan, and BWI Airports.

#### *C. Currency information*

One of the most successful enforcement techniques for uncovering high-level conspiracies and for ultimately prosecuting high-level operators.

Currency enforcement units will be directing special efforts to uncovering transactions related to Southwest Asian heroin smuggling.

A recently undertaken special currency enforcement program (Los Angeles Money Program (LAMP)), is now being extended to East Coast areas.

#### *D. Special operations*

At Baltimore, a special operation against in-bound cargo and baggage arriving by air, especially trucked in cargo from JFK, Logan, O'Hare, essentially transit points from the mid-east, and other cargo usually not intensively examined, is now targeted for intensive inspection.

#### *E. Technology*

Customs will soon begin experimental use of a neutron back-scatter device. The device is hand-held and is capable of detecting hydrogen-containing substances, particularly narcotics, concealed beneath the metal surfaces of vehicles, vessels, and aircraft. At the seaports it will be used to detect heroin concealed in the doors and hidden compartments of privately owned vehicles shipped into the country. The device will be tested in the ports of New York, Elizabeth, Baltimore and Boston.

Test of a *Mass Spectrometer*, useful for detecting a range of narcotics, especially designed for container search, will be tested in Baltimore.

New types of *x-rays* for searching baggage, packages, cargo and mail will be tested at Dulles, Port of Newark, and the New York Mail facility.

A *letter narcotics detector*, (Di-electric Discontinuity) device will be tested in the New York mail facility. It can check 500 letters per minute.

We believe this across-the-board strategy, which attempts to attack the vital points of the smuggling problem, affects the greatest potential for impeding the reported flow of Southwest Asian heroin into the country.

SOUTHWEST ASIAN HEROIN INITIATIVE, PAKISTAN AID GROUP, PROGRESS REPORT,  
JULY 30, 1980

- I. The threat posed by Pakistani production of illicit opium:
- A. Production during the 1978-79 season doubled to ca. 700 metric tons (as much as is produced in the entire "Golden Triangle" of Southeast Asia in a good season).
  - B. Pakistan: Opium is traditionally grown in the most-difficult-to-control tribal areas.
- II. Success of the 1979-80 opium production ban:
- A. Personal commitment of President Zia.
  - B. Religious and cultural factors helped.
  - C. Ban was imposed firmly—and significant efforts were made to enforce it.
  - D. Because of an oversupply of harvested opium in stock, market prices were too low to tempt farmers to cheat.
- III. The outlook for the 1980-81 season is still not clear:
- A. Stocks of unsold opium might be greatly reduced by September—shortly before the next planting season.
  - B. Political and economic pressures in the growing regions.
  - C. Ability of the central and provincial authorities to enforce the ban will be sorely tested.
- IV. U.S. and other foreign assistance is important:
- A. UNFDAC is expanding its income replacement project in the Buner district.
  - B. Germany is considering generous programs.
  - C. The Development Assistance Committee of the OECD will probably meet later this year to discuss other projects for Pakistan.
  - D. USG efforts have been intensified during 1979 and 1980.
    1. INM has assigned a full-time officer to Islamabad.
    2. POKER agreement signed, providing \$150,000 for vehicles, communications gear, and other equipment for Pakistani enforcement authorities.
    3. Training PRO/AG signed, providing \$160,000 for DEA and U.S. Customs Service antinarcotics training courses.
    4. INM has approved two small drug abuse surveys for Siakot and Lahore.
    5. INM is negotiating a \$65,000 drug abuse survey for Gilgit.
    6. INM is discussing with the Pakistani authorities a special enforcement coordination unit for the NWFP.
    7. Income replacement programs: (a) Benefiting from research already performed by the U.S. Dept. of Agriculture, INM is considering the establishment of specific demonstration plots and extension services. (b) Gadoon road project.

SOUTHWEST ASIAN HEROIN INITIATIVE, TURKISH ENFORCEMENT ASSISTANCE GROUP,  
PROGRESS REPORT, JULY 30, 1980

*Background*

- (a) Turkey licit opium production of concentrated poppy straw (CPS).
- (b) Controls against diversion to the illicit market.
- (c) Turkish national sensitivities.

*Turkey's present role in SWA opium/heroin*

- (a) Traffickers: (1) Routes; (2) Methods—the role of "guest workers"; and (3) Typical case—trafficking organizations.
- (b) Refiner: (1) Refinery locations—mobility; and (2) Ethnic complexity of the region.

*Turkey's enforcement effort*

- (a) Constraints: (1) Terrorism; (2) Resources/Organization; (3) Corruption; and (4) General Assessment.

*Response of the international community*

- (a) U.S. Bilateral: (1) Role of the Drug Enforcement Administration; and (2) International narcotics control assistance—bilateral cooperation agreement.
- (b) German assistance: (1) DM 15 Million over three years; and (2) United Nations Fund for Drug Abuse Control (UNFDAC)—\$450,000 During Calendar Year 1980—A report recommending \$2 Million more in equipment after CY 1980.

SOUTHWEST ASIAN HEROIN INITIATIVE EUROPEAN ENFORCEMENT GROUP PROGRESS  
REPORT JULY 20, 1980

*Current outlook*

Political events in Southwest Asia prevent interdiction at source.

*Enforcement cooperation*

U.S.-France: Franco-American-Canadian Conference, La Suchere Laboratory.

Italy: Visit of Minister Cossiga re: single agency focus, Cereseto Castle Laboratory.

Germany: Meetings with Ministers Baum and Matthoefter re: cooperation and assistance to Turkey. Herold and Schramm visit re: European EPIC.

*Plans*

Special action office—Southwest Asian heroin (SAO/SWA); and Special funded intelligence/Enforcement projects; Bulgaria.

SOUTHWEST ASIAN HEROIN LAB SEIZURES 1978-80

La Ciotat, France—Functioning heroin lab seized with 35 kg. morphine base on 2/5/78.

La Suchere, France—Lab equipment seized on 3/7/80. Approximately 1 kg. morphine base seized.

Marseilles, France—Lab equipment seized on 9/26/79.

Milan, Italy—Lab seized inside legitimate medical lab; 400 grams morphine base and 700 grams heroin seized on 11/10/79.

San Remo, Italy—Lab seized with 22 kg. morphine base and approximately 2 kg. finished heroin on 11/27/79.

Van Province, Turkey—Lab seized with 9 kg. heroin and 600 grams morphine base on 8/4/79.

Elazig, Turkey—Lab seized with 13.1 kg. heroin on 12/15/79.

Gaziantep, Turkey—Lab seized with 4 kg. heroin on 3/5/80.

Hamadan, Iran—Lab seized with 70 kg. heroin on/or about 1/2/80. (Iranian newspaper account).

Cereseto, Italy and Milan, Italy—2 operational labs at Cereseto castle and 1 lab (not totally functional) at Milan were seized 6/4/80. 19 individuals were arrested, approximately 63 kgs. morphine base, 3 kgs. finished heroin and 15 kgs. wet heroin (still precipitating) were seized that day.

LABORATORY SEIZURES REGION 17

On August 4, 1979, a heroin laboratory was seized in Van Province, Turkey. Nine kilograms of heroin and .6 grams of morphine base were seized.

On September 26, 1979, French authorities seized laboratory equipment comprising of almost everything necessary for a heroin laboratory. This was seized in Marseilles, France. There were traces of heroin, morphine base on filters and gloves.

On November 10, 1979, a clandestine heroin laboratory was located inside a medical laboratory in Milan, Italy. The laboratory was used for making blood and urine tests. .700 kilograms of Southwest Asian heroin, .400 kilograms of morphine base, 50.7 kilograms of phendinetrazine and 25 kilograms of lactose were discovered. Three subjects were arrested.

On November 27, 1979, a heroin laboratory was seized at San Remo, Italy. Twenty-two kilograms of morphine base and 500 grams of heroin were found at the site of this functioning lab. The lab was located in a bottled water plant that had been set up originally in France. Five defendants were arrested.

December 1979, in a remote section of Turkey's eastern province of Elazig, a heroin laboratory was located in a shed under a farm house. The equipment was described as makeshift and very primitive. Thirteen kilograms of heroin manufactured at the laboratory had been interdicted a few days prior to the laboratory seizure. A sample of the seized heroin was analyzed as 80.7% heroin hydrochloride.

On January 1, 1980, a heroin producing laboratory was seized in Hamadan, Iran and 70 kilograms of heroin was seized. No further details of the seizure are currently available.

On March 5, 1980, a heroin lab was seized in Gaziantep, Turkey. Four kilograms of heroin were seized when police raided a house. Also found at the site were 45 liters of hydrochloric acid, 12.5 kilograms of ether and 3 liters of acetic acid. Four Turks were arrested in connection with the seizure.

On March 7, 1980, a complete set of laboratory equipment necessary for heroin production was seized at La Suchere, France. The chemist, a French man, and three other defendants were apprehended. One kilogram of morphine base was seized at the site and several pieces of equipment contained traces of morphine base.

On March 18, 1980, INP Milan seized 40.61 kilograms of heroin at Milan and arrested three subjects. Heroin seized as a result of information obtained from New York District Office informant, accompanied by two New York D.O. agents, travelled to Milan to facilitate the seizure. (Ref: CJ-79-0137, Maria CANALE, et al, and XM-80-0026, Emanuel ADAMITA, et al).

On June 4, 1980, the Guardia di Finanza of Milan and Genoa in collaboration with the Rome and Milan DEA Offices seized two fully operational heroin laboratories at Ceresto, Italy and later that same day seized an additional fully equipped lab, which was not yet totally functioning in the city of Milan. Seized at the lab sites were approximately 63 kilograms of morphine base, 3 kilograms of finished heroin, and 15 kilograms of heroin in process of precipitation in addition to large quantities of chemicals needed for the production of heroin. Seventeen defendants, including 4 French chemists, were arrested in the laboratory raids. Also in a cooperative action French police arrested the infamous Jean JEHAN who was well documented from the days of the French Connection. The arrest and seizures were the direct result of information developed by DEA.

## AGENCY RESPONSES TO SELECT COMMITTEE QUESTIONS

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The following submissions are in response to questions furnished by the Select Committee, these questions are an extension of the September 23 hearing and were requested to clarify the Federal Drug Strategy.

THE WHITE HOUSE,  
Washington, October 20, 1980.

HON. LESTER L. WOLFF,  
Chairman, House Select Committee on Narcotics, Abuse and Control, House Office  
Annex No. 2, Washington, D.C.

DEAR MR. CHAIRMAN: Attached are the responses to the questions submitted by the Select Committee following the recent hearings on the Federal Drug Strategy: Prospects for the 1980's.

Sincerely,

LEE I. DOGOLOFF,  
Associate Director, for Drug Policy,  
Domestic Policy Staff.

Attachment.

*Question No. 1.* Why has no Federal Strategy document been issued for 1980 even though the law requires that the strategy be "reviewed, revised as necessary and promulgated as revised prior to June 1 of each year"?

Answer. Current law requires annual review of the Strategy and revision "as necessary". We reviewed the 1979 Strategy and determined that no significant revisions were required since our goals and objectives as stated in the 1979 Strategy remain valid through 1980. The Drug Policy Staff has prepared a summary of the progress and accomplishments which have been made thus far in implementing the 1979 Strategy. The summary is contained in the annual report on the overall coordination of the Federal drug program which the President sent to the Congress in September, 1980.

The Federal Strategy is a long-term blueprint for the Federal drug program. In evaluating the annual strategy, it has become clear that a six-month implementation period following publication is too short a time to determine whether the Strategy is effective. Therefore, we have proposed that the Federal Strategy be reviewed on a two-year cycle and revised as appropriate. This would allow sufficient time to implement and evaluate the previous Strategy to determine the need for major program changes. Shorter term problems usually require an operational response to a specific situation rather than a change in our overall strategy. Obviously, if a need for revision arises, we would make changes as necessary.

*Question No. 2.* In your testimony before the Select Committee last year on the Federal Strategy, you indicated that the Principals Group was working on a five-year plan and that you would be involving the Strategy Council and the major departments of government in your deliberations. What is the current status of the five-year plan?

Answer. The Principals Group is continuing to develop a five year statement of goals and objectives. However, we do not currently plan to publish the five year statement of goals as a separate document. The five year statement of goals and objectives will be used as part of the implementation plan for the 1981 Federal Strategy.

*Question No. 3.* Your prepared statement for last Tuesday refers to the 1981 Federal Strategy, which is now being developed, as the "document for the decade of the 1980s." What, in your view, are the major issues that the 1981 Strategy needs to address? How might the 1981 Strategy depart from current Federal policies, i.e., what priorities will the strategy reflect and what policy alternatives are being considered?



Answer. To avoid pre-empting the process of working with all of the Executive Branch policymakers responsible for the drug program and consulting with the Legislative Branch, I will only offer at this time my own personal views on the major issues of the 1981 Federal Strategy. They are further discussed in my response to Question No. 13, which indicates the most promising approaches to drug treatment, prevention, education, research, law enforcement, and international narcotics control.

In developing the 1981 Strategy, I believe we must identify those approaches to the problem which will yield the greatest payoff. Once we have identified these areas, we must be willing to make significant commitments and redirection of resources. This requires reconsidering the traditional concept of program balance between demand and supply efforts and targeting resources toward those areas which hold the greatest potential for success. Through such efforts as the parents movement, we have learned that success is not always directly related to a heavily financed Federal program. On the contrary, our success in the field of adolescent drug abuse is because parents and citizens are aggressively seeking to regain control over their own lives and those of their children. We must do more to encourage local communities and States to assume their responsibility for attacking the drug problem in their local area rather than attempting to relegate that function to the Federal Government alone.

*Question No. 4.* Can the Strategy Council as it now exists effectively formulate and evaluate a comprehensive, coordinated long-term Federal Strategy as required by law? How can the Council be improved, or should it be scrapped in favor of some other structure? In your prepared statement, you mention certain options for restructuring the Strategy Council "ranging from congressional participation to delineated roles of respective members." Would you please discuss these options in more detail?

Answer. The Strategy Council can be an effective approach to formulating and evaluating a Federal strategy as required by law. The Strategy Council is composed of cabinet members having operational responsibilities for the major elements of the drug program, as well as non-government representatives from the private sector who are interested and involved in various aspects of the drug program who bring a unique perspective to the council's deliberation. In designing the new Strategy Council for the next four years, we plan to seek a membership which will provide a balance between the various program aspect of the overall drug abuse program. We anticipate that additional cabinet members will be included in the new council as well as broad geographical representation among the non-government members. Because the success of our effort to reduce drug abuse in the United States depends largely on effective coordination; in fact, a partnership role between the Executive Branch and the Congress, we are seeking ways for the Congress to play a more active role in the preparation of the strategy. In addition to continued consultation with interested members of Congress and the involved committees, we will be discussing additional options such as congressional representation at the formal meetings of the Strategy Council and, possibly membership on the Council.

*Question No. 5.* Your testimony cites the growing problem of drug abuse in the workplace. Job training for substance abusers is another serious issue. In view of these concerns, why is the Department of Labor not represented on either the Strategy Council or the Principals Group? Similarly, in light of the Administration's emphasis on financial investigations, why is IRS not included on the Principals Group? Finally, now that drug education/prevention programs are split between NIDA and the new Department of Education, will the Department of Education be added to the membership of the Strategy Council and/or the Principals Group?

Answer. The Secretary of Labor will be considered for membership on the revised Strategy Council, as will the Secretary of Education. Because the Principals Group is directed at the agencies having primary operational responsibility for the drug programs, it would not be appropriate for the Department of Labor or the Department of Education to be represented on the Principals Group on a full-time basis. It would impede the effectiveness of the group if it became too large to coordinate the inter-agency operational aspects of the drug program. When an issue which requires direct involvement of another agency, such as the Internal Revenue Service, is to be discussed at a Principals meeting, the head of that agency would be invited to attend that specific meeting.

Matters involving other departments and agencies which have interests in drug abuse prevention activities are handled through special committees or ad hoc groups. One example is the Treatment and Rehabilitation Steering Group which coordinates the on-going interdepartmental/inter-agency interests regarding drug abuse treatment and rehabilitation. Membership in this group, which meets periodically, includes HHS, Education, Veterans Administration, Labor, DoD, LEAA, and

Bureau of Prisons. Another is the current ad hoc Southwest Asian Steering Group which has been set up to address the problem of heroin coming from Southwest Asia. Over 12 departments and agencies are represented on this task force.

*Question No. 6.* In your remarks about the abuse of prescription drugs, you stated that the Administration is re-examining the Controlled Substances Act with a view to proposing amending legislation in the 97th Congress. Recognizing that the Administration is still in the process of working out the specifics of the amendments you will propose, would you please indicate the issues and problems your proposals will be designed to correct? To the extent possible, would you also please discuss the alternatives you are considering?

Answer. The Domestic Policy Staff has set up a task force to review the operations of the concerned Federal agencies under the Controlled Substances Act and to identify existing problems and possible legislative solutions. After the task force makes its final report, we will be consulting with the Congress on specific areas of concern. Some of the issues being considered are: scheduling criteria; quota requirements; reporting requirements; import and export permits for scheduled drugs; scheduling pursuant to international conventions; definitions; assistance to States; increased availability of Federally developed problem identification information; amendment of the Uniform Controlled Substances Act; emergency scheduling of drugs; manufacture of heroin; revocation of registration; changes in recordkeeping requirements; longer registration of practitioners; importation of concentrated poppy straw and other narcotics; increased penalties.

It is uncertain at this time whether all these issues will be addressed in our final submission. As your letter notes, we are still in the process of working out specifics and will share them with your committee, and the other concerned congressional committees, as soon as possible.

*Question No. 7.* What is the Administration's policy with respect to marihuana? Does the Administration continue to support decriminalization of possession of small amounts of marihuana? Do you believe decriminalization is an appropriate response to the epidemic abuse of marihuana by our young people? Given the increased emphasis on prevention that you recommend in your statement, would you support a pre-trial diversion program for minimal marihuana possession violators, such as that proposed by Members of the Select Committee in H.R. 3470, as an alternative to decriminalization? Would it be appropriate for the Federal government to draft model legislation in this area for consideration by the States?

Answer. The Administration has adamantly opposed the nonmedical use of marihuana. We believe that it is extremely important to alert people to the dangers involved with using marihuana and we remain particularly concerned with the increasing levels of use by adolescents. It is just as important that we give the American public a clear and convincing signal that discourages the use of this drug. We have, therefore, actively supported the growing parents movement, a grass-roots prevention activity aimed at informing parents of the problems associated with adolescent drug use and encouraging community-based responses to the problems.

Regarding a pre-trial diversion program for minimal marihuana possession violators, such as that proposed in H.R. 3470, the Federal government at this time almost never prosecutes violators for possession of small amounts of marihuana for personal use. We believe that this would hold true if H.R. 3470 were enacted. Federal resources must be aimed at immobilizing large-scale traffickers. Such a program might, however, be useful at the State and local level. Your suggestion of a model law is interesting. We have been extremely successful in working with States and localities wishing to ban paraphernalia by providing them a model law drafted by the Justice Department. We would be happy to discuss this concept with you at your convenience.

*Question No. 8.* What steps are being taken by the Administration to deal with the cultivation of marihuana in the United States? Your statement refers to "several Federal jurisdictional issues" that must be considered in dealing with this problem. What are those issues? How has the lack of a consistent U.S. policy on marihuana affected our ability to encourage foreign producing countries to control marihuana cultivation? Do you favor repeal of the paraquat amendment?

Answer. During the past 18 months, the Drug Enforcement Administration and the National Narcotics Intelligence Coordinating Committee (NNICC) were asked to give special attention to information dealing with the cultivation of marihuana within the United States. Considerable law enforcement action has been taken in Hawaii and in Northern California, as well as in other states, to respond to the increasing levels of cultivation of marihuana in the United States. The current NNICC estimate indicates that seven percent of the supply of marihuana in the United States during 1979 came from domestic sources. Should the current level of attention being given to this problem fail to control it, additional law enforcement

effort will have to be brought to bear. It should be noted that domestic cultivation of marihuana currently is primarily a responsibility of State and local law enforcement authorities, with the Drug Enforcement Administration assisting as far as possible within available resources. The U.S. Customs Service and the U.S. Coast Guard, which are the Federal enforcement agencies, currently produce the largest seizures of the marihuana and do not have jurisdiction over domestic cultivation. The proper Federal rule and level of resources committed to control of domestic cultivation will have to be evaluated and adjusted based on the changing threat of marihuana from this source.

As stated above, we have strongly opposed marihuana use and have devoted substantial resources at interdicting the flow of the drug into the country and destroying it at its source. Some confusion does exist, however, due to the legislation enacted by the Congress, which has effectively precluded our supporting programs of marihuana eradication in source countries. We have met with representatives from producer countries and explained why we cannot provide assistance for such programs. We recognize, however, that eradication is the most effective means of preventing drugs from entering the illicit market and favor either the repeal or modification of the paraquat amendment in order to allow the Secretary of Health and Human Services to take into account the potential dangers associated with the use of marihuana itself in determining the health consequences for United States citizens of a herbicide eradication program.

*Question No. 9.* What role do you and your staff play in the development of the President's budget as it relates to drug matters? Are you involved in the preparation of agency submissions to OMB, e.g., do you discuss with each of the concerned agencies its requests for resources to support drug abuse functions prior to the time that such requests are submitted to OMB? Does your staff participate in the OMB/agency hearings held to review agency requests for drug abuse resources? What actions do you and your staff take to assure that drug abuse issues receive the high-level priority they deserve both in the preparation of the budget at OMB and in the President's final budgetary decisions? When OMB recommendations are contrary to your assessment of the requirements for an effective Federal drug abuse program, can, and do, you appeal these recommendations directly to the President?

Answer. The Associate Director for Drug Policy and his staff are fully involved in the development of the President's budget. We discuss with the agencies their request for resources, evaluate their priorities and ensure that they are consistent with the Federal drug strategy. The staff works closely with the OMB budget examiners in developing the issues to be discussed and attends and participates in budget hearings held by the OMB budget examiners. Both the agencies and the OMB budget examiners have been responsive and cooperative regarding our participation in the budget process. When disagreement exists, or a major issue remains to be discussed, either the Associate Director for Drug Policy or one of his staff is invited to sit in on and participate in the OMB Directors Review, which is the highest level of review before the budget goes from OMB to the President. Should a disagreement remain after the Directors Review, the Associate Director for Drug Policy can and does appeal these differences directly to the President through the Director of the Domestic Policy Staff.

*Question No. 10.* Your statement refers to prevention as "our hope for the future." Of the \$918 million the Federal Government will spend in fiscal year 1980 on all drug abuse funds, how much is allocated for prevention? How much of the fiscal year 1981 budget is allocated for prevention? In order for prevention to assume the lead role you are advocating, how much of the Federal budget for all drug abuse functions should be allocated to prevention in the years ahead? Will an increase in the support provided for prevention activities result in reduced requests for treatment and law enforcement?

Answer. We consider most of the money spent by the Federal government in drug abuse to be for prevention since it is designed to diminish the use of illicit or illegal drugs in our society. Eliminating or limiting the source of production is clearly a preventive function since there is a clear relationship between availability and use of drugs. The provision of treatment and other supportive services is clearly designed to prevent continued abuse of drugs since we know that successful periods of treatment tends to reduce drug recidivism, as do successful periods of vocational rehabilitation and manpower training linked with employment.

When one speaks of prevention as the efforts targeted towards individuals designed to deter or defer their use of drugs, the Federal government spent over \$19 million on these efforts in fiscal year 1980 and will spend at least \$23 million in fiscal year 1981.

The \$23 million estimated for fiscal year 1981 is clearly sufficient to support the major Federal role of knowledge development. Answers to basic questions such as

what "messages" are effective with various age groups of youth, the most effective way of transmitting such messages, the factors which make one person "vulnerable" and another "invulnerable" and so forth, are difficult questions which require extensive research. Until we better understand the phenomenon of adolescent drug taking, and the means to reduce this behavior, it would not be responsible for the Federal government to embark on a large-scale community prevention program as well have done with drug abuse treatment. The key is to continue an aggressive knowledge development strategy within the Department of Health and Human Services, and then to effectively develop models wherein proven "messages" can be successfully transmitted to youth at risk, thus reducing, delaying or preventing subsequent drug use.

*Question No. 11.* Drug law enforcement continues to be plagued by a lack of sufficient resources. What steps are being taken by the Administration to encourage the use of military resources in support of our law enforcement agencies? In what areas can military support be most helpful? Does Posse Comitatus continue to present a serious obstacle to progress in this area? Would you support an amendment to the Controlled Substances Act providing for a limited waiver of Posse Comitatus vis-a-vis indirect military support (e.g., information exchange, equipment, etc.) for drug interdiction efforts? How would such an amendment help you?

Answer. The amount of resources committed to drug law enforcement has expanded at a significant rate over the past several years. Budget authority for drug law enforcement, as reflected in the budget crosscut prepared by the Domestic Policy Staff, has grown from \$370 million in fiscal year 1977 to \$537 million in the request for fiscal year 1981. We fully recognize that adding resources at the Federal level is not likely to eliminate drug abuse in the United States. While supply control remains an effective strategy, it must be in conjunction with effective programs to reduce the demand for the drugs. Also, we must seek ways to increase the productivity of the Federal law enforcement agencies in presenting the highest level of risk to those engaged in this illegal activity, thereby discouraging their continued efforts. We have been working with the drug enforcement agencies and the Department of Defense to encourage the sharing of drug-related information which is collected by the military departments during the conduct of routine operational and training activities. We believe that this exchange of information, combined with continued support by the military departments in the form of equipment and cooperation, will continue to be of substantial assistance to the drug law enforcement agencies. We do not believe that the so-called "Posse Comitatus" law is a serious obstacle to this form of military support and, therefore, a change to the "Posse Comitatus" law itself is not appropriate.

However, it has been suggested that some question exists regarding military involvement of drug enforcement related activities and that clarifying of drug enforcement related activities and that clarifying language should be placed in the Controlled Substances Act. We are currently circulating a proposed draft for agency comment which would accomplish this.

*Question No. 12.* What are the long-range goals of the Administration (1) to improve the quality of military personnel recruited, (2) to insure that the fight against drug abuse in the military remains a high priority, (3) to improve the organizational and environmental climate for junior-enlisted personnel, (4) to insure that law enforcement resources are maintained or upgraded, and (5) to enhance the quality of treatment/prevention programs in the services?

Answer. (1) The Administration's goal continues to be the recruitment and retention of adequate numbers of persons with the skills and potential required for effective military performance. We are committed to enhancing the attractiveness of military service in competition with alternatives in the youth job market. The Administration and the Congress have recently taken steps to include an 11.7 percent increase in basic pay; enactment of the Military Personnel and Compensation Act of 1980; enactment of the fiscal year 1981 Defense Authorization Act; and hearings on the Military Pay and Benefits Act of 1980. These actions are designed to arrest the decline in military compensation that began in 1974.

Each of the Services is also seeking to enlist a higher proportion, a greater absolute number, of high school graduates in fiscal year 1981 than were recruited in either fiscal year 1979 or fiscal year 1980. In addition, we have begun the one-year educational assistance test program mandated in the fiscal year 1981 Defense Authorization bill. We will also conduct a nationwide test of educational loan forgiveness for persons enlisting in the Active and Reserve Forces. These tests will evaluate the role of educational assistance in recruiting and retaining high quality personnel.

The combination of high accession goals in fiscal year 1982 and fiscal year 1983, Congressional recruiting constraints, anticipated improvement in the economy, and

a continuing decline in the size of the youth market will increase the difficulties of recruiting in the 1980s. The Administration intends to meet that challenge.

(2) The Administration's long range goal is to ensure that the Department of Defense is free of alcohol and drug abuse. The position of Deputy Assistant Secretary of Defense for Drug and Alcohol Abuse Prevention was established in the Office of the Assistant Secretary of Defense (Health Affairs) to focus on the prevention of such abuse.

In fiscal year 1980 over \$90 million was spent to combat substance abuse and we have budgeted nearly \$95 million for fiscal year 1981. These funds are used to support a wide spectrum of programs that affect over seven million service members, civilian employees, and military dependents. Our current program focuses on maintaining the discipline and performance necessary to ensure military readiness.

In addition, we are now completing a comprehensive survey of the prevalence and consequence of substance abuse in the Armed Forces. This study, when evaluated and disseminated, will provide a basis for establishing and prioritizing drug and alcohol abuse programs.

(3) The Administration is committed to a continuing, immediate and long term program to improve both military compensation and the quality of service life for all military members. Our goal is to ensure military readiness while sustaining the attractiveness of military service. Recent enactment of an 11.7 percent increase in basic pay, increased PCS reimbursements, increased fiscal year 1982 sea pay rates by 15 percent, increased basic allowance for subsistence by 10 percent, authorization of a Variable Housing Allowance for CONUS and authorization of family separation allowance for E-4s and below are part of this continuing effort.

Although improvement in compensation is basic to upgrading the quality of life, it represents only a part of the Administration's long term efforts. Military work environment, living conditions, and command and supervision also continue to be high priority concerns. Each of the Services has taken initiatives to upgrade aspects unique to Service life. In the Navy, for instance, the training system has been overhauled to insure that new recruits receive the training they expected upon entering. A new leadership and management education program started in 1979 will provide important training for over 20,000 career personnel by the end of 1980. The organization of in-port and shipboard maintenance has been modified, and Navy headquarters has been reorganized to enhance total force manpower management. The Military Pay and Benefits Act of 1980, currently undergoing hearings, would provide authority to pay basic allowance for quarters to Navy personnel assigned to a ship when such quarters are substandard.

Improvements in pay, benefits, and the quality of Service life in each of the components will continue to be evaluated and practical, sound initiatives will continue to be proposed in the 1980s.

(4) As with all military requirements, the Administration is committed to sound, efficient and flexible law enforcement resource levels to meet requirements and anticipated changes in mission. Resources for military law enforcement are established in the Defense five year plan and compete with all other manpower requirements. Within overall manpower authorization levels, the allocation of law enforcement personnel to specific enforcement activities and geographical locations is made by each of the Services. The Administration, the Department of Defense, and the Services utilize the same standards and priorities in allocating resources on the basis of continuing analysis, evaluation, and available authorizations.

(5) The Administration's long range goal for alcohol and drug abuse treatment in the Services is to improve substantially the success rate for patients entering our programs. We have begun an assessment of the training procedures for counselors and the treatment practices used at both residential and nonresidential facilities. After the analysis of training and credentialing procedures for alcohol and drug abuse counselors in each of the Services is completed we intend to develop Department-wide counselor training standards based on national standards. Information is also being gathered on the size, location, population, length of stay and success rate of treatment facilities. This information will be analyzed in 1981 by the Office for Drug and Alcohol Abuse Prevention and representatives from each of the Military Services. Recommendations for both residential and non-residential treatment will be developed concerning minimum staffing level (both number and competence), admission criteria for the two levels of treatment, and program components.

In the area of prevention, we will concentrate on improving the education of military personnel at all levels. In addition, all recruits will receive instruction on policies concerning substance abuse, treatment opportunities, and healthy alternatives. Motivational education focusing on attitude change and personal growth will also be conducted for nondependent alcohol and cannabis abusers.

The Department plans to continue its program of American Forces Radio and Television alcohol and drug abuse spot announcements, with emphasis on prevention and early identification. Themes on how to resist peer pressure, health alternatives, negative peer pressure, and others will be developed and coordinated with national alcohol and drug abuse prevention campaigns.

We will continue our practice of hosting a DoD-wide conference to demonstrate support of alcohol and drug abuse programs, and to facilitate the exchange of ideas. In the future, these conferences will also include a professional development track to improve attendees' skills in the areas of deterrence and detection, program evaluation, assessment, education and training, and counseling. Nationally renowned experts from both inside and outside the DoD will conduct this training.

*Question No. 13.* Based on the experiences of the past decade, what approaches to drug treatment, prevention, education, research, law enforcement and international narcotics control offer the most promise for the future? What steps are being taken to assure that federal resources will be concentrated on these efforts?

Answer. Based on the experience of the past decade, there are several approaches to drug treatment, prevention, education, research, law enforcement and international narcotics control upon which I would like to briefly elaborate.

#### (1) Drug Treatment

For those suffering from acute health problems associated with the opiates, stimulants or sedative-hypnotics, detoxification offers us the greatest success rate. After detoxification, approaches to treatment differ widely; however, I believe our most effective methods are found in clinical settings which allow for frequent contact and reinforcement. To date, residential or therapeutic communities and methadone maintenance effectively meet these criteria. The success of these two approaches to treatment can indeed be measured by (1) periods of drug-free behavior; (2) periods of non-criminality; and (3) periods of employment. In the coming decade, the Federal treatment effort should, through adjustments of treatment standards, focus more attention on these two approaches which offer more frequent contact with the abusers and thus a better opportunity to effect real change in an individual's behavior.

#### (2) Prevention

As I have stated on numerous occasions, I believe that prevention overlays every aspect of the Federal drug program and perhaps more important, it represents our best hope for the future. In the coming decade, I foresee a greater involvement of citizens in setting the course and direction of their local communities. This will to participate and assume control over their own lives will be one of the driving forces in community drug abuse prevention programs. So far over 600 parents groups committed to reducing adolescent drug abuse have organized themselves into very effective forces in their communities. I believe that this trend will continue and that the Federal government should continue to provide the encouragement and support which these citizens need to accomplish our mutual goals.

#### (3) Education

In terms of education, I believe that school-based prevention programs offer us an extremely valuable means of affecting long-term change in the way in which our children look upon drug abuse. Prevention in the school curricula should not in any way serve as a substitute for parental involvement but rather complement community participation in solving the problem. As Dr. Fagan pointed out in her statement, we have been extremely successful thanks to the prevention teams from the Department of Education. Through the DOE program we have been able to integrate prevention, whether it be drug, alcohol or vandalism prevention, into a way of thinking in the schools rather than waiting until it is too late and facing almost insurmountable odds against success.

#### (4) Research

The Federal government has devoted a considerable amount of research in an effort to determine the causes of drug abuse and factors which contribute to the development of the behavior involving the inappropriate use of drugs. Much of the research suggests that certain psychosocial and physical factors predispose individuals to drug and substance abuse. NIDA has been instrumental in contributing to the discovery of specific sites in the human brain which serve as receptors for the opiate drugs. This eventful discovery of the body's own natural opiate-like substance will shed new light on many of the psychological processes and behavioral phenomena of daily life. I see this discovery as just the tip of the iceberg and one which offers us one of the most exciting research challenges of the coming decade.

I also see in the future further research into the therapeutic use of previously shunned drugs such as heroin and THC to alleviate pain and suffering among the terminally ill.

*(5) Law Enforcement*

I believe our greatest achievement in domestic law enforcement in the coming decade will be the arrest and prosecution of the well-financed and highly organized senior barons of the narcotics traffic—those who have infiltrated commercial enterprises and built the foundation for these businesses with the proceeds from the illicit narcotics traffic. In recent years, the Federal law enforcement community has made great strides in improving the efficiency and sophistication of financial investigations of major drug traffickers, as evidenced by the "BANCO" or Black Tuna case. In the coming decade, we will have to bring even greater sophistication and investigative expertise to these kinds of cases, so that we can anticipate the next moves of the traffickers and thus prevent them through arrest and prosecution from further infiltrating legitimate businesses.

*(6) International Narcotics Control*

Our efforts in international narcotics control over the next decade will unfortunately depend largely on the stability and resolve of the governments of the source countries. The precariousness of many of these governments may often force us to withdraw our defenses to transit countries on the high seas. Despite this somewhat gloomy future, I believe that we must still work with the source country governments to develop crop substitution and crop destruction programs. Such programs for the opiates will be more readily accepted in the coming decade; however, the same will not hold true for programs involving marihuana and cocaine.

Many source countries have accepted the proliferation of marihuana and coca production as a way of life. In the coming years, we will not only be faced with the very difficult task of convincing foreign governments to engage in crop destruction programs but also with the problem of convincing these nations of our seriousness and commitment to crop eradication and destruction programs. We must re-examine our approach to crop eradication and destruction and either opt for this method or quickly find another alternative such as crop substitution, income replacement, or land seizures which will insure us the same success. In order to accomplish this, we must make a greater financial commitment to our international effort than in the past, both in terms of diplomatic initiatives and international assistance programs as well as law enforcement assistance abroad. At the same time, we cannot honestly ask other nations to undertake crop eradication programs, particularly for marihuana until we take specific steps to deal with the cultivation of marihuana in the U.S. If we are to succeed overseas, we must send a clear and convincing signal that we are prepared to deal effectively with the problem of marihuana in our country.

With regard to the steps which are being taken to concentrate Federal resources on these efforts, we use the Federal Strategy as our primary vehicle to assure that our policies are put into practice. OMB as a member of the Strategy Council which prepares the Federal Strategy fully recognizes the Strategy as such a tool. Furthermore, the agencies involved in the Federal drug program use the Federal Strategy as the basis for their annual budget submissions. We will continue to monitor day-to-day operations through the Principals Group. Likewise, Congressional oversight hearings are helpful in reviewing these efforts.

DEPARTMENT OF STATE

Attached are the responses to questions submitted by the Select Committee relative to the September 23, 1980 hearing on Federal Drug Strategy: Prospects for the 1980's.

*Question No. 1.* How often does the Assistant Secretary have the opportunity to meet with the Secretary on a one-on-one basis to discuss international narcotics control policy?

Answer. The Assistant Secretary reports directly to the Deputy Secretary with whom she meets on a regular bi-weekly basis. She regularly attends the Secretary's weekly Senior Staff Meeting, attends his bilateral meetings with certain foreign officials, and meets with him privately as needed.

*Question No. 2.* What are the prospects for implementing long-term biomass replacement projects in major narcotics cultivating regions? What efforts can be made to develop accessible market infrastructures to enhance the possible success of income replacement projects?

Answer. (2a) INM has funded a study this year on the feasibility of Biomass Substitution. It is currently underway and the first draft should be completed by late November. After the report is completed and reviewed by experts at AID the Bureau will be in a better position to evaluate the usefulness of establishing biomass industries in illicit narcotics growing regions.

(2b) Integrated rural development projects coupled with enforcement promise an alternative to narcotics production. These projects do include extension and marketing services, as well as improved seeds, fertilizers, tools, and health, and education facilities as a part of the overall plan. One such project, financed by AID, is underway in Thailand, and a similar one is expected to start this fiscal year in one of Peru's coca growing regions.

*Question No. 3.* Could our current efforts in the area of crop and income substitution be substantially improved if a significant portion of the monies appropriated for AID development programs were specifically earmarked to be used for this purpose in major source countries such as Thailand or if such monies were reallocated to the INM budget?

Answer. To date AID has cooperated closely with INM in developing projects for Northern Thailand (Mae Chaem), Peru (Tingo Maria) and Bolivia (Chapare). Discussions are continuing with respect to a possible project in Pakistan. Intergrated rural development in illicit narcotics growing regions will require significant resources over the long term. The best method for developing and funding this work will be clearer after the first projects cited above has been in place for a longer period of time.

*Question No. 4.* If it is known that paraquat is the safest and most efficacious herbicide used for marihuana eradication, why has the Department not been more vigorous in encouraging its use in Colombia?

Answer. House Report No. 96-495, the Conference Report on the International Security Assistance Act of 1979 (p. 30), expresses congressional concern about the spreading of the spraying of paraquat to other nations, specifically citing Colombia. The Conference Report also notes that Senator Percy stated in conjunction with the Percy amendment itself that "U.S. funds or assistance shall not be used for the purpose of marihuana eradication" as long as the herbicide in question is considered hazardous by U.S. medical authorities. Finally, the Colombia program authorization for fiscal year 1980, as specified in the 1979 Security Assistance legislation, specifies that funds for the Colombia program are to be used "exclusively for interdicting drug traffic," precluding U.S. assistance for an eradication program.

*Question No. 5.* Discuss the efforts by the Department of State, since the beginning of the year, to develop a marker agent to be used in conjunction with paraquat.

Answer. In November 1979, INM sent a team of experts to Mexico to field test encapsulated DLDM which may be suitable for a marker. Researchers found that the spray equipment in Mexico could be adjusted to spray the microcapsules, but that the microcapsules themselves leaked, so that there was no discernible odor, or marker effect, when marihuana was burned.

INM then contracted with the Mitre Corporation to do a literature search on the information available on DLDM. It was discovered that there were no publications which would indicate the effect of human inhalation of DLDM, nor of its pyrolytic productions.

To develop a more systematic way of learning the expertise of other U.S. Government agencies with regard to herbicides and markers, INM set up an Inter-Agency Study Group on the Use of Chemicals to Control Illicit Narcotics. The standing committee includes knowledgeable officials of HHS, USDA and the White House, who also suggest experts from other agencies for various topics as they arise. Although these experts do not act as representatives of their agencies in a formal sense they have provided valuable knowledge to INM.

After Pennwalt Corporation submitted a proposal for research in techniques for microencapsulation of DLDM, INM sought advice from Aerospace Corporation, which is itself developing a marker type device for the Bureau of Alcohol, Tobacco and Firearms. The Aerospace Corporation Board of Directors limits their activities to national security matters and therefore concluded that they could not become involved in the development of a herbicide marker.

The question of liability for damages caused by a marker was raised by both Pennwalt and Aerospace Corporation. INM was unable to provide assurance that these corporations would be exempt from any liability should they undertake research. The liability question delayed further development of a marker by Pennwalt.

*Question No. 6.* Discuss the future of UNFDAC. Do more countries appear to be contributing more money to the Fund? What efforts is the United Nations making to enhance the coordination of its program?



Answer. Continuing to attract support from long-time contributors, such as the U.S., Sweden, Norway, and Germany, UNFDAC is able to maintain modest headway with its international narcotics-control programming. During recent conversations with UNFDAC officials, INM has recommended that that agency become more effective when fund-raising among other developed countries. For example, UNFDAC should institute a regular budget and project forecast in order to permit solicited nations to better understand what they are being requested to support. UNFDAC has indicated a willingness to undertake such project papers.

Through the continuing efforts of the UN Commission on Narcotic Drugs and top level UN Secretariat officials in New York, efforts are being made to enhance the coordination of UN anti-narcotics programs.

*Question No. 7.* What efforts are being undertaken to assure the continued commitment of major European Community Nations to address the drug abuse problem? What will be the role of the OECD in narcotics control in the 1980's?

Answer. Several high level meetings between the U.S. and European nations—both bilateral and multilateral—have been used to raise the topic of narcotics. During the past year successful meetings were held for instance in NATO and at the OECD. Out of the OECD meetings came two initiatives, one involving narcotics related development assistance, and the other a basic study by the OECD of the members' inventory of drug abuse statistics, in order to achieve some compatibility of already existing data. One objective of the latter study is to establish statistical indicators which can be used to sensitize Western European and other OECD countries to the drug problem. We expect this bench-mark study to be completed by the end of fiscal year 1981. The OECD also agreed to convene a series of informal meetings in the Development Assistance Committee to focus governmental attention on the provision of narcotics related development assistance to countries producing illicit narcotics. So far, a general meeting has been held, a second discussion which focused on Thailand; a third meeting is planned which will look at Pakistani opium production.

The European Community is also developing a drug abuse epidemiological base. The U.S. has established a major link between the efforts of the OECD and the EC through the U.S.-FRG Control Working Group. This group has focused on drug problems in the military and on the overall German narcotics situation. We believe that it has been useful not only in exchanging information and working out practical problems, but also helping to increase German contributions to UNFDAC and to individual countries such as Turkey.

In the future we plan to continue these efforts to sensitize and work with other governments, in particular the U.K., the French and Italians.

*Question No. 8.* Are there any plans to establish regional narcotics control pacts? Is this a useful approach to enhance narcotics control policy?

Answer. The U.S. Government participates effectively in several regional multilateral organizations equipped to deal with narcotics trafficking and abuse. These include ASEAN, the Colombo Plan, the OECD and, indirectly, the South American Accord. Other regional organizations, such as the OAS and the Andean Pact may eventually provide appropriate fora for discussion of narcotics problems. The major instruments of international discussion of drug problems are the Single Convention on Narcotic Drugs and the Psychotropic Substances Convention; both are monitored and implemented in the U.N. context. With such a plethora of multilateral organizations and agreements, further pacts would appear unnecessary at this time.

*Question No. 9.* Has the Department developed a contingency plan to meet the challenge of Southwest Asian opium cultivation and trafficking in the event that normal diplomatic relations are restored with Afghanistan and Iran? What is the nature of that plan? What role can the United Nations play in this region?

Answer. The Department of State played a critical role in discovering the Southwest Asian opium/heroin problem and bringing it to the attention of Washington agencies. The danger of a sharp rise in the influx of heroin from Southwest Asia was first discussed by a large audience of concerned individuals at the 1979 European-Near East Narcotics Officers Conference in Berlin.

A strategy for dealing with the problems of Southwest Asian opium/heroin was discussed and finalized at that Conference. It called for diplomatic and assistance approaches to government of countries as near to the source of opium as possible.

In accordance with that strategy, the Bureau would argue for approaches to both the Afghan and Iranian governments on narcotics control issues as soon as any such approaches were possible diplomatically, and had a reasonable chance of success.

In general, the approaches would begin with a diplomatic appeal at a high level calling for cooperation in narcotics control as a politically neutral goal of international relations. The possibility of bilateral U.S. assistance to the Governments of Iran and Afghanistan to advance narcotics control objectives would have to be

assessed in the context of our overall relationships with these two countries, U.S. policy with regard to assistance to oil producing nations and with specific project proposals on the table. But, the Bureau would argue not to rule this option out a priori.

Finally, it is clear, as the Bureau has pointed out in the past, that the United Nations Fund for Drug Abuse Control (UNFDAC) might have readier access to both Iran and Afghanistan than United States' bilateral narcotics programs. This option should be kept open to allow increased flexibility in developing an appropriate response to the Southwest Asian opium/heroin problem.

*Question No. 10.* Discuss the Department's commitment to global demand reductions. What specific bilateral and multilateral programs are being planned? Where are our international demand reduction efforts most successful?

Answer. Demand reduction is an integral element of the Bureau's narcotic control program for both political and humanitarian reasons. Addiction and the health and social costs of drug abuse creates serious political problems for victim countries. For less developed countries the problem is intensified because drug abuse increases the already exorbitant demands upon the economy's health dollars and the country's limited pool of trained personnel.

The Bureau supports a global effort in demand reduction by:

- (a) providing direct technical assistance and training support payed for with its own funds, as in the case of Thailand and Malaysia;
- (b) making such support available to other countries, which can pay for it, on a cost reimbursable basis, as is proposed for Malaysia;
- (c) encouraging international exchange of technical expertise and experience, such as in INM supported conferences;
- (d) providing funds to UN organizations to facilitate the demand reduction programs which form part of their international mandate.

For 1981, INM proposes a series of programs for Europe, Asia, and Latin America. In Europe, we anticipate further progress in the development of a means of using common drug abuse indicators. Although no further financial contribution will be made to the OECD, we do propose to indirectly support this activity through the Central Working Group in which the US and Federal Republic of Germany collaborate. INM proposes also to sponsor a workshop in the US in which representatives of both the US and FRG demand reduction systems will critically review technical approaches to common problems.

In Latin America, the Bureau will work closely with the governments of Peru and Ecuador in further developments of their prevention initiatives. While no formal bilateral agreement on demand reduction is planned with Colombia, we anticipate on-going support through provision of technical assistance of the country's demand reduction programs. While the current political situation in Bolivia precludes demand reduction program activity at present, it is expected that in the future the US and Bolivia will enter into a bilateral endeavor.

Latin American countries are sitting on a powder keg with respect to narcotics abuse. The high level of drug production in the region has not yet had a major impact because the traffickers still prefer to sell drugs for hard currencies. Should overproduction occur, or should consumption in the northern consumer countries drop, they are the nearest markets. Their governments are ill prepared to cope with the problems that will confront them.

In Southeast Asia, the Bureau will continue to work with the Government of Thailand and Malaysia. In Thailand, further technical refinement and expansion of the treatment systems are planned. In 1981, the Office of Narcotics Control Board (ONCB) will turn toward the development of a prevention methodology which will be suitable to the culture. In Malaysia, the Bureau will provide backup support to a team of three trainer-advisors whose services have been made available in the country. Also proposed is an intensive training course on management which will be designed for the central drug abuse policy coordinating agency, the DADAH Secretariat.

INM also anticipate further multilateral collaboration in the Southeast Asian, or ASEAN region. Already planned is a physicians' training course for Indonesia to which will be invited representatives from other ASEAN countries. Other collaborative efforts are being planned which will involve the countries of the region, through both the Colombo Plan and the Narcotic Coordinator's office of the American embassies.

In Southwest Asia, INM will collaborate with the Government of Pakistan in epidemiological studies of drug abuse in the country. Technical assistance to their treatment program development is also being considered. Any collaboration with the governments of Iran and Afghanistan is not possible at this time.

The clearest example of a successful collaboration in demand reduction to date has been that to the USG-Royal Government of Thailand Project with the Bangkok Metropolitan Health Department (BMHD). This program was initiated with the excellent collaboration of the National Institute of Drug Abuse, and involved a long-range plan to increase the city's capability to provide limited treatment to the burgeoning addict population concentrated in the city. INM has provided funding to train personnel and to equip several clinics distributed throughout the city. Over the past three years, the number of clinics has increased from three to nine, pressure caused by the large untreated population has been reduced, and the BMHD authorities are not able to begin development of longer-term, treatment and prevention programming.

*Question No. 13.* Characterize the projected overall international narcotics picture for the 1980's. Does the Department foresee areas of imminent danger in terms of narcotics cultivation?

Answer. Narcotics production is not expected to abate in the 1980s. Indeed, the possibility of new markets being developed suggests that total cultivation could increase. Of the current producing countries, only Mexico is curbing heroin production so effectively that the threat from the country can be considered under control. Coca production may continue to increase. A major question is whether or not marijuana cultivation will continue to increase, and where that will occur.

## DEPARTMENT OF JUSTICE—DEA

DRUG ENFORCEMENT ADMINISTRATION,  
OFFICE OF THE ADMINISTRATOR,  
Washington, D.C., December 11, 1980.

HON. LESTER L. WOLFF,  
*Chairman, Select Committee on Narcotics Abuse and Control,*  
*U.S. House of Representatives, Washington, D.C.*

DEAR CHAIRMAN WOLFF: Enclosed are the responses to the questions which you submitted to DEA following the oversight hearings your committee held in September. I believe these answers respond completely to the issues raised.

Sincerely,

PETER B. BENSINGER, *Administrator.*

Enclosures.

### THE HOUSE SELECT COMMITTEE ON NARCOTIC ABUSE AND CONTROL

Questions and answers submitted to DEA following the September 23, 1980 Hearing concerning the Federal Drug Strategy.

*Question 1.* DEA's prepared statement cites the National Narcotics Intelligence Consumer's Committee figures of a 69 percent increase in retail level of cocaine sales from 1978 to 1979, thus making cocaine the top illicit income producer. In light of this information:

A. What is the time frame being considered for a long-range cocaine strategy, i.e., three years, five years, etc?

(1) Please give the date the strategy planning began, and the targeted completion date.

(2) Describe the composition of the task force planning the strategy. Are equal members of the International Narcotics Matters Bureau of the State Department and DEA represented?

(3) Upon completion, please provide a copy of the cocaine strategy for our records.  
Answer. The Bureau of International Narcotics Matters at the Department of State has been responsible for the development of a five year cocaine strategy. DEA is aware that I/NM has submitted the cocaine strategy to Mr. Lee Dogoloff, Associate Director for Drug Policy, Domestic Policy Staff.

DEA feels that a comprehensive long range coca plan must address the illicit trafficking area and have enforcement initiatives directed at this traffic as well as initiatives to reduce and control coca production.

*Question 2.* Given the major importance of Bolivia in the cocaine traffic and the increased availability of cocaine in this country, why wasn't DEA presence in Bolivia reduced rather than removed altogether?

Answer. During the Bolivia strategy meetings held at the Department of State, DEA requested that two special agents and one secretary be permitted to remain in Bolivia and their work be supported by two agents and one secretary in Brazil and Argentina. DEA was overruled by Department of State/ARA because DEA's request was not consistent with ARA strategy for Bolivia.

*Question 3.* Describe the impact on your enforcement efforts by not having DEA present in Bolivia at this time. What steps have been taken to fill the intelligence gap?

Answer. The full impact of the loss of DEA presence in Bolivia has yet to be felt. Intelligence indicates that a consolidation process is proceeding in Bolivia where major traffickers are eliminating or absorbing small and mid-sized trafficking operations. This process will create a small number of highly organized, politically insulated and enormously wealthy groups of traffickers that will be difficult to immobilize.

To fill the intelligence gap, DEA has assigned two experienced senior agents to the task of servicing DEA sources that continue to be available to us. However, DEA feels it is necessary to have DEA agents in Bolivia to effectively curtail the flow of cocaine from that country.

*Question 4.* Is legislation required to employ a cocaine precursor chemical control program? How would the control program be implemented? Who would have prime responsibility for said controls?

Answer. Legislation should be passed to require importers of cocaine precursors to secure the certification of each order by their government before submitting it to the U.S. chemical distributor. A copy should be provided to DEA so that importers can be fully identified and their legitimate need for precursor substances verified. Although chemicals used in cocaine production have legitimate application, investigation had determined their use is frequently misapplied in cocaine producing countries. Legislation to restrict precursor exports to bona fide users would not impede free enterprise with legitimate importing firms, and would be instrumental in preventing precursors from falling into the hands of cocaine producers. Moreover, legislation requiring verification of authentic needs would serve as a precedent for other precursor producing countries, and encourage importing countries to control the internal distribution of such imported substances. At the U.S. Government's urging, Brazil, which is the only producer of precursor chemicals in South America, has already legislated controls over production and distribution. To be fully effective, all countries involved in precursor supply as well as all countries importing precursors who also produce cocaine should initiate controls to prevent misuse.

*Question 5.* As Administrator for the Drug Enforcement Administration, please describe what action is necessary by the Federal Government to put forth a consistent marihuana policy.

Answer. The policy of the Federal Government is to discourage the use of marihuana. In the international areas, the United States has fostered diplomatic and enforcement initiatives against marihuana and given increased attention and visibility to the international narcotics effort. Nevertheless, these initiatives have not been matched by similar ones regarding domestic marihuana. The result has been a perception of internal indecision with regard to the marihuana issue. To merely discourage the use of marihuana is not enough, particularly when our foreign policy encourages that stronger measures be taken abroad.

The Federal Government needs to establish an unequivocal policy regarding marihuana and then implement a strategy which includes corresponding domestic and foreign initiatives. It is also important that the Surgeon General of the U.S. speak out on the dangers of marihuana use.

*Question 6.* Has the Justice Department issued guidelines for U.S. Attorney's to follow in accepting or declining prosecution of marihuana traffickers?

Answer. In the U.S. attorney's Manual Sec. 9.101.400 guidelines are provided and are applied to all controlled substances. The section discusses considerations which should govern in deciding whether to prosecute controlled substances in federal courts and in determining under what circumstances such cases should be referred to state or local prosecutors for appropriate action.

*Question 7.* When the U.S. Attorney declines prosecution of certain marihuana violators, can you give some indication as to how often State authorities are willing or able to accept those cases referred to them for prosecution?

Answer. DEA does not have statistics which show how often State authorities are willing or able to accept marihuana cases referred to them for prosecution. The U.S. Attorney's Manual Sec. 9.101.400 states that if a U.S. Attorney declines to prosecute a controlled substance case and thereafter a state and local prosecutor also declines prosecution, the Drug Enforcement Administration should be afforded an opportunity to again request federal prosecution consideration. Such cases should be prosecuted unless prosecution does not appear to be in the public interest.

*Question 8.* You have many times supported an aerial herbicide eradication program using paraquat as the most cost effective method for reducing the supply of marihuana. What support have you received from the State Department for this form of supply reduction? In addition, what is the reaction of the Colombian

Government to an aerial eradication program in their country based on what we understand has been their favorable reaction to the Mexican Government's effects?

Answer. I/NM has recently begun working with DEA in an effort to get the law changed, but has not publicly supported use of paraquat because of the restrictions placed by the Foreign Assistance Act on providing narcotic control assistance to a foreign government which uses paraquat to eradicate marihuana.

The Colombian Government appeared to be enthusiastic about a herbicide eradication program early on. However, the lack of support from the United States Government and the official USG policy concerning use of paraquat has dampened this enthusiasm considerably. Our reluctance to use herbicides to eradicate marihuana domestically has also set a bad example and caused the Colombian Government to reconsider its positions. These things along with an increase in the mixed planting of marihuana with food in the Guajira region, has caused the Colombian Government to now oppose herbicide eradication unless an environmental impact study is done which indicates the herbicide will not damage the environment or harm the inhabitants of the area.

A herbicide program is the only solution to the marihuana problem. Military interdiction efforts in the Guajira region, while resulting in large seizures, has not been effective in curbing the flow of marihuana from Colombia.

There are some elements of the Colombian Government who support legalization of marihuana for export only. More and more Colombians are becoming convinced that the U.S. plans to legalize marihuana and is pushing eradication in other countries in order to monopolize the market with domestically grown marihuana. While this element is small and does not have the support of President Turbay, it continues to grow and could prove extremely detrimental to a herbicide eradication program. Action must be taken in the very near future.

*Question 9.* Does DEA have sufficient administrative flexibility to carry out long range strategies to immobilize major trafficking organizations? Please explain.

Answer. Yes. In attempting to immobilize major drug trafficking organizations, administrative flexibility is of the essence. To respond to this need, we have implemented the CENTAC program, the mobile task forces, and have developed contingency plans for the redeployment of resources to address unique situations, such as the Southwest Asian heroin threat. Congress has also further aided our efforts by enacting the Racketeer Influenced Enterprise statute, and Section 881 of the Controlled Substances Act.

While these are valuable weapons with which to attack major drug trafficking networks, it is important to realize that these networks and most major drug violators operate at an international level with multi-million dollar profits. These profits provide them with a flexibility that is difficult to emulate. They are not constrained by statutes, such as the Financial Privacy Act and the Tax Reform Act, by MODE restraints, nor by budgetary considerations. It is largely due to our administrative flexibility that we are able to attack major drug trafficking organizations despite these constraints. However, DEA feels that it is necessary to attack drugs at the source, the present mode and ceiling restrictions on DEA personnel overseas have curtailed our overseas initiatives.

*Question 10.* Do you have the necessary funds to rotate personnel to meet changing patterns of drug trafficking?

Answer. With prioritization of personnel transfers we are able to provide for necessary rotations of staff and other permanent moves relating to changing patterns of drug traffic within the currently available funding level. However, the increase in cost of permanent changes of station and budgetary constraints have forced a reduction of 25 percent in the total number of permanent moves over the past three years. DEA management also must consider the present economic situation resulting in extremely high mortgage interest rates. This places an unfair economic burden on DEA personnel who are transferred. DEA encourages legislation which would lessen the financial loss of employees who are transferred to meet enforcement priorities.

In the short term, to meet the changing patterns of drug trafficking, agents are placed on temporary duty assignments to the extent allowed by currently available resources and authorizations.

Any general limitation on travel could have a significant implication on our ability to transfer personnel to meet the changing traffic patterns.

*Question 11.* Are you able to transfer personnel so that they receive diversified experience gained by working in different regions? If not, what is needed?

Answer. Until recently, DEA was able to transfer personnel so that they could receive diversified experience. However, with the rising expenses for transfer and the lack of sufficient funds, this practice has been modified to accommodate present fiscal restraints.

**Question 12.** Has DEA increased the number of agents overseas to provide the manpower needed to carry out the White House strategy of focusing primary attention on international narcotics control in source and transshipment countries?

**Answer.** DEA has had to decrease the number of agents overseas by order of the OMB. At the present time, the number of agents abroad is at the bare minimum level. Further cuts will severely cripple the program.

**Question 13.** In light of continuing cutbacks in funds and the increased cost of purchasing the evidence and information, has DEA suggested legislation which would enable them to use funds confiscated during an investigation, rather than having those funds revert to the main Treasury? In addition, what recommendations have been made to regain those funds used for "buy money" once the investigation has been completed? Enclosed is HR 8233 introduced by Representative Benjamin Gilman and cosponsored by other members of the Select Committee. We would appreciate your comments on the bill.

**Answer.** Section 516(b) of the Controlled Substances Act (21 USC 886 (b)) presently provides for recovered Official Advanced Funds to be returned to the DEA appropriation. This procedure has always been applied to specific funds identified by serial number. There has been no specific provision proposed to recover funds used for purchase of evidence after the investigation is closed.

DEA has requested as a change in the Senate version (S 2377) of the fiscal year 1981 Department of Justice Authorization Bill now pending in Congress, the following authority: (1) the application of moiety provisions to pay awards to informers, (2) the payment of such awards from the proceeds of sale of the seized property, and (3) prohibit payment for the value of contraband.

At the present time, all funds seized by DEA are deposited in the general fund of the U.S. Treasury. HR 8233 would provide for seized funds to be used for the purchase of evidence and other information in connection with investigation of violators of 21 USC 881. The Department of Justice is presently preparing a response report concerning HR 8233 which will be submitted to the House Committee on Interstate and Foreign Commerce.

**Question 14.** Because DEA's major thrust is to immobilize major traffickers, please provide for the record a total breakdown of arrests for 1979 and 1980, reflecting the number of defendants classified as Class I violators and whether they are part of a conspiracy investigation.

**Answer.** To give meaning to arrest indicators DEA has instituted a system to classifying drug traffickers according to their significance in the drug traffic. The most significant violators are Class I and the least significant are Class IV. Class I and II violators are interstate or international traffickers and laboratory operators, financiers or heads of criminal organizations.

It is noteworthy that beginning in 1979 and continuing through 1980 roughly two thirds of all DEA arrests were made in investigations which targeted major violators (Level I and II cases).

**Question 15.** At the oversight hearing held in June 1979, DEA advised an ex parte order to obtain information from IRS had been used only on one occasion (the Nicky Barnes case) because of lengthy delays. Inasmuch as emphasis has been placed on financial investigations, has the procedure been improved upon, and are you now receiving expeditious support to your requests? If so, how many court orders have been requested since June 1979? Do you believe a change in the law is needed to improve your ability to obtain such information?

**Answer.** Requests for ex parte orders are handled by the Office of Legal Support in the Department of Justice. The procedure to obtain ex parte orders has been changed in the form of an IRS Operational Guidelines change requiring IRS response to ex parte orders within 45-60 days. Since June 1979, DEA has made 67 ex parte order requests and have received 67 positive disclosure responses.

DEA supports the Tax Disclosure Amendments (S. 2402, 2403, 2404 and 2405) as introduced by Senator Nunn during the 96th Congress. Senator Nunn's bill would facilitate federal law enforcement access to tax information in non tax criminal cases by clarifying ambiguities in the existing law, by streamlining disclosure procedures and by making appropriate distinctions between privacy right of organizations and individuals.

**Question 16.** Your statement mentions "the current bail and sentencing situation" as one area in which "there is an opportunity for legislative reform". What specific changes in current bail and sentencing procedures do you think are necessary?

**Answer.** The present bail system fails to deal effectively with the problem of crimes committed by defendants on bail. Defendants on bail are consistently being arrested by DEA for major drug violations. Federal bail statutes specify that judges in deciding bail, must only consider what is necessary to secure the defendant's future court appearances. The law does not permit a judge to consider the defend-

ant's potential danger to society while he is released. As the law now stands, a judge can only consider the defendant's danger to the community after he has been convicted and while he is on appeal.

DEA supports a bail reform system which would allow a judge to consider a defendant's potential threat to the community. In addition, restrictions and conditions should be considered in cases where bail is granted, for example: the defendant while on bail will report to appropriate authorities on a regular bases and the defendant will avoid contact with witnesses. In addition, it should be mandatory that a consecutive sentence be imposed if a defendant is convicted of a crime committed while he was on bail.

There is also an opportunity for legislative reform with regard to sentencing. The severity of sentences imposed varies from judge to judge because the law sets vague guidelines for issuing a sentence. DEA favors legislation which would establish sentencing guidelines and which would require that if the judge departs from the recommendation (not within, for example, a 10-15 year range), he would be compelled to explain his rationale in writing and for the record.

DEPARTMENT OF THE TREASURY,  
U.S. CUSTOMS SERVICE,  
Washington, October 18, 1980.

HON. LESTER L. WOLFF,  
*Chairman, Select Committee on Narcotics Abuse and Control, House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: We appreciated the opportunity to speak before your committee on September 23rd on "The Federal Drug Strategy: Prospects for the 1980's". I hope that my testimony provided added insight to this area.

We have enclosed our written replies to your follow-up questions of October 2, 1980. We, too, regret that time constraints precluded a discussion of all issues raised, but we believe that our responses to you will provide your committee with the necessary information desired.

Again, we wish to express our appreciation for being allowed to meet with your committee, and if we can be of further service, please contact us accordingly.

Sincerely,

WILLIAM T. ARCHEY,  
*Deputy Commissioner of Customs.*

Enclosures.

*Question No. 1.* In the past, Customs has cited a lack of the strategic intelligence to be provided by DEA. Has there been any improvement in the type of intelligence provided, e.g., modes of travel; shipping routes; ports of entry; personal profiles, etc?

Answer. Over the past several years, efforts by both the Customs Service and the Drug Enforcement Administration to orient each other on their respective intelligence requirements have resulted in increased awareness by both agencies in the area of intelligence. Joint programs such as the Integrated Airport Program and the Southwest Asian Heroin Awareness program and others have had a positive impact on clearly identifying existing intelligence gaps and new methodologies to provide support to the Customs Service interdiction mission.

Among the means by which the information flow has been stimulated are the monthly meetings which are now held between Customs and DEA to further integrate programs that impact on both agencies, as well as seek solutions to any problems which may arise. New initiatives have developed from these meetings which have helped to encourage greater cooperation and new approaches to common problems.

In 1976 a Customs Intelligence Research Specialist was assigned full time to work at DEA Headquarters with complete access to all DEA case files and incoming cable traffic. As a reciprocal measure, DEA detailed a representative to the Customs intelligence component in January 1980. Customs and DEA conduct almost constant evaluation of the exchange of enforcement data and are constantly seeking methods to improve both the quality and quantity of intelligence available with regard to the narcotic enforcement effort.

While DEA's basic mission differs from that of Customs, and DEA's intelligence needs and priorities also differ, DEA's efforts to service Customs requirements have shown marked improvement over the past year. With continued joint efforts on the part of Customs and DEA, the flow will continue to improve.

*Question No. 2.* Has Customs participated in the training of DEA personnel to ensure there is a clear understanding of the type of intelligence which Customs requires in their interdiction efforts?

Answer. DEA's enforcement philosophy is fundamentally different from that of Customs. DEA's primary concern is with the removal of drugs in foreign areas or after they have entered the U.S. and are available on the open market. Customs role is limited to interdiction and the seizure of the narcotics during the process of their entry into the country. However, over the past several years, efforts by both the Customs Service and Drug Enforcement Administration to orient each other on their respective intelligence requirements have resulted in increased awareness by both agencies in the area of intelligence.

Customs and DEA have developed a number of joint programs designed to improve the understanding of each others needs and requirements, and to improve the overall enforcement posture of the Federal Government. Customs and DEA developed a pilot test program in 1978 whereby one or two Customs special agents have been assigned to the DEA office in Bogota, Colombia. These agents could augment the narcotics efforts of both DEA and Customs, and were able to collect information on cargo shipments, currency flow, weapons trafficking, etc., which have a direct impact upon Customs mission. Although this program is temporarily suspended, (see question No. 3), initial indications are that this is a very fruitful joint endeavor. In 1979, a Customs intelligence analyst travelled to Bogota to brief DEA and State Department personnel on Customs intelligence needs and requirements. This liaison trip has proved to be of tremendous benefit to the Customs Service.

Additional programs include the Southwest Asian Heroin Awareness program. During the period April-August 1980, Customs and DEA participated in a joint briefing program on the Southwest Asian heroin threat. The briefing was provided to Customs and DEA field personnel assigned to Baltimore, Dallas, Philadelphia, New York, Boston, and Chicago. Another on-going program is the DEA/Customs Integrated Airport Program. This program is a current working agreement for the interdiction of narcotic and dangerous drugs at U.S. airports, by Customs and DEA. Customs intelligence representatives also present periodic briefings at the DEA Foreign Intelligence Collection Course, before DEA agents and intelligence analysts preparing for overseas assignments.

*Question No. 3.* In what ways has the presence of U.S. Customs Agents in Colombia assisted interdiction efforts in the U.S.?

Answer. Since March of 1980 Customs efforts to obtain a permanent criminal investigator in Bogota have been unsuccessful for such reasons as the recent political unrest which resulted in Ambassador Asencio being taken hostage, and the ceiling of MODE positions on foreign assignments allotted to Customs by the U.S. State Department. Also, further attempts to obtain additional TDY assignments to Bogota (the last assignment terminated in February 1980) have been stymied by the Deputy Chief of Mission in Bogota, who is insisting that Customs obtain a permanent MODE position from the State Department which we have been unable to do.

However, for over 20 months, commencing in August 1978, the Customs Service occupied a professional criminal investigator position in the Drug Enforcement Administration's (DEA) office in Bogota, Colombia. This position was filled by short-term recurring TDY assignments with the concurrence of the Department of State, Ambassador Diego Asencio, and DEA. The short-term assignments were usually of 120-day duration.

As a result, Customs has gained an in-depth knowledge of the illegal currency flow connected with the drug traffic between the U.S. and Colombian, and of investigative methods necessary to apply U.S. and Colombian currency laws. The principal currency movements and manipulations are identified as follows:

(1) The covert transportation of currency by U.S. drug purchasers traveling from the U.S. to Colombia. This type of movement is prevalent with U.S. customers who have their own means of transporting their contraband from Colombia to the U.S.

(2) The U.S. export by Colombian drug sellers of expensive vehicles and other high market value merchandise converted in the U.S. from other drug proceeds. This type of currency manipulation allows the Colombian drug sellers to turn their U.S. dollars into Colombian pesos at a profit and without risk of being detected for a currency smuggling violation. Colombian import laws are violated because high market value merchandise must be grossly undervalued to offset a 100 percent plus import tax.

(3) The covert transportation of drug money from the U.S. by Colombian drug sellers who report the currency as proceeds of a bogus Colombian export business. This manipulation allows the Colombian drug sellers to exchange their U.S. dollars into pesos under the cover of a legitimate enterprise, and at the same time receive the most liberal rate of exchange allowed to such businesses.

Effective bi-country investigation of the illegal currency flow requires ongoing daily coordination in Bogota with Colombian counterparts. Our TDY assignments there have been helpful in assessing the problem and for making initial contacts



with Colombian currency control and Customs officials. However, the lack of permanency in the assignment has been disruptive in maintaining rapport with local officials. A successful long range effort will require the full-time attention of permanently assigned agents before interdiction measurement can be made.

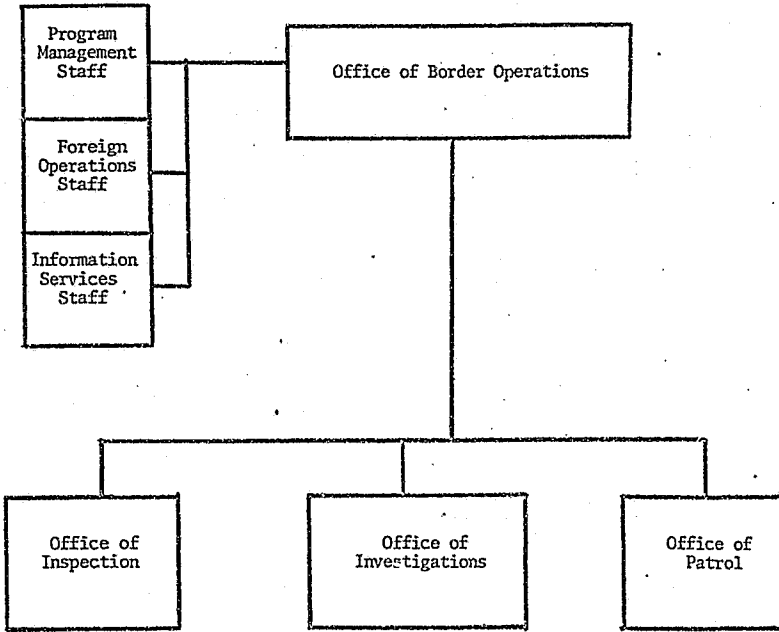
*Question No. 4.* Please provide the Committee with an organizational chart which will reflect the reorganization of border operations. What methods have you used to evaluate the effectiveness of this reorganization over the past year?

*Answer:* As requested, a new organizational chart of the Office of Border Operations is attached, together with functional statements of the various component elements.

By housing all of Customs enforcement entities in one organization, separate from non-enforcement operational elements, we believe we have achieved better unity and cohesiveness. We have been able to integrate all our enforcement efforts in the areas of inspection and control of cargo and passengers; policing of ports and borders; investigation of fraud and non-narcotics smuggling; collection, analysis and dissemination of intelligence; and the training of foreign Customs forces in narcotics interdiction. To evaluate the effectiveness of this new mode, we have instituted studies on performance measurement, a national enforcement strategy, the Patrol air program, the Patrol itself, the detector dog program, investigative case priorities, and cargo smuggling. Most studies, formulated under a Program Development Plan, have either not been completed or are in the process of analysis. Those that have been completed have enabled us to deploy our resources in the areas of heaviest enforcement payoff.

Attachment.

OFFICE OF BORDER OPERATIONS



## OFFICE OF BORDER OPERATIONS

The Office of Border Operations is responsible for management and control of all U.S. Customs Service Border Operation Programs. Formulates plans, policies, and programs relative to the interdiction of smuggled merchandise and contraband, the detection of violations of Customs and related laws, and the protection and collection of the revenue. Specific responsibilities include management of:

The *investigative functions* of the U.S. Customs Service which entail investigations of all violations of Customs and related laws and regulations from both domestic and foreign offices. U.S. Customs has over thirty (30) investigative programs.

U.S. Customs Service *inspection functions* which include the inspection of persons; examination of baggage and cargo arriving into the United States; control of vehicles, vessels, and aircraft arriving and departing the United States; control of merchandise in Customs custody and export control activities.

Customs *patrol functions* which deter and detect prohibited entry of contraband or other Customs and entry-related violations through land, sea and air patrol operations.

The *Foreign Customs Assistance Program* which supports domestic enforcement through cooperative international efforts, providing operational advisory teams, formal Customs training, and observation training tours for other countries; Customs personnel both in the United States and overseas.

The *information services function* which collects and analyzes field-generated enforcement and commercial operations data, providing analyses of violation patterns, operational enforcement techniques, strategic assessments of enforcement policy and other information required to make policy and management decisions.

## PROGRAM MANAGEMENT STAFF

The Program Management Staff assists the Assistant Commissioner for Border Operations and his directors by overseeing the office planning and budget process. Develops and coordinates office policy and provides office-wide guidance, advice and analytic support relative to:

Office and field operational program resource management;

Office workload measurement systems and productivity improvement programs;

Planning and budgeting methodology: assumptions, guidelines and policy;

Systematic monitoring of functional performance;

Defining, interrelationships of Office of Border Operations policies, plans, and program priorities with servicewide policies, plans, and programs;

Conducting Customs compliance measurement activities.

Coordinates the monitoring of program development that involves more than one organization within the Office. Directs the Customs Border Operations training program.

## FOREIGN OPERATIONS STAFF

The Foreign Operations Staff is responsible for developing, coordinating and supporting U.S. Customs mission in two broad areas of international involvement. These areas are:

Assistance programs related to narcotics enforcement, including training and seminar programs, permanent and short-term advisory programs, and executive-level and technical conferences. These programs are, for the most part, financed and monitored by the Bureau of International Narcotics Matters in the Department of State.

General assistance programs which may cover any aspect of Customs business, to include line officer training through graduate-level educational programs; permanent and short-term advisory programs dealing with enforcement, administrative, technical and data processing subjects; and a variety of special programs which are conducted in the United States. Funding for the majority of these programs is reimbursed to U.S. Customs by the recipient country. Programs which are offered multilaterally under the Foreign Customs Assistance Program are funded through AID.

The Foreign Operations Staff is also responsible for the following organizational elements:

Foreign Field Staff—Thailand; Ecuador; Colombia; and Bolivia.

## INFORMATION SERVICES STAFF

The Information Services Staff is responsible for providing management, guidance and development to the information support and intelligence functions within the U.S. Customs service. It supports the Office of Border Operations, the Office of Commercial Operations, other Customs Headquarters managers as well as Regional Commissioners. The staff provides operational intelligence support and strategic assessments to assist in the development of Customs policy and management decisions. In cooperation with operational offices, the staff develops information collection requirements and produces profiles, publications and statistical reports to support management and the operational elements. It is responsible for the development and implementation of intelligence liaison at the national level and assists regional and district managers in developing effective intelligence liaison and programs within their respective jurisdictions. The staff disseminates tactical intelligence received from other agencies and coordinates interregional intelligence activities when appropriate. It also provides for technical coordination with managers of the Treasury Enforcement Communications System (TECS) and other automated information/intelligence systems to assure applicability to both operational and intelligence requirements.

## LIAISON STAFF (HEADQUARTERS)

The Liaison Staff (Headquarters) is responsible for the development and implementation of intelligence liaison at the national level and assists regional and district managers in developing effective intelligence liaison and programs within their respective jurisdiction.

## LIAISON STAFF (FIELD)

The Liaison Staff (FIELD) is responsible for the guidance and management of Customs personnel who are assigned to the interagency element at the EL Paso Intelligence Center (EPIC) in Texas. For administrative guidance and oversight this element is subordinate to the Liaison Staff (Headquarters).

## INFORMATION DEVELOPMENT GROUP

The Information Development Group is responsible for developing and disseminating information collection requirements after verification and validation of these requirements by a panel of user and evaluation representatives. This group manages the overall intelligence cycle which includes identification of requirements, collection, collation, analysis, dissemination and user evaluation. The group reviews, edits and coordinates the production of finished publications and prepares and disseminates statistical data to support both management and the operational components. It provides a technical coordination capability with the Treasury Enforcement Communication System (TECS) and other automated systems and exploits those systems in support of the operational components. The group identifies and provides statistical data to meet management needs during policy development and budgetary cycles.

## OPERATIONAL SUPPORT GROUP

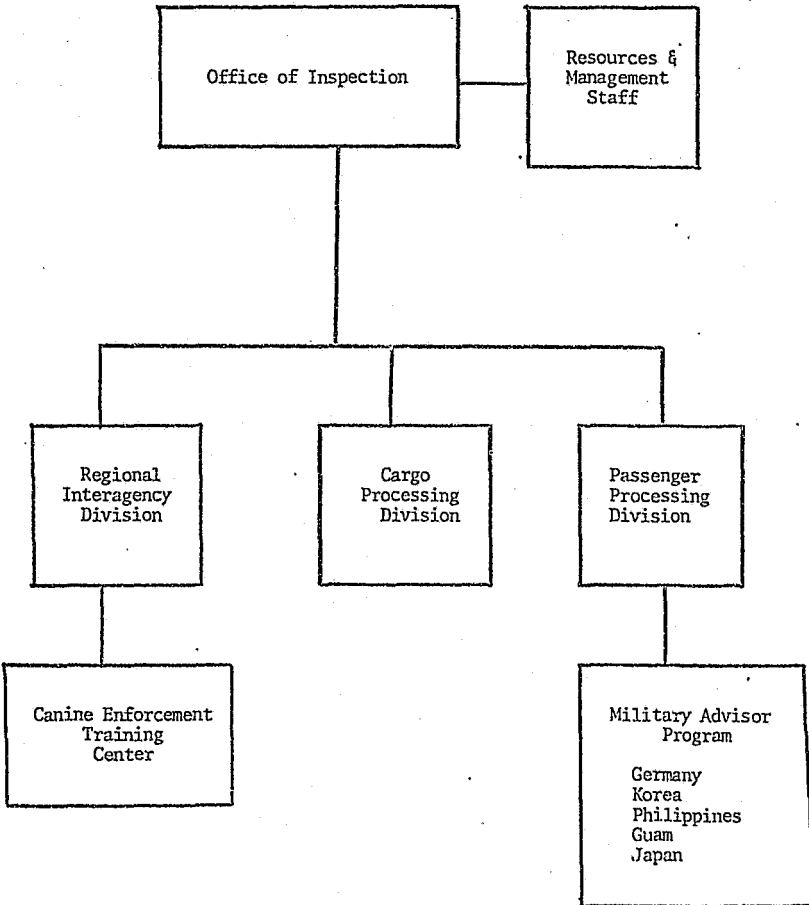
The Operational Support Group is responsible for providing direct analytical support to all Headquarters elements of the U.S. Customs Service including Investigations, Inspection, Patrol and Commercial Operations and assists regional components where possible. It is responsible for the development, coordination and dissemination of tactical intelligence support to the operating elements. The group provides systematic research and near term analysis of all areas related to the Customs enforcement mission including smuggling, currency violation, neutrality matters, cargo activities, fraud, valuation etc. It assists in the planning and development of special enforcement operations and participates in such operations by providing analytical personnel and expertise when necessary. The group initiates and conducts special intelligence programs as required by higher authority.

## ANALYSIS GROUP

The Analysis Group is responsible for developing strategic enforcement trend analyses and forecasts needed by management for policy planning and resource allocation to meet changing circumstances. It identifies historical patterns and projects past and current data as a means of evaluating enforcement effectiveness. The group provides the intelligence input for modification of existing programs or development of new ones. The group is responsible for the Customs foreign intelli-

gence analytical program and receives and reviews all reports regarding foreign areas from a wide range of sources and assesses their impact upon domestic Customs operations. It advises managers and operating personnel of the geographic and political implications of international events. The group directs or participates in special strategic and foreign intelligence programs and produces finished products as required.

OFFICE OF INSPECTION



## OFFICE OF INSPECTION

The Office of Inspection develops, implements, and manages programs for the inspection of persons; the examination and inspection of baggage and cargo arriving in the United States; control of vehicles, vessels and aircraft arriving and departing; control of merchandise in Customs custody; military advisors; and export control activities. Participates in the continuing development of the Treasury Enforcement Communications System (TECS), inspection training, and monitors inspection procedures. Provides expertise, advice and support to other federal agencies (e.g., INS, DEA, FBI, the Department of Agriculture, the Public Health Service, the Secret Service, ATF, etc.) and also to such international activities as the Customs Cooperation Council and the Intergovernmental Maritime Consultative Organization. Establishes standards for the protection of cargo, the operational effectiveness of facilities and equipment, and the establishment of ports of entry.

Under the immediate direction of the Director, Office of Inspection is Congressional Correspondence Program (coordination and control of Office of Inspection responses to Congressional and other priority inquiries).

## RESOURCES AND MANAGEMENT STAFF

It is the responsibility of the Resources and Management Staff to design, implement, and evaluate programs which provide the basis for setting division goals and procuring necessary program resources, and to ensure that Customs facilities in the field are designed and operated to benefit the public and the Customs employees. The staff also manages the development of program and division personnel through appropriate training, resolves staffing problems of an overall or general nature, and develops improved management practices for the division.

*1. Standards and evaluation*

Directs the coordination, control, implementation and evaluation of improved management practices and programs within the division to achieve more efficient and effective operations. Conducts research to provide advice and assistance to the Director and Assistant Director in management, administrative, and organizational problems. Plans and coordinates Inspection and Control program evaluations and inspections of the field service to ensure Servicewide procedural uniformity and policy compliance.

*2. Resource development*

Maintains liaison with Customs Headquarters administrative offices regarding all administrative programs having direct impact on operational matters affecting Inspection and Control programs in general. Develops goals for, coordinates technical assistance in developing course materials for, and evaluates the training of Customs inspectors. Develops and controls the Career Development Program for division personnel. Serves as principal contact between the division and the U.S. Customs Training Center on inspectional matters.

*3. Planning and budgeting*

Operates the division's program goals system which includes participating with the Director and other division managers in formulating program goals for the control and processing of all cargo, persons, and carriers entering the United States. Works with other branches in determining budget, staffing, and training requirements in connection with their respective areas of program responsibility. Studies long-range policy questions, work measurement systems, and other such matters and recommends appropriate action to the Director of the Office of Inspection.

*4. Port requirements and facilities*

Develops, implements, maintains, and evaluates programs designed to ensure that Customs facilities provide a safe and healthy working environment for Customs personnel, and that the latest and most efficient equipment is made available for use in inspection, control, and enforcement programs. Also, strives to provide responsive and quality service to the public, during desirable hours, at convenient locations.

## REGIONAL INTERAGENCY LIAISON DIVISION

The Regional Interagency Division is responsible for providing inspection, enforcement and facilitation liaison with other federal agencies such as INS, DEA, CIA, FAA, APHIS, CAB, DOT, Federal Maritime Commission and the Departments of Justice and Defense. In addition, the division coordinates policy, procedural, enforcement, training and Canine enforcement efforts, with the appropriate Headquarters Office or Division and Regional Offices within the Customs Service and their inter-

agency counterparts outside of the Service. The division is responsible for assuring that the Office of Inspection's enforcement programs are coordinated with the TECS Program, it's intelligence base, communication and detection equipment through liaison with and identifying inspectional needs in the various support groups such as; Law Enforcement Systems Division, Information Services Staff, Research and Development Office, etc.

#### CANINE ENFORCEMENT PROGRAM TRAINING CENTER

The Canine Enforcement Program Training Center is responsible for the development, implementation, maintenance and evaluation of the Customwide Canine Enforcement Program and the application of detector dog techniques to the detection of narcotics and explosives in vessels, automobiles, aircraft, baggage, cargo, people, etc. Assures optimum utilization of program resources and develops international training efforts.

#### CARGO PROCESSING DIVISION

The Cargo Processing Division is responsible for developing implementing, maintaining and monitoring programs designed to provide the most effective and efficient means of examining, inspecting, and controlling (for duty assessment and enforcement purposes) all cargo arriving in U.S. Customs jurisdiction or, for export control purposes, leaving Customs territory. The division is heavily involved with handling the extension of free entry privilege and Customs courtesies. All of the programs of this division require coordination with other federal departments and agencies, and consist of the following:

*Cargo Examination and Inspection* develops, implements, maintains, and monitors programs designed to provide the most efficient and effective means of examination and inspection of cargo with respect to duty assessment and enforcement of Customs and other agency laws and regulations, as well as export control and statistical verification.

*Cargo Movement and Control* develops, implements, maintains, and monitors systems designed to provide the most effective and efficient physical and documentary control of merchandise subject to Customs jurisdiction to assure maximum protection of the revenue and enforcement of Customs and other agencies' laws and regulations. This includes, but is not limited to, transportation in-bond, cargo inventory control and automation of cargo control function.

*Cargo Security and Storage* develops, implements, maintains, and monitors systems designed to provide the most effective procedures to insure proper storage and strict accountability of all merchandise and cargo subject to Customs jurisdiction. This includes, but is not limited to, documentary controls and other procedures with respect to merchandise storage in general order warehouse, duty free shops, other bonded warehouses and foreign trade zones. Also serves as a consultant to other elements of the Customs Service and private industry in cargo protection matters.

*Carrier Control* develops, implements, maintains, and monitors systems which will ensure the most efficient and effective control of carriers through the enforcement of laws and regulations governing the entry and clearance of vessels, vehicles and aircraft. This also includes residue cargo, cargo diversion, and instruments of international traffic.

*Imported Merchandise Quantily Control* develops, implements, maintains, and monitors programs and systems designed to assure carrier accountability for accurately manifesting imported merchandise as established through statutory and regulatory requirements. This includes systems for imported petroleum and petroleum products, vessel, truck, rail and air importations and in-bond movements.

*Diplomatic Privileges* provides technical guidance and assistance to all Customs matters relative to diplomatic privileges and immunities and receives all requests from the State Department and other agencies regarding courtesies, free entry of baggage and importations of property for individuals, foreign governments or international organizations.

#### PASSENGER PROCESSING DIVISION

The Passenger Processing Division is responsible for developing, implementing, maintaining, and monitoring Servicewide operational passenger control systems; to effect practical solutions to day-to-day problems with on-going programs; to provide policy guidance and expertise concerning difficult operational questions from the field; and to provide close coordination with other governmental agencies and international organizations in the following functional areas:



*Air/Sea Inspection* develops, implements, maintains, and monitors Air and Sea Inspection Systems, facilities at all gateway airports and seaports. This includes, but is not limited to, such programs as CAPIS (Customs Accelerated Passenger Inspection System). Close coordination is maintained with other Customs enforcement officers and other Federal inspection agencies.

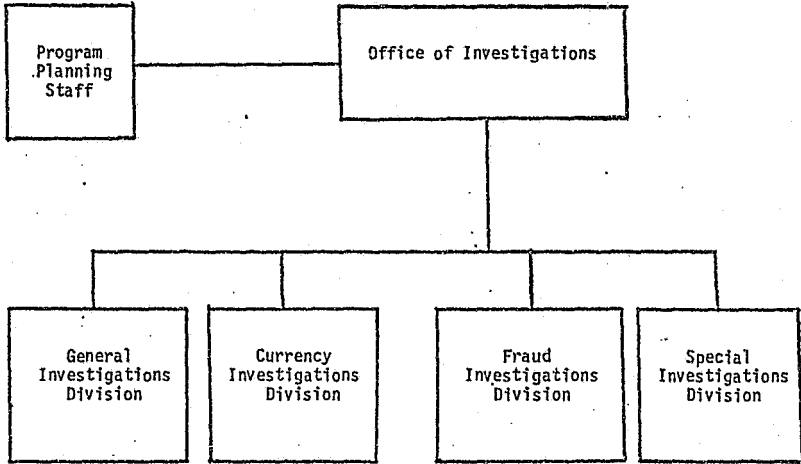
*Border Inspection* develops, implements, maintains, and monitors Border Inspection Systems, facilities configuration, baggage examinations, and enforcement programs at all land border ports. Responsibilities include inspection of persons, automobiles, buses, trains, etc. Close coordination is maintained with other Customs enforcement officers and the other Federal inspection agencies.

*Pre-Arrival Inspection* implements, maintains, and monitors all Pre-Arrival Inspection systems, facilities configuration, baggage examination and enforcement programs. Programs include, but are not limited to, Military Customs Programs, Commercial Preclearance, and VIP flights. Close coordination is maintained with other Customs enforcement officers and the other Federal inspection agencies.

The Division is also responsible for the development, management, maintenance and monitoring of the Military Advisor Program worldwide.

Military Advisor Program—Germany; Japan; Korea; Philippines; and Guam.

OFFICE OF INVESTIGATIONS



## OFFICE OF INVESTIGATIONS

The Office of Investigations is responsible for the following interrelated missions:

Conducts all investigations of violations of Customs and related laws and regulations, and sets policies related to the Regional Investigations Offices. These include: criminal investigations to detect and apprehend violators of Customs and related laws (smuggling conspiracies and organized crime; general smuggling; waterfront pilferage; export smuggling—export control, neutrality violations, and baggage declarations); investigations of petitions for relief from civil penalties resulting from prescribed activities; investigations of potential fraud; currency investigations and currency information exchange.

Provides specialized investigative technical services to support field activities, and monitors the quality and quantity of field investigative activities;

Carries out joint enforcement programs;

Works with Regional Counsels, the Department of Justice, and U.S. Attorneys in order to improve and overall quality of investigative casework;

Collects operational intelligence Customswide;

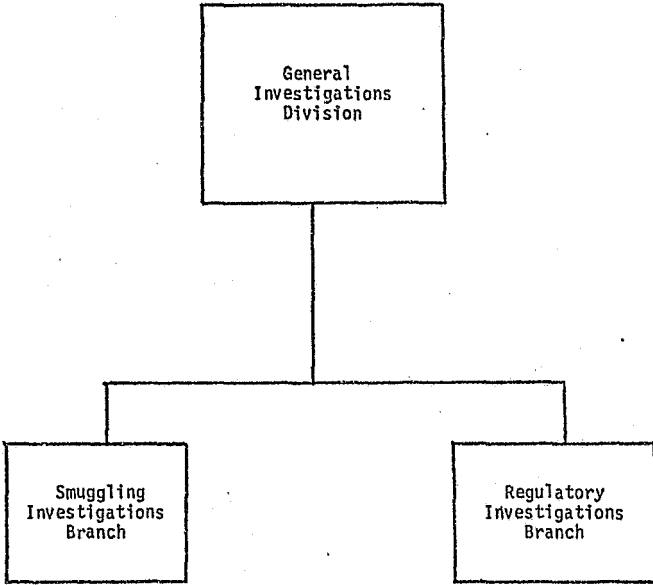
Exercises direct line authority over all Office of Investigations domestic field offices and its foreign field offices: Montreal, Canada; Mexico City, Mexico; London, England; Paris, France; Bonn, Germany; Rome, Italy; Tokyo, Japan; and Hong Kong, B.C.C.

## PROGRAM PLANNING STAFF

The Program Planning Staff is responsible for the following functions:

1. All planning, programming, and budgeting functions.
2. Point of contact for OIA on matters involving management audits of Investigations activities, personnel security matters, etc.
3. Development and maintenance of a Management by Objectives (MBO) program for the Office of Investigations.
4. Development and management information systems needed to keep track of Office of Investigations activities.
5. Evaluation of selected programs and field activities to determine how effectively resources are being utilized.
6. Preparation of management studies to meet specific information requirements.
7. Preparation of responses to Treasury and Customs reporting requirements.
8. OI representative on joint planning committees within Customs.
9. Liaison with other offices in Customs Headquarters to ensure that Office of Investigations requirements are satisfied in a number of support areas: personnel, accounting, ADP, legal, facilities, procurement, and others.
10. Development of new training curricula tailored to the needs of special agents and monitoring of OI training program.
11. Coordination of the staffing and daily operations of Investigations Headquarters staff.
12. Coordination of the staffing requirements for all GS-13 (and above) positions in all foreign and domestic offices.
13. Coordination and control of the issuance, maintenance and disposal of classified and sensitive materials.
14. Control over priority correspondence referred to the Office of Investigations.
15. Establishment and maintenance of a control system to ensure that OI work is produced, reviewed, approved, and released on time.

GENERAL INVESTIGATIONS DIVISION



## GENERAL INVESTIGATIONS DIVISION

The General Investigations Division is responsible for the following functions: Providing advice to the Assistant Commissioner's principal advisor on investigative matters in the areas of smuggling, organized crime, cargo theft, major conspiracies, neutrality and other related categories—including participation in joint planning committees in these areas.

Providing policy and program direction in the above areas to Regional offices, including the development of guidelines to ensure national conformity.

Monitoring and evaluating the investigative productivity of the field offices in these areas—taking into account both the quantity and quality of investigative casework carried out during a given period—and development of recommendations for action by the Assistant Commissioner concerning changes that should be made in field investigative procedures.

## SMUGGLING INVESTIGATIONS BRANCH

The Smuggling Investigations Branch is responsible for the following functions:

1. Developing programs and guidelines for the conduct of investigations in the areas of neutrality, wildlife, smuggling prohibited importations, navigation violations, illegal exportations and related cases.

2. Developing policies for the orderly conduct and coordination of smuggling and related investigations between Regions.

3. Working in close cooperation with the Foreign Investigations Branch, coordinating foreign contacts and investigations required in support of Regional-level investigations involving smuggling activities, neutrality violations and related inquiries.

4. Developing programs for the prevention of illegal importation of endangered species and pornography.

5. Developing procedures, with the Office of Operations, to establish and maintain a closer relationship between Customs special agents, inspectors, and CPO's to encourage the reporting of suspicious individuals and/or merchandise either arriving or departing the United States.

6. Redirecting and expanding neutrality investigations to control the illegal export of arms and ammunitions by maintaining close liaison with other Federal law enforcement agencies, developing new sources of information and establishing close liaison with Mexican/Canadian border inspection personnel.

7. Exercising control over investigations requiring coordination with the Department of Commerce concerning the illegal export of merchandise from the United States.

8. Coordinating all inquiries involving the investigation of navigation, vehicle, and aircraft violations.

## REGULATORY INVESTIGATIONS BRANCH

The Regulatory Investigations Branch is responsible for the following functions:

1. Exercising program direction over investigations involving baggage declaration violations, customhouse brokers and Customs attorneys, cargo theft, irregular deliveries and all other criminal cases.

2. Developing and disseminating innovative investigative techniques to handle regulatory investigation cases.

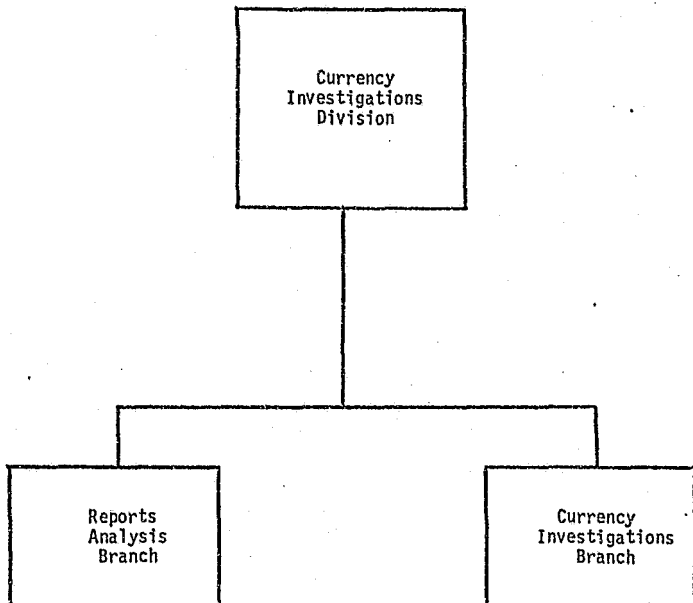
3. Maintaining liaison with the Regional offices to ensure a uniform investigative approach.

4. Developing a program to reinvestigate all Customs licenses and correct identification card holders to detect organized crime infiltration.

5. Expanding the role of Customs strike force representatives in attacking the cargo theft problem and in identifying organized crime and racketeering figures involved in international commerce.

6. Developing new investigative techniques in the cargo theft area including: Surveys of high theft areas to discern patterns in the types of thefts, locations, etc. Use of ADP support in maintaining detailed records on cargo theft loss statistics and in the analysis of theft patterns. Deployment of teams of undercover agents in high theft cargo areas, coordinated with and through the Inspection and Special Investigations Division

CURRENCY INVESTIGATIONS DIVISION



## CURRENCY INVESTIGATIONS DIVISION

The Currency Investigations Division is assigned the responsibilities of coordinating, overseeing and directing the activities of subordinate organizational entities involved in the following:

1. Developing general approaches and specific procedures to most effectively enforce the (Foreign) Bank Secrecy Act; and provide direction over investigations involving violations of the Currency and Foreign Transactions Reporting Act;
2. Recommending financial law enforcement policy;
3. Developing joint financially-oriented investigations which will be performed by field elements;
4. Cooperating with foreign, federal, state, and local law enforcement agencies;
5. Maintaining liaison with the Regional offices to insure a uniform investigative approach;
6. Performing operational and strategic intelligence analyses;
7. Identifying needs for information from existing enforcement data bases;
8. Developing and maintaining relationship with high level Treasury officials, and representatives of various Federal agencies, to foster optimum enforcement of the Bank Secrecy Act;
9. Operates under the functional jurisdiction of the Office of the Deputy Assistant Secretary (Enforcement) when performing the following duties:
  - (A) Conducting routine correspondence with banks and other financial institutions, as well as with members of the general public with respect to filing requirements under the Act.
  - (B) Supervising staff work related to the dissemination of report data to and from other law enforcement agencies and maintains liaison with those agencies.
  - (C) Providing Program Manager with analytical reports pertaining to compliance of financial institutions and others with the reporting requirements.
  - (D) Keeping the Program Manager informed concerning significant developments and staff accomplishments. Prepares periodic reports summarizing results.

## REPORTS ANALYSIS BRANCH

The Reports Analysis Branch is responsible for the following:

1. Performing operational and strategic intelligence analyses as they relate to the reports required by the Bank Secrecy Act and the conduct of financial investigations;
2. Providing periodic management and statistical reports;
3. Identifying needs for information from existing enforcement data bases which when developed will provide investigative leads into suspected violations of the Bank Secrecy Act;
4. Working with and utilizing assigned Office of Data Systems employees in the following areas:
  - (A) Determining application feasibility in terms of existing on-line and off-line systems and other proposed changes. Recommendations for alternative modifications are made when the application is not feasible.
  - (B) Designing the overall data processing applications systems to be employed at the Data Center. In addition to the programming aspect, this includes the necessary office procedures to control input, distribute output, data entry instructions, computer setup and operation instructions.
  - (C) Designing, developing, and implementing new computer applications using advanced programming and design techniques that will enhance and/or increase responsiveness.
  - (D) Designing and programming applications that will enable maintenance of data bases on a "real-time" basis and will enable access and retrieval of data immediately and/or quickly as feasible.
  - (E) Designing sub-data bases utilizing the most efficient access methods and techniques available, taking advantage of the features of the Data Base Management Systems (DMS).
  - (F) Providing a central file of financial law enforcement information.
  - (G) Coordinating and disseminating financial law enforcement information.
  - (H) Developing and maintaining relationship with high level officials within the Treasury Department, the various bank regulatory agencies and

other Federal agencies to foster optimum enforcement of and compliance with the (Foreign) Bank Secrecy Act.

(I) Recommending financial law enforcement policy.

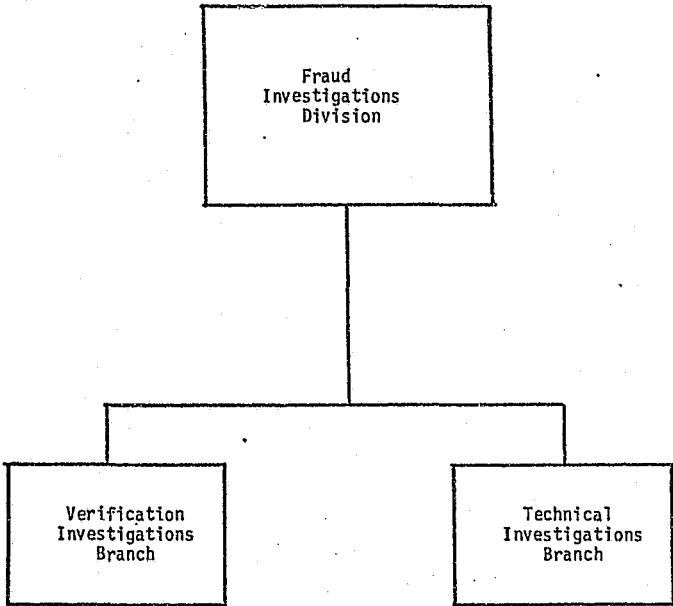
#### CURRENCY INVESTIGATIONS BRANCH

The Currency Investigations Branch is responsible for the following:

1. Developing general approaches and specific procedures to most effectively enforce the (Foreign) Bank Secrecy Act;
2. Recommending financial law enforcement policy;
3. Developing joint financially-oriented investigations which will be performed by field elements;
4. Providing a central file of financial law enforcement information;
5. Coordinating and disseminating of financial law enforcement information;
6. Cooperating with foreign, federal, state, and local law enforcement agencies;
7. Developing strong program and exercise program direction over investigations involving violations of the Currency and Foreign Transactions Reporting Act;
8. Developing and disseminating innovative investigative techniques to handle cases of this type;
9. Maintaining liaison with the regional offices to insure a uniform investigative approach;
10. Developing and maintaining personal relationships with high level Treasury officials and representatives of various Federal agencies, both within and without Treasury to foster optimum enforcement of the Bank Secrecy Act.



FRAUD INVESTIGATIONS DIVISION



## FRAUD INVESTIGATIONS DIVISION

The Fraud Investigations Division is responsible for the following functions:

Providing advice to the Assistant Commissioners on matters related to verification and possible frauds against the revenue.

Providing policy and program direction in the above areas to regional officers, including the development of guidelines to ensure national and international conformity.

Monitoring and evaluating the productivity of all field offices in the fraud investigations area—taking into account both the quantity and quality of investigative casework carried out during a given period—and develop recommendations for action by the Office Director concerning changes that should be made in field investigative procedures.

## VERIFICATION INVESTIGATIONS BRANCH

The Verification Investigations Branch is responsible for the following functions:

1. Exercising program direction over investigations involving drawback; Customs bonds and procedures; collection of duties and penalties; marking of merchandise trademarks and copyrights; and foreign repairs to vessels, vehicles, and aircraft.

2. Developing innovative techniques for handling this type of investigation.

3. Maintaining liaison with regional offices to ensure uniform investigative procedures.

4. Working with other Customs Headquarters offices in undertaking verification investigations.

5. Developing proposed changes to existing regulations, and referring such proposals to the Office of Regulations and Rulings to maintain a strong enforcement posture.

6. Developing ADP technology to support verification of entry, trend analysis and automated intelligence and security systems.

7. Developing a cooperative program of cross-training with both IRS and Customs external audit personnel.

## TECHNICAL INVESTIGATIONS BRANCH

The Technical Investigations Branch is responsible for the following functions:

1. Exercising program direction over investigations in the area of underevaluation, false invoicing, related petitions for relief, and quota violations.

2. Formulating guidelines for the coordination of fraud cases resulting in penalty actions, to ensure that all importations of particular types of merchandise are reviewed.

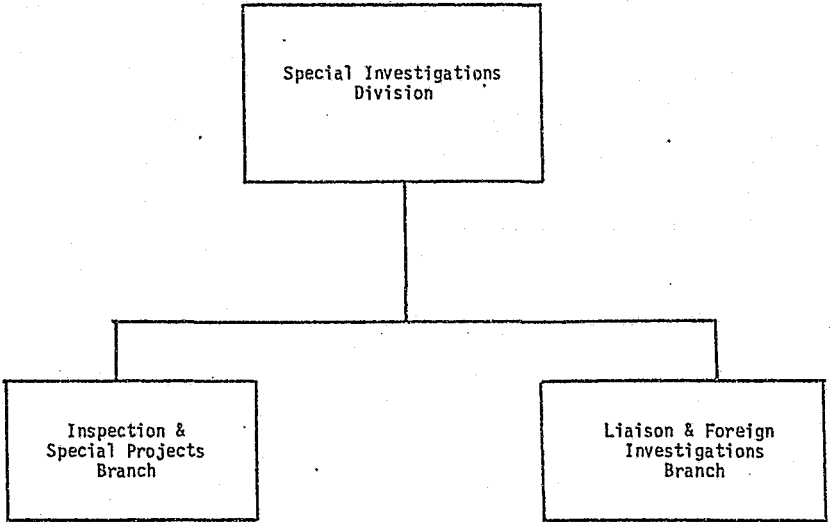
3. Maintaining close liaison with the regional officers to ensure uniformity in the national investigative effort.

4. Developing procedures to establish and maintain a closer working relationship with appraisal and collections personnel to ensure the reporting of possible violations.

5. Expanding the application of computerized investigative techniques throughout the anti-fraud program.

6. Working closely with the Special Investigations Branch in the development of a program to establish informants in the business community and to undertake covert operations to obtain information relating to violations of the revenue laws.

SPECIAL INVESTIGATIONS DIVISION



## SPECIAL INVESTIGATIONS DIVISION

The Special Investigations Division is responsible for the following functions:

Providing advice to the on matters relating to the field inspection program, covert operations, use of electronic surveillance equipment, and technical and administrative support of investigative operations.

Providing policy and program direction in these areas to regional offices, including the developing of guidelines to ensure national conformity.

Monitoring and evaluating the investigative productivity of the field offices in these areas—taking into account both the quantity and quality of investigative casework carried out during a given period—and developing recommendations for action by the Office Director concerning changes that should be made in field investigative procedures.

## INSPECTION AND SPECIAL PROJECTS BRANCH

The Inspection and Special Projects Branch is responsible for the following functions:

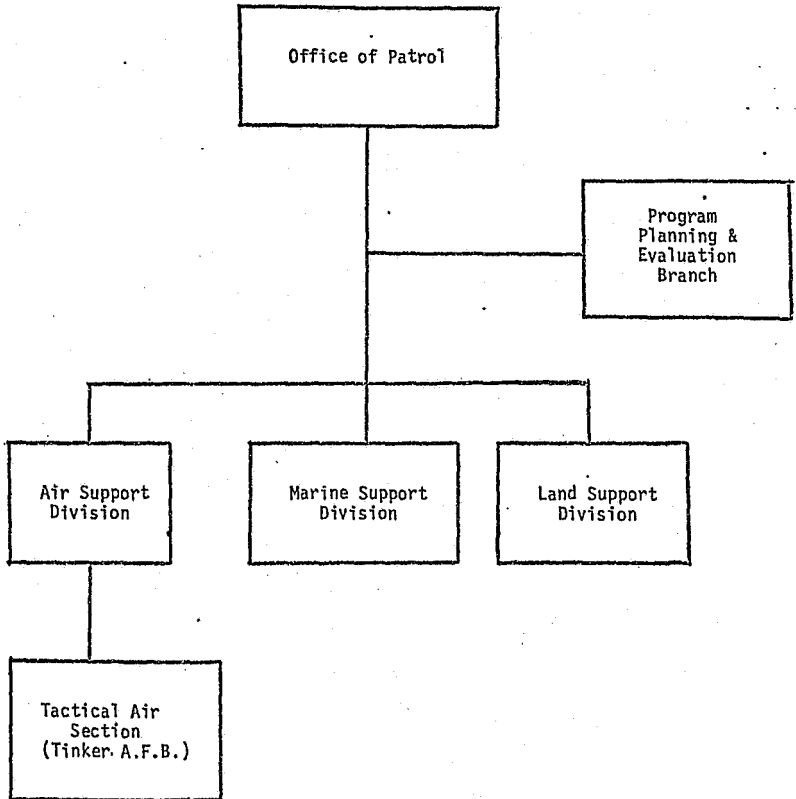
1. Developing programs and guidelines for the conduct of investigations in the areas of Organized Crime and Federal Tort Claims.
2. Monitoring and controlling covert and surreptitious operations.
3. Providing operational technical support for OI field activities, including the development and purchase of investigative aids in conjunction with the Research and Development Office.
4. Exercising control over the use of electronic monitoring equipment.
5. Establishing and maintaining a Field Inspection Program.
6. Providing supervision and guidance in Office of Investigations technical training programs.
7. Representing the Office of Investigations in special multi-office or multi-organizational projects cutting across internal organizational lines.

## FOREIGN AND LIAISON INVESTIGATIONS BRANCH

The Foreign Investigations Branch is responsible for the following functions:

1. Working closely with other branches in the Office of Investigations in the development of policy and program direction for all foreign investigations involving the full range of investigative activities found in domestic office operations.
2. Developing innovative techniques for handling foreign investigations.
3. Serving as the Office of Investigations point of contact for all operational communications with Customs Attaches and Senior Customs Representatives.
4. Maintaining close liaison with the Office of Border Operations and Office of Commercial Operations concerning foreign investigations involving market value, dumping, classification, and countervailing duty.
5. Maintaining liaison with representatives for foreign governments in Washington, D.C., concerning investigative matters related to Customs activities.
6. Formulating programs for the development of information in foreign countries within limitations of local laws.
7. Maintaining liaison with the Office of Regulations and Rulings, Entry Procedures and Penalties Division, to insure prompt moiety payments to individuals in foreign countries.
8. Reviewing staffing and project increases in foreign workloads far enough in advance to obtain OPRED positions.
9. Coordinating the enforcement information received from foreign offices with the Liaison Branch for input to the Customs enforcement information system.
10. Overseeing the function of the Customs representative on the INTERPOL, Washington Staff. Coordinating these activities with Customs needs and coordinating responses to requests received from that organization.

OFFICE OF PATROL



## OFFICE OF PATROL

Provides functional supervision and direction to the entire Customs Patrol by formulating policies, programs and activities relative to the interdiction of smuggled merchandise and contraband, and the detection of violations of Customs and related laws.

Coordinates and integrates Customs Patrol activities and programs with other related Customs programs, with operational divisions and offices, and with those of other governmental agencies.

Makes determinations involving such matters as initiation or curtailment of programs and projects, changes in Patrol emphasis and allocation of resources.

Develops and prepares budgetary studies, prepares budgetary documents and assists the Director in questions of resource allocation.

## PROGRAM PLANNING AND EVALUATION BRANCH

Develops, designs, implements and coordinates evaluation programs to determine workload and program performance.

Monitors program costs and effectiveness in conjunction with long-range planning.

Acts as liaison to all Office of Administration functional areas and directs the coordination, control, implementation and evaluation of all administrative programs of the Division.

Determines CPO training needs and establishes course objectives. Reviews course materials and monitors CPO training at the Operational Training Center, and in the field in accordance with the Training Agreement between the Office of Border Operations and the Office of the Comptroller.

Designs, develops, implements and evaluates servicewide security programs for firearms and special interdiction equipment.

Provides liaison and coordinates responses to inquiries from other Customs offices, other Agencies (such as OMB and GAO), the Department of the Treasury and the Congress.

## AIR SUPPORT DIVISION

Monitors and evaluates performance of regional Air Support Branches in the accomplishment of objectives and in the use of resources.

Issues instructions concerning the information collection functions of the Air Support Branches in the field.

Prescribes objectives for the Air Program and makes decisions concerning conflicting priorities in meeting these defined objectives.

As required, arranges for interregion equipment personnel interchanges and for air support to those regions not having air resources.

Makes day-to-day reviews of sensitive issues dealing with the use of electronic surveillance devices, and air pursuit into foreign air space.

## TACTICAL AIR SECTION (TINKER AIR FORCE BASE)

The Tactical Air Section, Tinker Air Force Base, Oklahoma, is established to further support the Air Support Program of the U.S. Customs Service and is specifically responsible for:

1. Acquiring, tracking and directing the interception of general aviation aircraft engaged in the trafficking of contraband into the United States.

2. The Tactical Air Section is responsible for the coordination of available aviation resources to respond to suspect aircraft identified by the Airborne Warning and Control System (AWACS).

## MARINE SUPPORT DIVISION

Monitors, reviews, and evaluates performance of the Customswide Marine Support Program in accomplishment of objectives and in the use of resources.

Formulates policies, guidelines, instructions, and procedures to insure effective Marine Support Program performance.

Defines marine support equipment requirements; prepares operating instructions for use of equipment; monitors equipment use to insure effective utilization.

## LAND PROGRAM DIVISION

Monitors, reviews, and evaluates performance of the Customswide Land Patrol Program in accomplishment of objectives and in the use of resources.

Formulates policies, guidelines, instructions, and procedures to insure effective Land Patrol Program performance.

Defines land patrol equipment requirements; prepares operating instructions for use of equipment; monitors equipment use to insure effective utilization.

*Question No. 4a.* Has the duplication and overlap which was noted in the ODAP and GAO reports between Immigration and Naturalization and Customs at the border been eliminated?

Answer. Although perhaps not completely eliminated, we have made great strides in reducing the overlap and duplication noted in these reports. Top management officials of both Customs and INS began a series of monthly meetings to discuss matters of mutual concern at ports of entry and to search for ways to improve the processing of persons entering the United States. As a result of these efforts, several agreements, have been signed and new systems or methods initiated to reduce duplication.

Following are some examples of current efforts and recent accomplishments:

(1) Implementation of the Citizen By-pass Inspection System at major airports. This system provides for returning documented U.C. citizens to by-pass INS inspection, pick up their baggage and go directly to Customs inspection where necessary INS functions are performed.

(2) Implementation of one-stop inspection for passengers at the airports of Atlanta, Los Angeles (new international terminal), Philadelphia, Houston, and pre-clearance location at Edmonton in Canada. One-stop inspection is basically a continuation in the development of Citizens By-pass, in that all arriving air passengers proceed directly to the baggage pick-up area without being processed by U.S. Immigration. After receiving their baggage, passengers proceed to the inspection area where they are screened by inspectors who are cross-trained to perform primary examination for all of the Federal Inspection Service. In this respect, one-stop is very similar to inspectional procedures used at the land border ports.

(3) The INS Service Lookout Book was entered into our Treasury Enforcement Communications Systems (TECS). This eliminated querying an arriving passenger's name in two lookout systems when being processed under the Citizen By-pass or One-Stop Inspection Systems.

(4) We will, in the near future, be testing the combination of another INS lookout system, the Alien Documentation, Identification and Telecommunications System (ADIT) into our TECS system for the more efficient processing of aliens arriving at the El Paso land border port of entry.

*Question No. 4b.* Are Customs and Immigration now on the same radio frequency at the Southwest border? This has presented serious problems in joint operations.

Answer. No. It was determined that the cost of converting Customs and INS to the same frequency is prohibitive. However, a test was conducted along the eastern portion of the Texas/Mexican border to determine the feasibility of using scanning receivers to provide a low cost means of communication utilizing present radio systems between Customs and Border Patrol elements. The results of the test were quite favorable. The scanners are now in use in that area and consideration is being given to expanding the program.

*Question No. 5.* Is Customs able to deploy inspectors and patrol officers from one region to another when there is evidence of increased trafficking, e.g., from California to Florida or New York? How much money is available in the budget for temporary duty assignments or transfer? Is there any resistance from personnel or the Customs Union to such moves?

Answer. In responding affirmatively to the first part of the question, I would cite as the most recent examples two major operations in Florida and the Caribbean which were joint narcotics interdiction efforts with the Drug Enforcement Administration. Labeled Operation Boomer Falcon I and II, the activities took place in October 1979, and March 1980.

Both were designed to detect and intercept by use of radar and aircraft, the smuggling of cocaine from Colombia through the Caribbean to Florida in small private planes. Both were eminently successful in terms of effectiveness, results and lessons learned. For its part, Customs committed Patrol, air and ground personnel, aircraft and equipment from all over the country. Beyond that, there is currently underway in our Mid-Atlantic region an operation aimed at uncovering Asian heroin in commercial cargo. On a smaller scale, this has involved Inspection and Patrol personnel and equipment from throughout the region. For these purposes, Customs has set aside \$1.4 million in a special budget account. There has been a minimum of employee complaints, and our union contract recognizes the need for such deployment of personnel.

**Question No. 6.** With greater emphasis being placed on technology by Customs, how much of the budget is earmarked for technology research and development? What percentage does this represent of overall funds designated for interdiction efforts?

**Answer.** In fiscal year 1980, \$3,350,000 was earmarked for technology research and development. This was 4.3 percent of the resources devoted to narcotics interdiction in that year.

**Question No. 7.** What is Custom's policy for handling individuals found at the border in possession of marijuana? Does the policy set guidelines with regard to handling various quantities? If so, describe. Does Customs conduct any checks to determine if any individual in possession of small quantities of marijuana may, in fact, be a Class I violator?

**Answer.** All violations of the Controlled Substances Act are referred to DEA. Whether or not DEA accepts specific marijuana cases depends on local guidelines they have established with the U.S. Attorney. If DEA (in concert with the AUSA) declines case prosecution then the local law enforcement agency is notified. In personal possession cases involving marijuana, hashish, opiates, cocaine, dangerous drugs, or hallucinogens wherein Federal, State and local authorities decline custody and prosecution, mitigated civil administrative penalties will be levied in accordance with established guidelines. Based on a graduated scale, a monetary penalty is assessed, determined by the amount of narcotic or drug involved.

For several years Customs and DEA have been cooperating under a formal information exchange agreement whereby, on a periodic basis, DEA provides tapes from the NADDIS system, containing Class I, II and III violators for entry into the Customs TECS system. This information is available to all Customs officers at the border who routinely use the TECS system in examining suspected violators.

**Question No. 8.** In those instances where the U.S. Attorney declines prosecution, how often are the State authorities willing or able to prosecute marijuana violators? In what way have State authorities questioned the Federal position to decline prosecution? If so, please explain in detail.

**Answer.** Customs is at a disadvantage in answering this question as we have limited information on which to formulate a response. It is our understanding, however, that State authorities will most often take marijuana cases which have been declined by the U.S. Attorney. It was noted that during fiscal year 1980 of the 12,260 marijuana seizures made by Customs approximately, 1,200 were turned over to various State and local authorities for further disposition.

**Question No. 9.** As Commissioner of Customs, please describe what you believe is necessary to have a consistent marijuana policy at the Federal level.

**Answer.** Customs is one of several Federal agencies with a drug enforcement responsibility. Our primary emphasis in this area is the interdiction of all drugs, including marijuana, which is smuggled into the United States. In the performance of this mission, Customs responds to the direction of Congress and the White House. It is our belief that all areas of the Federal government (Executive, Legislative, Judicial Branches, and enforcement agencies) should have a direct input into the overall Federal drug policy, to ensure the coordination of all ideas, concepts, and priorities within the Federal community. We believe that a national effort to target large scale marijuana organizations should be continued, and all related statutes should be exploited, including the Bank Secrecy Act, the Internal Revenue Code, and the Racketeering Influenced and Corrupt Organization (RICO) provision. Targeting of the heads of these organizations and their financial bases will provide the level of enforcement which will prove effective in combatting the continued smuggling of marijuana into the United States.

**Question No. 10.** The Customs Service advised the Committee during a previous oversight hearing that it was conducting an analysis of the incidence of smuggling by passengers and vehicles at air, land, and seaports. What are the results of that study? How has it improved your interdiction efforts?

**Answer.** The study referred to—Known as the Customs Effectiveness Measurement Program (CEMP)—has progressed to the field test stage on two tracks.

1. The air passenger test began in July 1980, at six major airports and will run for one year, during which some 100,000 travelers will be randomly selected for intensive examination.

2. A six-month cargo test was scheduled to begin in October 1980, in the port of Philadelphia. After four months, a decision is to be made on whether or not to expand the cargo test to several other ports. A start of the test has been delayed, however, by a Federal court temporary restraining order, obtained by several organizations in the Philadelphia trade community which are concerned that the project will have an adverse economic impact on the port. The matter will have to be resolved legally before the test can proceed. In any event, the ultimate conclusions



of both tests will tell Customs the extent of passenger and cargo narcotics smuggling and how many resources will be required to deal with it.

*Question No. 11.* We understand that currency cases involving narcotics developed by Customs are sometimes transferred by the U.S. Attorney's office to DEA. Has this impaired Customs from actively pursuing currency investigations? Of the total number of currency investigations initiated by Customs since 1979, how many have involved narcotics traffickers?

Answer. Customs is familiar with one currency investigation involving narcotics developed by Customs and transferred by the U.S. Attorney's Office to DEA. The case was originated in March 1980 by special agents in Boston, Massachusetts, based on an analysis of IRS Forms 4789. They identified a U.S. citizen who was brought before a Federal grand jury and agreed to cooperate. The subject then identified a U.S. group smuggling marijuana to Canada. He also estimated that during the past year he had exchanged in excess of \$1,000,000 which were proceeds of the narcotic sales in Canada.

Subsequent to the testimony, an Assistant U.S. Attorney in New Hampshire advised Customs that the main focus of the investigation would be a drug conspiracy. Agents were advised that DEA would be the controlling agency, but we were invited to participate. Based on this Customs withdrew from active investigation, but requested that we be kept advised of the progress and stated we would provide our financial assistance if requested. As of this date we are not familiar with the outcome of the investigation.

Since there are only a few instances where the U.S. Attorney's Office transfers cases, we do not feel it has impaired us from pursuing currency investigations. On the contrary, we encourage our agents to work with other Federal agencies under the umbrella of the U.S. Attorney who can decide which statutes of the law are in the best interest of a successful prosecution. This task force idea has proven quite successful in the Central District of California.

In addition, from the start of FY 79 thru February 1980, approximately 17 months, we initiated 3,657 currency investigations. Of this number, 1,027 involved narcotic traffickers. Figures subsequent to February 1980 are not currently available; however, we believe that approximately 50 percent would involve narcotic traffickers. Exact figures will be submitted at a later date.

DEPARTMENT OF HEALTH AND HUMAN SERVICES,  
NATIONAL INSTITUTE ON DRUG ABUSE,  
Rockville, Md., November 20, 1980.

HON. LESTER L. WOLFF,  
Chairman, Select Committee on Narcotics Abuse and Control, House of Representatives, Washington, D.C.

DEAR CHAIRMAN WOLFF: You will find enclosed the written responses of the National Institute on Drug Abuse to the inquiries of the Select Committee as follow-up to the hearing "The Federal Drug Strategy: Prospects for the 1980's."

I thank you for the opportunity of participating in the Committee's inquiry.

Sincerely yours,

WILLIAM POLLIN, M.D.,  
Director.

Enclosure.

#### QUESTIONS FOR NIDA

##### A. Treatment and Rehabilitation

*Question No. 1.* Is the single State agency approach for allocating funds effective in assuring that States with the greatest need receive adequate funding?

Answer. The State drug abuse agency has the responsibility for the administration, monitoring, and coordination of drug abuse treatment services under the Statewide Services Grant. While ultimately accountable to NIDA, the State is allowed considerable flexibility in the management and administration of drug treatment services under the grant so that they may meet changing need, and so that they may ensure utilization of the treatment slots funded. The mix of modalities and environments, the distribution of treatment slots throughout the State, and the shifting of these slots based on utilization and need, are important oversight functions of the State agency.

The funding approach not only allows for underutilized treatment capacity to be moved around within a State where there is greatest demand, but it also allows for capacity to be moved between States. On an annual basis, NIDA will carefully review and assess the State's use of treatment slot capacity to determine whether

adjustments should be made. This is not to say that it is either desirable or necessary to move funds and treatment slot capacity between States. Assessment of how treatment capacity should be reallocated can be done more accurately at the State rather than Federal level. For NIDA to frequently reallocate capacity would cause a great deal of instability to the system and likely would result in the closing of programs. That is why it is preferable for the States to redistribute, as needed, any underutilized capacity.

Under the single State agency approach the largest States in population, those with presumably the greatest drug abuse problem (e.g., New York, California, etc.) and similarly the largest cities (e.g., New York City, Los Angeles, etc.) have received the greatest proportion of funds. The fiscal year 1980 allocations for drug abuse treatment programs for each State is listed in the chart which follows.

## COMMUNITY PROGRAMS

State	SWSG	Direct Contracts	H80 Grants	Total 410	Formula Grants
1. Alabama .....	\$1,543,653		\$151,446	\$1,695,099	\$606,807
2. Alaska .....	191,048			191,048	209,433
3. Arizona .....	2,467,618		469,358	2,936,976	425,425
4. Arkansas .....	739,280			739,280	369,550
5. California .....	12,966,010	\$1,176,808	6,742,216	20,885,034	3,720,825
6. Colorado .....	1,524,916			1,524,916	469,510
7. Connecticut .....	3,852,691			3,852,691	661,582
8. Delaware .....	610,128			610,128	177,023
9. District of Columbia .....	1,123,254			1,123,254	541,077
10. Florida .....	7,653,481			7,653,481	1,433,700
11. Georgia .....	1,655,521			1,655,521	871,091
12. Hawaii .....	629,910			629,910	189,874
13. Idaho .....	127,762			127,762	129,678
14. Illinois .....	3,931,458			3,931,458	1,697,150
15. Indiana .....	1,324,385			1,324,385	791,071
16. Iowa .....	1,174,975		30,182	1,205,157	442,445
17. Kansas .....	184,218			184,218	339,453
18. Kentucky .....	481,459			481,459	559,386
19. Louisiana .....	2,351,269			2,351,269	664,160
20. Maine .....	249,305			249,305	181,913
21. Maryland .....	1,448,213		35,829	1,484,042	735,538
22. Massachusetts .....	4,441,670		33,878	4,475,548	893,229
23. Michigan .....	6,524,225		734,580	7,258,835	1,461,636
24. Minnesota .....	1,036,689		137,394	1,174,083	761,011
25. Mississippi .....	181,540			181,540	436,531
26. Missouri .....	1,657,518			1,657,518	746,379
27. Montana .....	412,505		42,808	455,313	136,842
28. Nebraska .....	339,908			339,908	258,712
29. Nevada .....	836,837			836,837	165,727
30. New Hampshire .....	521,931			521,931	167,395
31. New Jersey .....	8,779,408			8,779,408	1,204,100
32. New Mexico .....	1,459,902			1,459,902	420,383
33. New York .....	25,321,635		810,355	26,131,990	2,827,180
34. North Carolina .....	930,908			930,908	889,931
35. North Dakota .....	127,660			127,660	145,864
36. Ohio .....	4,560,394		132,798	4,693,192	1,612,884
37. Oklahoma .....	567,730			567,730	435,849
38. Oregon .....	1,565,481			1,565,481	551,236
39. Pennsylvania .....	6,483,313		507,742	7,091,055	1,852,832
40. Rhode Island .....	1,361,607			1,361,607	228,614
41. South Carolina .....	862,890			862,890	542,669
42. South Dakota .....	106,431			106,431	126,667
43. Tennessee .....	527,622		74,605	602,227	772,497
44. Texas .....	6,280,676		121,110	6,401,786	1,972,616
45. Utah .....	994,761		393,239	1,388,000	227,629
46. Vermont .....	512,935			512,935	126,667
47. Virginia .....	2,311,405			2,311,405	856,687
48. Washington .....	1,620,793		4,206	1,624,999	604,343
49. West Virginia .....	341,000			341,000	290,023
50. Wisconsin .....	1,420,565			1,420,565	732,884
51. Wyoming .....	64,336			64,336	126,667

## COMMUNITY PROGRAMS—Continued

State	SWSG	Direct Contracts	H80 Grants	Total 410	Formula Grants
52. Guam.....	32,825			32,825	200,108
53. Puerto Rico.....	1,981,762			1,981,762	845,050
54. Virgin Islands.....					132,673
55. American Samoa.....					6,065
56. Trust Territory.....					23,729
Total.....	130,399,446	1,176,808	10,521,746	142,098,000	38,000,000

*Question No. 2.* Why does NIDA not fund directly to cities or other jurisdictions with capabilities of making immediate impact on drug abusing populations?

Answer. NIDA funds through the agency within a State which has the responsibility for drug abuse planning and coordination for the State. The Institute has the responsibility for meeting national need to the best of its ability. In turn, the State drug abuse agencies have the overall responsibility for meeting the needs within their respective States. This means rural and suburban need, as well as urban need. Under the existing NIDA-State drug treatment program system, cities and other jurisdictions have access to the single State agencies and can document need and request assistance in dealing with their problems. An examination of actual funding patterns will show that the greatest proportion of funds goes to the largest cities.

If NIDA were to fund directly to jurisdictions other than the State, it could fund cities, or counties, or cities and counties, or health service areas, or State health department planning areas, etc. Key decisions on setting priorities to determine which localities within the States should be funded would then shift from the State to the Federal level. NIDA would not only need to consider numerous cities of localities, but it would also be forced to directly administer hundreds of grants, rather than one per State. This would unduly and unnecessarily overburden and shift the role of the Federal Government.

To have drug treatment programs and services provided at the community level assessed at the State level is a long-standing, reasonable and effective practice. By and large, the States themselves do not directly provide the treatment services. They do, however, administer and coordinate the services provided throughout the State. To reduce this capability through either removing State agencies from the picture entirely, or through separating planning and coordination functions from funding of services functions, would weaken the national and State drug abuse planning and treatment system.

Thus, if substate areas were not receiving adequate and proper consideration at the State level, it would be better to attempt to correct this. Recent amendments to the Institute's authorizing statute (PL 96-181) strengthen the role of units of government within the State in the drug abuse planning process. Concomitantly, NIDA's State planning process requires full participation by cities and/or other units of government within a State.

*Question No. 3.* Do current funding mechanisms permit a quick response to emergency situations such as has developed recently with the increase in heroin abuse in New York and other cities? What suggestions would you make for improving NIDA's flexibility to respond rapidly to unanticipated drug abuse emergencies?

Answer. The current grant system can provide rapid response to emergency situations. Recently, for example, the Institute was able to supplement the fiscal year 1980 drug abuse treatment funding to five States (New York, New Jersey, Maryland, Connecticut, and Rhode Island) totalling \$1,065,084. This amount supports an additional 884 treatment slots and provides needed help to Northeast region States coping with the influx of Southwest Asian heroin.

The Institute has established a Heroin Strategy Task Force to monitor changing drug abuse treatment needs and recommend how additional demands for treatment might be met. As part of this effort, NIDA is pursuing additional means to increase the responsiveness of the Institute's current funding mechanism flexibility.

*Question No. 4.* What treatment modality is most cost effective for "hardcore" heroin addicts?

Answer. Two treatment modalities have proven particularly effective for the treatment of heroin addiction: methadone maintenance and the residential therapeutic community. Each has achieved significant reductions in clients' use of opiate and non-opiate drugs, clients' criminality, and some increases in employment of those enrolled in treatment, although for employment the magnitude of those improvements is not on the scale of improvements shown in the other indicators.

Methadone maintenance, which has been organized on a public health model, is less expensive to operate per client and is designed to care for a large number of clients. NIDA's current slot cost reimbursement for fiscal year 1981, although not reflective of full cost of treatment, is currently at \$2,060 per year per client for methadone maintenance. The similar figure for the residential modality is \$6,010.

Hardcore heroin addicts are not a neatly defined, homogeneous group of individuals who only use heroin on a regular basis. They differ widely in their background and in their drug abuse behavior. This group is a complex population, using a number of drugs, with varying motivations and other varying psychological problems. Comparison between treatment modalities is made difficult by the different demographic and background characteristics of clients in these modalities and by the fact that clients actively select treatment in accord with their felt needs and concerns.

Cost effectiveness may be addressed by examining which set of criteria are most likely to be associated with therapeutic success or failure, and which types of individuals need additional resources committed to their treatment plans to increase their probability of therapeutic success. This type of activity is currently underway through the Treatment Outcome Prospective Study (TOPS), a review of the progress of 6,000 entrants to drug abuse treatment in six major cities.

*Question No. 5.* What treatment and intervention modalities are being developed to care for the needs of youthful drug abusers?

*Answer.* The adolescent drug abuse problem in the United States has become more serious in recent years; the average age of first involvement in drug use has steadily declined, drugs continue to be available and drug abuse has become an established activity among young people. This problem is an on-going challenge to the drug abuse prevention and treatment community but there has not yet been a systematic analysis of the state of the art in adolescent drug abuse programming nor a large-scale review of the impact of drug abuse treatment on this group.

The Institute has a significant effort underway to fill this knowledge gap. Through a grant to the Philadelphia Psychiatric Center, 100 treatment programs serving young people across the country are being evaluated as to their effectiveness and the nature of their treatment services. In addition, youngsters, their parents, and referral agencies will be interviewed in order to understand the reasons for the need to seek treatment and the types of drug problems being faced by the child. The results of this review should point the way to enhanced programming for youth.

Of the few reliable assessments of program variables conducive to improvement and success in treating adolescent drug abuse clients, one study—a secondary analysis of an adolescent sub-sample (under 19 years of age) of the Drug Abuse Reporting Project (DARP) client population—found that the adolescent sub-sample remained in treatment longer than older clients. Treatment outcomes were found to be generally favorable, particularly with respect to opiate use, productive activities, and criminality indicators. It appears from the overall data, however, that treatment programs failed to influence youth attitudes toward marijuana and alcohol use, and were only moderately successful in improving employment status.

Three other current demonstration projects will also add to the knowledge base in this area. The Neighborhood Drug Treatment Project, undertaken by a non-profit agency in California, will begin on December 1, 1980, to use early intervention strategies to reach and provide services to young drug users and abusers. Ethnographers will observe patterns of drug use and its social meaning among youth, and, based on the information collected and relationships established, will counsel and refer youngsters to services. This project will be carried out in and around schools, youth "hangouts," and homes.

The Learning Laboratory, a program of the DOOR in New York City, offers drug abusing youth an environment in which to address and resolve their problems through participation in a (practical) learning process. This program which was successfully tested in 1977-79, will be replicated in public school systems and drug treatment programs. Youngsters who have reasons to see themselves as failures in school and in life will be provided unique opportunities to build self-esteem and competence.

In the second year of a 3-year grant, the Treatment for Adjudicated Youth, is also being undertaken by investigators at the Philadelphia Psychiatric Center. This program is designed to demonstrate the effectiveness of providing drug treatment services to court-committed delinquent and drug abusing adolescents between the ages of 13 and 17 years. Special treatment services delivered in different types of institutional settings, including cognitive-instruction, behavior group therapy, traditional group therapy, self awareness training and supportive life skill learning will be studied.

The results of these demonstrations will be published and widely disseminated to the treatment and prevention fields, adding to the number of publications and materials already available on the subject.

Additional prevention and youth demonstration awareness initiatives and projects are currently under discussion, with plans being developed for future year activities. Information gained from various assessments of numerous prevention programs and from demonstration programs will be provided to all 50 single State agency drug abuse prevention coordinators, and will be incorporated into new prevention sources programs to be initiated during fiscal year 1981.

*Question No. 6.* What treatment modalities are being developed to care for the drug-involved offender?

Answer. NIDA and the Law Enforcement Assistance Administration (LEAA) has sponsored epidemiologic studies and demonstration research to determine how improvements in the care of the drug-involved offender can be made.

Through direct consultation, with local law enforcement agencies, NIDA has developed a monograph, currently in publication and projected to be available in January 1981, entitled "Police Referral to Drug Treatment Risks and Benefits." The New York Drug Law Evaluation in 1977 confirmed a long held suspicion that large numbers of drug abusers that come to the attention of the police for questioning are frequently arrested, and even investigated by police, and are subsequently released and not prosecuted. It is commonly accepted that these persons are not properly assisted or given the opportunity to receive drug abuse treatment services if they so desire. Realizing that the crisis of arrest or questioning by the police might afford an opportunity for therapeutic intervention, NIDA sponsored this study of law enforcement social service referral programs to determine the feasibility of referral to drug treatment by police.

The protections of the drug abuse confidentiality regulations have, on occasion, presented an impediment to more direct improved coordination and referral of clients from the criminal justice system to the drug abuse treatment system. These issues are explored in a new monograph developed by NIDA and intended for wide distribution in the field. This publication, also to be available in January 1981, will be titled "The Confidentiality Barrier Between Drug Treatment and Criminal Justice: Issues, Problems, and Solutions."

Conservative estimates place the total number of drug abusing delinquent and criminal offenders in the community at 750,000 to 1,000,000 (excluding an estimated 195,000 additional individuals incarcerated in jails and prisons). Approximately one-third (8,000) of the Federal inmate population are drug abusers. Seventy-five percent (6,000) of this group have a history of opiate use. Within the State and local prison systems, it has been estimated that over half (61-68 percent) of the 400,000 inmates are drug abusers. There are serious questions regarding the extent to which these former offenders in the community need treatment. It has been estimated that some 3,000 to 5,000 Federal probationers or parolees in the community need and could benefit from drug treatment.

Numerous studies point out that clients with criminal justice history remain in treatment longer than other patients and that treatment contributes to reduced drug-related criminality as measured primarily by lowered rearrest rates. Indications are that this group is more difficult to reach, more hostile, less verbal and less amenable to treatment than other persons.

Existing community treatment programs are relied upon to serve this group. NIDA has required that NIDA federally-funded community based treatment programs allocate up to 10 percent of their slot capacity for drug abusers referred from any component of the criminal justice system. Since this policy was initiated, the rate of referrals to drug treatment by police, prosecutors, probation, parole, etc. has increased by 1 percent per year, from 14.5 percent in 1974 to 20 percent in 1979, for a total of 11,000 new admissions to treatment at a cost of approximately \$27,000,000 annually.

In terms of the provision of treatment within the correctional institutions themselves, NIDA policy allows the use of NIDA-funded treatment slots for the treatment of drug abusers up to 30 days *after* their incarceration in a jail or prison and again at 60 days prior to the individual's release. These services must, at a minimum, be by means of face-to-face contact.

Federal and State criminal justice authorities have exercised direct responsibility for the funding and operation of treatment and rehabilitation programs for prison inmates, including drug abusers. NIDA will continue to emphasize cooperative efforts with these authorities in order to ensure improved programs for this target group.

*Question No. 7.* What is the function of NIDA's Criminal Justice Branch?

Answer. The mission of the Criminal Justice Branch is to maximize coordination between the drug abuse treatment and criminal justice system to ensure treatment and rehabilitation services for drug abusing delinquent and criminal offenders. This task has been carried out through close working relationships with the Law Enforcement Assistance Administration (LEAA), Bureau of Prisons (BOP), and the Drug Enforcement Administration (DEA), and the Drug Enforcement Administration (DEA) on those activities relating to NIDA's mission.

NIDA, in cooperation with LEAA, has formulated national policy for both system by working with the single State agencies for law enforcement and single State agencies for drug abuse prevention. These guidelines require joint planning and program development. Among the activities of the Criminal Justice Branch have included:

"Project Connection" as a way to provide technical assistance to both systems and to exchange information and resource materials.

Publication of a series of "Best Strategies" for linking the two systems based on actual program experience; a set of three monographs for judges, prosecutors and public defenders, and the findings of a study of parole needs and requirements for drug abusers during reentry from incarceration.

Development of a number of training activities for law enforcement personnel. Specifically, NIDA has trained over 250 personnel from the Bureau of Prisons (BOP), institutional drug abuse treatment programs in five states, and is working with BOP and the United States Probation Office to provide additional training. A training course for all components of the State level criminal justice system (police, prosecutors, judges and jail, prison, probation and parole personnel) has also been developed.

Initiation of the State Criminal Justice Support Program, a pilot project in five States to ensure single State drug abuse agencies' participation in addressing the problems of drug abusing criminal offenders.

The Branch's contribution has resulted in new legislation and policy guidelines; demonstrating the need for 7,000 additional drug abuse treatment slots in fiscal year 1977 to provide the capacity to treat these persons, and a 5 percent increase of referrals from the criminal justice system resulting in over 11,000 new admissions to treatment. In a recent NIDA survey, criminal justice was ranked the number 1 issue of interest in the drug abuse field. A second survey reflected broad acceptance and use of NIDA-produced technical assistance and public information materials.

Further activities planned by the criminal justice program include the development of refined estimates of the number of drug-abusing persons in the criminal justice system and the nature of their drug abuse problems, reviewed optional organizational arrangements for service delivery, and a study to determine the most effective way to provide aftercare services.

The legal authorization for NIDA's criminal justice activity is derived from Section 410 of P.L. 92-255 (as amended), the Drug Abuse Prevention, Treatment and Rehabilitation Act.

## *B. Prevention*

*Question No. 1.* What is NIDA's projection of prevention and education priorities and activities in the coming years? In your reply, please include a specific discussion of NIDA's plans for allocating the seven percent and ten percent set-asides for prevention mandated under P.L. 96-181.

Answer. Public Law 96-181 provides clear direction to the National Institute on Drug Abuse to increase those activities designed to reduce drug abuse through primary prevention and early intervention programs. The ultimate objective of our effort is to reduce the incidence and prevalence of drug abuse and the resultant harmful consequences, both to individuals and to the social fabric.

Every effort will be made to deploy the resources available for this task in a manner that achieves the maximum "multiplier" effect. Our strategy calls therefore, for using resources in a way that encourages and assists individuals; organizations, both public and private; communities and States in developing their own prevention programs. Particularly important to the Federal role itself is the task of seeking an empiric base of knowledge about the causes of drug abuse and effective strategies for prevention among different target groups.

The following more specific objectives have been defined in order to achieve the more general objectives stated above:

(a) Increase the National awareness of the extent of drug abuse, its harmful consequences and effective techniques for preventing drug abuse. Success in mobilizing the national resources that are necessary for reversing the trend towards increasingly prevalent drug abuse can only be achieved if the population at large recognizes the gravity of the problem and understands the means by which the trend can be reversed.

(b) Continue to evaluate the success of various approaches for prevention and to determine which are the most effective for which groups.

(c) Encourage the development of new techniques and strategies to prevent drug abuse.

(d) Define those causative factors that give rise to drug abuse in specific high risk groups.

(e) Expand the effort in technical assistance, information and program coordination to assist individuals and organizations working to develop drug abuse prevention programs.

(f) Increase coordination with other Federal agencies.

(g) Continue studies of abuse liability in order to prevent the unwitting introduction into medical practice of substances that might later present problems of diversion and abuse.

In fiscal year 1980, NIDA spent \$11.8 million for prevention, including funding made available by virtue of the 7 percent set-aside in PL 98-181. Had the set-aside provision not been enacted, NIDA would have spent in the neighborhood of \$6.2 million for prevention activities in fiscal year 1980.

In fiscal year 1981, reflecting the 10 percent set-aside provisions the Institute plans to spend \$16.1 million in the prevention area.

The new funding made available in fiscal year 1980 enables us to fully fund the State prevention coordinators program at a cost of \$5,100,000. This program establishes a prevention coordinator in each State drug abuse agency, supports prevention projects through the Prevention Service Program, and provides support to each State for Channel One activities. The Prevention Service Program is intended to enable States to provide support in local communities for prevention service programs. Channel One is to support public State government and the business community to provide youth with opportunities to learn skills through business management and community activities conducted by the private sector.

In fiscal year 1981, the additional funding will be used to support a new prevention developmental and demonstration grants program. The purpose of the program is to develop new knowledge in drug abuse prevention with special emphasis on information relevant to youths, women, minority populations (Blacks, Hispanics, Asian/Pacific Islanders, Native Americans, and Alaskan/Aleuts) and the elderly.

It is the intention of this grants program to spark the creation and testing of innovative prevention and health promotion approaches which address specific drug related problems and practices that have not been addressed by existing prevention activities. In addition, this grants program is designed to open the grant process to community based prevention practitioners who are knowledgeable of community needs and who have creativity and prevention expertise to expand the knowledge base of effective prevention program strategies and practices.

Moreover, in addition to this new grant program, the Institute has plans underway for several new national prevention initiatives. We plan, for example, to establish a Family Resource Center to serve as the focal point for information, resources and training to support the development of family-based prevention strategies. The aim of the Center will be to provide parents and family organizations with the skills and tools which will enable them to help their children grow and develop without the use of drugs. This will include publications, a hotline, technical assistance, training seminars and workshops, and the development of a comprehensive monograph providing an overview of family approaches, strategies and programs.

In addition to these activities, the NIDA National Clearinghouse on Drug Abuse Information has developed a National Drug Abuse Information Program which will begin in fiscal year 1981 and extend to fiscal year 1986. Four activities will be initiated in fiscal year 1981 at a cost of approximately \$1.1 million, these include:

The design of a long-term public information program in drug abuse prevention

The expansion of outreach to encourage and assist 10 national youth, minority, women's and other volunteer organizations to reach their constituencies with drug abuse information and prevention program ideas

Four regional workshops for State drug abuse agency personnel in developing mass media campaigns and media materials

A project to major television and radio programming, records and teen magazines to identify the type of drug abuse messages includes.

In addition, the Institute, in cooperation with the White House Domestic Policy Staff, will be sponsoring the Scott Newman Drug Abuse Prevention Award, a special award to honor outstanding network entertainment television programs which focus on drug abuse issues. The awards are intended to encourage creative and informative television programming about drug abuse, which will help make

the American public, particularly parents and children, more knowledgeable about drug abuse.

The first awards will be presented to the writers, directors, producers, and networks responsible for the best programming in drug abuse in five categories: prime time (30, 60, and 90 minute shows), daytime, and children's programs. The Scott Newman Foundation will present each award winning group a check for \$10,000.

The Scott Newman Drug Abuse Prevention Award is named for the 28-year old son of Actor Paul Newman who died in 1978 of a combination of drug and alcohol overdose.

*Question No. 2.* Describe programmatic relations which exist between NIDA and the Department of Education in the area of substance abuse prevention and education.

Answer. NIDA has actively renewed its relationship with the Drug and Alcohol Education Program of the Department of Education. In June of 1980, NIDA and the National Institute on Alcohol Abuse and Alcoholism (NIAAA) cosponsored with the Department of Education (then the Office of Education) a regional workshop in Atlanta, Georgia to bring together drug abuse prevention and State education officials. This pilot effort will serve as a model for future collaborative workshops in other regions of the country and nationally.

Additionally, NIDA developed, with the review of the Department of Education; a training course entitled "Prevention: Working with the Schools" and we are currently working together to develop options for schools to use to deal with drug abuse problems.

NIDA continues to provide technical assistance and materials to State Educational Authorities and to school programs.

*Question No. 3.* Describe the manner in which NIDA's prevention and education efforts address the needs of ethnic minorities and other special populations.

Answer. NIDA, consistent with Congressional intent, has emphasized the needs of ethnic minorities and other special populations in its prevention program.

The primary target of the prevention effort, as expressed through the grant program and in national initiatives, has been on youth, particularly those currently not using drugs but in jeopardy of initiating their use. Current research indicates the most critical age for decisions about drug use occur for youth between the ages of 8 to 20 years.

This age group is the most susceptible to involvement with drugs and logically becomes the focus of prevention efforts. The Channel One Program, for example, a national collaborative effort between the Institute and the Prudential Insurance Company, has resulted in 100 projects across the country that have youth planned, sponsored and implemented programs. NIDA is also providing assistance to parent groups in developing strategies for preventing drug abuse by their children.

In addition to the effort involving youth prevention, special consideration has been given to programs for women, the elderly, the minority populations and the new prevention developmental and demonstration grants program is directed to these populations. NIDA has developed a variety of publications and prevention materials specifically for women (A Woman's Choice: Deciding About Drugs) for the elderly (Elder-Ed: Wise Use of Drugs for Older American; Using Your Medicines Wisely: A Guide for the Elderly); and for various ethnic groups (A Reality or Myth? Indian in the Red, LaPrevencion del Abuso de Las Drogas, Can drug abuse be prevented in the black community?, The report of 1st National Asian American Conference on Drug Abuse Prevention, for Chicano families Communicating with our Sons and Daughters.)

We also have developed and made available to the field a multicultural film catalog of drug abuse prevention films and a manual for drug abuse prevention program planning in low income communities.

Our continuing effort to provide technical assistance and materials to ethnic groups will take place through The Center for Multicultural Awareness. This group, under contract to the Institute for a period of 3 years, will provide technical assistance to State drug abuse authorities to ensure that drug abuse prevention services are planned to meet the needs of minority groups. The Center will also develop three publications per year directed at specific groups and will conduct an annual training workshop for ethnic minority program staff.

In addition to the advisory role of the Center for Multicultural Awareness, efforts of the Prevention Branch in developing multicultural initiatives has been closely coordinated with a work group of 10 members of ethnic minority groups. Members of the National Advisory Council on Drug Abuse and others in the field have also been sought for their advice on these issues. In particular, special efforts are being made to develop family strategies that are relevant to different ethnic minorities.



*Question No. 4.* How much of NIDA's budget is available for direct client service through early intervention programs?

Answer. Intervention programs are those provided when a drug abuse problem has been identified, as distinguished from primary prevention which is provided before drug use is noted. Intervention activities focus on reduction, and the elimination of drug use and related dysfunctional behavior. Additionally, they provide assistance and contribute to the successful adjustment of personal or family problems.

Approximately \$2 million has been specifically earmarked in fiscal year 1981 for early intervention projects in the services demonstration and criminal justice areas, including new as well as continuation funding. An additional \$3.8 million is available for early intervention efforts through the Prevention Services Program and Channel One. These projects, along with funding for a State prevention coordinator, are components of the Institute's State Drug Abuse Prevention Grants Program. This program, begun in May 1980, is designed to assist States to identify and implement prevention efforts in States and local communities.

In addition, an estimated \$1 million of the funding available for the new prevention developmental and demonstration grants program, yet to be announced, enables optional funding for intervention services.

In summary, a total of \$6.8 million is available for direct client services through early intervention programs.

#### *C. NIDA and the Department of State*

*Question No. 1.* What relationships exists between NIDA and the Department of State (INM, AID etc.) in terms of developing technical assistance for nations wishing to develop their own treatment, prevention and education facilities in the field of substance abuse?

Answer. For several years NIDA has maintained a close, cooperative relationship with the Bureau of International Narcotics Matters (INM) in the State Department, which has the lead role for the U.S. Government in international drug abuse matters. At the request of INM, NIDA provides information, publications, briefings for international visitors, technical assistance and training in the demand reduction area. NIDA and INM currently have a Participating Agencies Service Agreement (PASA) through which a NIDA staff member is serving on detail in the U.S. Embassy in Bangkok as an advisor for demand reduction programs in Thailand.

*Question No. 2.* What forms does NIDA assistance to other nations take: contracts to U.S. nationals; visits to the U.S. by foreign nationals, etc.?

Answer. NIDA supports international information exchange in all aspects of demand reduction (treatment, prevention, and research) by: (a) regular dissemination of NIDA publications through international mailing lists and in response to specific requests and inquiries; (b) briefings and discussions with international visitors at NIDA; (c) arranging for observation visits by foreign nationals to U.S. facilities and programs for treatment, prevention, and research; (d) participation by NIDA staff or other U.S. experts at major international drug abuse conferences; (e) providing technical assistance to other countries by NIDA staff or consultants; (f) organizing short-term training programs for individuals or small groups from other countries; (g) translation of selected NIDA publications and development of special publications for distribution abroad; and (h) a limited number of research grants to institutions in other countries. Technical assistance and training are usually provided either under the auspices of a bilateral Health Agreement between the United States and another country, or at the request of the State Department or a major international organization such as the World Health Organization.

NIDA has an ongoing assistance contract to provide support services for international activities, including overseas technical assistance, participation by U.S. experts in international meetings, planning, and organizing programs for international visitors, and development of special reports, papers, and resource materials for use at international meetings. Research grants to foreign institutions are awarded through NIDA's regular research grant review procedures and must meet some additional requirements; i.e., the research must be of benefit to the United States as well as other countries, and the foreign institute must have certain expertise, data, or facilities which are not available in the United States.

#### *D. NIDA Research*

*Question No. 1.* How has NIDA-sponsored research impacted upon the development of treatment, prevention, intervention and education strategies?

Answer. Through its applied research program, the Services Research Branch, NIDA, has changed the nature of intervention and service delivery for drug abuse clients in several ways. The manual, "Drug Dependence in Pregnancy: Clinical Management of Mother and Child," has been made available to all OB/GYN depart-

ments in all hospitals throughout the country, as well as to all other staffs that could be identified as working with pregnant addicts and their offspring. That manual provides guidance for the proper treatment of mother and child, both during and after pregnancy. The manual has been reprinted for use in Europe.

On the basis of study of a large number of industrial settings around the country, NIDA has produced a manual dealing with the establishment of occupational drug abuse treatment programs which describes the nature of the differing kinds of programs that could be made available to employees of business and industry and sets forth strategies for mounting these efforts. The manual has been widely disseminated to the personnel departments of a large number of business organizations and continues to be requested by additional business settings.

NIDA has produced a manual detailing strategies whereby States and drug abuse programs could more easily garner third-party payments to assist in providing care to the largest number of drug abuse clients. That manual, based on an initial research effort, is credited with increasing the extent to which programs can garner third-party assistance generally, and specifically is seen as having increased the extent to which programs obtain reimbursements under the Medicaid program and as having resulted in at least two single State agencies obtaining passage of State legislation mandating the coverage of substance abuse services under private health insurance.

Through its study of paraphernalia and the subsequent publication of a report entitled "Community and Legal Responses to Drug Paraphernalia," NIDA is credited with significantly impeding the growth of the paraphernalia industry. That report, mailed to city planners and State agencies, has been widely requested by State legislative staffs around the country and has been cited as significant to their efforts and to the efforts of community groups in containing the proliferation of drug abuse paraphernalia.

Study of the supported work rehabilitative model initially undertaken by NIMH and NIDA has resulted in the development of supported work projects in 14 additional sites by the Department of Labor; and the success of that supported work experience has led to plans within the Administration to recommend that the Comprehensive Employment and Training Act (CETA) be amended to include supported work as a required component of CETA programming for both ex-addicts and welfare women.

The success of various vocational rehabilitation projects undertaken by NIDA has resulted in: the development and maintenance of centralized job development/job placement units in three cities using local funding; efforts by the Department of Labor to develop linkages between youth employment programs and drug abuse treatment programs as a demonstration effort; and the production by the Department of Labor of videotape and guides to provide assistance to CETA prime sponsors regarding the ways in which drug abuse treatment and employment/training networks can work together.

Based on study of techniques for guaranteeing nondiscrimination regarding the rights of former drug abuse clients to employment, a manual entitled "Employment Discrimination and What to Do About It" has been produced as a guide to drug abuse counselors and disseminated to all drug abuse treatment programs.

*Question No. 2.* What are the major research initiatives and priorities to be undertaken through NIDA support in the foreseeable future?

*Answer.* In the clinical-behavioral, biomedical, and psychosocial research program NIDA intends in the near future to:

Proceed with development of buprenorphine, a promising new narcotic agonist/antagonist which has fewer side effects than any treatment drug currently available;

Investigate the long-term consequences of teen-age marijuana use, especially the effects on endocrinological development and the so-called "amotivational syndrome";

Study the interactive effects of tobacco, marijuana and alcohol, substances often used together, especially by young people;

Conduct basic neuropharmacological, neuroanatomical and biochemical studies of the underlying mechanisms involved in the development of tolerance and dependence on therapeutic compounds such as barbituates (sleeping pills) and benzodiazepines (tranquilizers);

Begin a special initiative on drug abuse among the elderly. Older people have special metabolic problems and take multiple drugs. Usually the drugs are legitimately prescribed for medical conditions but often tolerance develops and actual drug use and drug interactions may be quite different from that anticipated by the prescribing physician;

Study the role of endogenous opiate-like substances in narcotic dependence and in relation to pain and analgesia;

Promote incidence and prevalence studies among special populations, including American Indians and Hispanics;

Conduct abuse liability studies in order to advise the various regulatory agencies about the abuse potential of new compounds; and

Investigate the hazards and effects of drugs which are of particular interest such as PCP, cocaine and inhalants.

In the applied, or services research and demonstration program the following issues are those on which NIDA plans to focus:

Development and testing of counseling and therapeutic interventions on behalf of the drug abuse client;

Development and testing of aftercare initiatives designed to maintain clients drug free in the community after formal treatment has been concluded;

Development and testing of treatment interventions directed toward youth, women, and different ethnic minorities;

Conduct longterm followup studies in an effort to understand the impact of treatment over extended time periods for which the client is, or can be, living independently in the community;

Assessment of the components of drug abuse treatment as these are currently being offered in traditional programming and in understanding the effectiveness of those components;

Assessment of innovations in the delivery of vocational rehabilitation counseling;

Assessment of the impact of various outreach strategies; and

Assessment of the effectiveness with which research findings are translated into treatment and prevention activities.

*Question No. 3.* How are research findings disseminated to the treatment and prevention sectors both within NIDA as well as to the wider substance abuse community?

Answer. NIDA's basic research program, has four major mechanisms for the dissemination of research findings: The Research Analysis and Utilization System (RAUS), the NIDA Monograph series, technical reviews and the Research Issues series.

The Research Analysis and Utilization System tracks results from every NIDA funded research project. Abstracts or summaries of progress are entered into a mini-computer system and indexed for retrieval. Annually, all research being performed in a field of particular interest or relevance is reviewed by leading experts in the field, and the results are presented and discussed at a meeting convened for that purpose. The experts' discussion and opinion are considered as feedback for program planning and evaluation and their state-of-the-art reviews are disseminated to researchers in the field.

A second mechanism for dissemination of information is the NIDA Monograph series. About ten of these volumes are published each year and represent a collection of papers by experts in a particular interest area. In fiscal year 1979, NIDA published monographs on Theories on Drug Abuse: Selected Contemporary Perspectives; Drug Abuse Deaths: A Survey Report; Narcotic Antagonists Pharmacology; The Behavioral Aspects of Smoking; Cigarette Smoking as a Dependence Process; Synthetic Estimates (a statistical technique) and the Behavioral Analysis and Treatment of Substance Abuse. Monographs are distributed within NIDA and to appropriate individuals and agencies involved in prevention or treatment efforts. Monographs are also sent to schools of medicine and pharmacy, to professional libraries, and to individuals who have requested material of this type. Publications are available from the National Clearinghouse for Drug Abuse Information, and from the Government Printing Office.

Technical reviews consist of meetings where selected scientists present the results of their own research and discuss developments in a given subject area. Often these discussions become the subject of a monograph.

The Research Issues series is a compendium of drug abuse literature and annotated bibliographies on selected psychosocial subjects. The reviews are extensive and the summary presents the pertinent variables in each publication from a psychosocial perspective (drug, sample size, sample type, age, sex, ethnicity, etc.). Research Issues are disseminated in the same manner as the Research Monographs.

The NIDA Services Research or applied research program makes its findings available to the drug abuse treatment and planning communities through two major publications. "The Services Research Notes" are published several times each year and state, in capsule form, the findings of and treatment implications for the various studies which are either ongoing or have recently been completed. In

association with the brief report of findings and their clinical implications, the names of both the researcher and the NIDA staff project officer are listed for further contact by interested individuals.

The Services Research Report and Monograph Series contains extended, although brief, reporting of research findings together with their clinical implications and manuals for the drug abuse field detailing tested methods of delivering treatment services.

These materials are provided to the administrators of all drug abuse treatment programs, to the directors of all State agencies for drug abuse, to all government and private organizations involved in planning for substance abuse treatment, to Congressional offices, and to any private citizen requesting information. In addition, special mailing lists are maintained as appropriate for particular issues.

A listing of all available research monographs and publications is attached.

*Question No. 4.* Has NIDA encouraged minority researchers or minority-oriented research?

Answer. The Division of Research of NIDA has established a "Minority Research Development" program via a contract extended through the Small Business Administration's 8(a) program for disadvantaged minority small businesses. The contractor for Phase I of this program is AMRON, a female and minority-owned consulting firm.

Phase I of the program, at a total cost of \$120,000 for 15 months, served to identify both minority investigators and nonminority investigators located at predominantly minority academic institutions or interested in minority-oriented research problems, who have scientific training, experience or expertise in drug abuse subject areas. To date, approximately 350 scientists have been identified and are classified in a pool by area of expertise, level of experience, ethnic background, and sex. Also under Phase I, a group of 30 scientists were selected from the pool and funded to attend the 1980 meeting of the Committee for Problems on Drug Dependence.

Current activities are underway to continue and greatly expand these activities via Phase II. A Request for Contract Proposal has been distributed. When the Phase II contract is negotiated, it will (a) provide for further development of the pool of scientists, (b) select scientists from the pool and send them to major scientific meetings that will further their awareness of research activities in the drug abuse area, and (c) carry out regional workshops to provide technical assistance in preparing applications for grant assistance to do research in the drug abuse area, and possibly provide "mini contracts" to perform research and development work on selected problems in the drug abuse area.

In addition to the cited contract, the Division of Research maintains an ongoing effort to stimulate research by and about minorities. Research Issues Number 21 (part of a continuing series by the Division's Psychosocial Branch) is entitled *Drugs and Minorities* and contains summaries of the latest research focusing on the issue of the extent of drug use and abuse among racial and ethnic minorities and the factors influencing it.

A member of the Division's Psychosocial Branch has been assigned, as a prime responsibility, the furtherance of research by and about minorities. In this capacity, grant stimulation letters have been sent to numerous investigators (themselves minority members) and minority groups urging them to consider the area of drug abuse as a viable topic of study. This program, initiated in January 1980, is now beginning to yield results. Several applications by minority investigators studying drug abuse in the context of Blacks, Hispanics, women and pregnant women are in progress or are already awaiting the peer review process. Further stimulation of minority-oriented research has been facilitated by liaison with both of our sister Institutes (National Institute on Alcohol Abuse and Alcoholism (NIAAA) and the National Institute of Mental Health (NIMH)). One application for research by and about Native Americans (Indians) has been received and awaits peer review.

In the applied research program, NIDA has developed an 8(a) contract with the task of working with community groups, typically either minority or women, who have developed promising treatment initiatives which bear development and testing. The contractor is responsible for placing members of the community agency in touch with university, or other, research staff who have the capacity to work with community personnel in the development of grant applications and in the implementation of funded projects. This effort, which serves in the training and prevention area as well, has been in place for the past three years.

In addition, NIDA has emphasized the development of grant applications for the study of minority drug abuse clients' needs and development of treatment initiatives designed to respond to those needs. Some of the grants which have been funded to deal with minority group issues are as follows:

Cheyenne-Arapaho tribes of Oklahoma: to study youthful inhalant abusers in a residential setting and provide appropriate treatment.

Latino Mental Health Task Force, Inc.: to examine whether conflict between Latino and Anglo cultures among youth leads to socio-economic stress and drug abuse in Latino youths. Appropriate treatment responses were developed.

Six Sandoval Indian Pueblos, Inc.: to develop a community-based outreach program for youths ages 12:30.

Seminole Tribe of Florida: to develop an outpatient program and study the use of Indian medicine men, peer therapists, and adult counselors.

Department of Addiction Services, Puerto Rico: to provide three different treatment intervention strategies within a family orientation center for families with drug abuse problems.

United American Indian Involvement, Inc.: to demonstrate use of a 30 bed residential treatment program for American Indian narcotic addicts.

Counseling and Resource Center of Santa Fe, Inc.: to establish a day care and outreach program for chronic adolescent Mexican-American male inhalant abusing offenders referred by the juvenile courts.

YMCA of Honolulu, Hawaii: to demonstrate the efficacy of a residential camp program to rehabilitate young (14-17) chronic paint sniffers.

Youth Projects, San Francisco, Inc.: a study to determine the efficacy of various treatments for opiate addicts seen at the Haight Ashbury Free Medical Clinic, to examine the efficacy of Chinese medicine in general and acupuncture in particular.

In summary, the issue of research into drug abuse by minority investigators and the issue of drug abuse's relationship to various minorities is of importance to the Institute, and we believe that NIDA will continue to make progress in dealing with these issues.

NATIONAL CLEARINGHOUSE FOR DRUG ABUSE INFORMATION—PUBLICATIONS  
LISTING—OCTOBER 1980

Single copies of these publications may be obtained by writing to:

NCDAI,  
P.O. Box 416,  
Kensington, Maryland 20795.

PREVENTION EDUCATION MATERIALS

Beyond the Three R's

Can Drug Abuse Be Prevented in the Black Community?

Comments . . . Marijuana and Children. An Interview with Dr. William Pollin,  
Director, NIDA

Communicating with Our Sons and Daughters

Doing Drug Education

Drug Abuse Films

Drug Abuse Prevention Films: A Multicultural Film Catalog

Drug Abuse Prevention for Low-Income Communities: Manual for Program Plan-  
ning

Elder Ed

Elder Ed Flyer

Facts About Drugs and Drug Abuse<sup>1</sup> Excerpts From This Side Up

1st National Asian American Conference on Drug Abuse Prevention—February 20-  
21, 1976

For Parents Only

For Parents Only Film Flyer

For Parents Only: Guide Book for Film

Got A Minute?

Growing Up and Feeling Powerful as an American Indian

Indian in Red: Reality or Myth?

Inhalantes (Spanish Language)

Inhalants Flyer

It Starts With People

La Prevencion del Abuso de Drogas

Marijuana: What It Is and What It Does

Multicultural Perspectives on Drug Abuse and Its Prevention: A Resource Book

Parents, Peers, and Pot

Parents the Real Teachers

<sup>1</sup> New publications.

PCP Flyer  
 PCP Flyer (Spanish)  
 Peer Pressure  
 Saying No (Drug Abuse Prevention Ideas for the Classroom)  
 Soozie (published by the Drug Enforcement Administration)  
 Teen Involvement for Drug Abuse Prevention  
 Teen Involvement for Drug Abuse Prevention: Administrator's Guide  
 Where the Drug Films Are: A Guide to Evaluation Services and Distributors  
 What Do They Call It Again?  
 Want Some Straight Talk on Drugs?  
 A Woman's Choice Deciding About Drugs

## REPORT SERIES

British Narcotic System, Series 13  
 Child Care Provisions in Drug Treatment Programs, Series 43  
 Directory of Women's Drug Abuse Treatment Programs, Series 44  
 Inhalants, The Deliberate Inhalation of Volatile Substance, Series 30, No. 2  
 Phencyclidine, Series 14, No. 2  
 Potpourri of Program Practices, Series 42  
 Self-Sufficiency Through Third Party Reimbursements, Series No. 1  
 Third Party Reimbursement, Series 35  
 Third Party Reimbursement, Series 36

## RESEARCH ISSUE SERIES

A series which includes abstracts of research studies, one bibliography, and two essays on current issues of interest to the drug research community.

Drugs and Sex, Issue 2  
 Drugs and Attitude Change, Issue 3  
 Drugs and Family/Peer Influence, Issue 4  
 Drugs and Pregnancy, Issue 5  
 Drugs and Death, Issue 6  
 Drugs and Addict Lifestyles, Issue 7  
 A Cocaine Bibliography, Issue 8  
 Drug Abuse Instrument Handbook, Issue 12  
 Data Analysis Strategies and Designs for Substance Abuse Research, Issue 13  
 Cocaine—Summaries of Psychological Research, Issue 15  
 Drugs and Crime, Issue 17  
 Drugs Users and the Criminal Justice System, Issue 18  
 Drugs and Psychopathology, Issue 19  
 Drug Users and Driving Behaviors, Issue 20  
 Drugs and Minorities, Issue 21  
 Research Issues Update 1978, Issue 22  
 International Drug Use, Issue 23  
 Perspectives on the History of Psychoactive Substance Use, Issue 24  
 Use and Abuse of Amphetamine and Its Substitutes, Issue 25  
 Guide to Drug Research Literature, Issue 27

## RESEARCH MONOGRAPH SERIES

A series which provides critical reviews of current research problem areas and techniques, state of the art conferences, integrative research reviews and significant original research.

Aminergic Hypotheses of Behavior: Reality or Cliche? Monograph 3  
 Narcotic Antagonists: The Search for Long-Acting Preparations. Monograph 4  
 Young Men and Drugs—A Nationwide Survey. Monograph 5  
 Effects of Labeling the "Drug Abuser": An Inquiry. Monograph 6  
 Cannabinoid Assays in Humans. Monograph 7  
 Rx3 Time/Week LAAM Alternative to Methadone. Monograph 8  
 Narcotic Antagonists: Naltrexone. Monograph 9  
 Drugs and Driving. Monograph 11  
 Psychodynamics of Drug Dependence. Monograph 12  
 Cocaine: 1977. Monograph 13  
 Marijuana Research Findings 1976. Monograph 14  
 Review of Inhalants: Euphoria to Dysfunction. Monograph 15  
 The Epidemiology of Heroin and Other Narcotics. Monograph 16  
 Research on Smoking Behavior. Monograph 17  
 Behavioral Tolerance: Research and Treatment & Implication. Monograph 18

The International Challenge of Drug Abuse. Monograph 19  
 Self-Administration of Abused Substances: Methods for Study. Monograph 20  
 PCP-Phencyclidine Abuse: An Appraisal, Monograph 21  
 QUASAR, Quantitative Structure Activity Relationships of Analgesics, Narcotic  
 Antagonists, and Hallucinogens. Monograph 22  
 Cigarette Smoking As A Dependence Process. Monograph 23  
 Synthetic Estimates for Small Areas: Statistical Workshop Papers and Discussion.  
 Monograph 24  
 Behavioral Analysis and Treatment of Substance Abuse. Monograph 25  
 The Behavioral Aspects of Smoking. Monograph 26  
 Problems of Drug Dependence 1979. Monograph 27  
 Drug Abuse Deaths in Nine Cities: A Survey Report. Monograph 29  
 Theories on Drug Abuse: Selected Contemporary Perspectives. Monograph 30  
 Marijuana Research Findings <sup>1</sup> 1980, Monograph 31

#### SAODAP MONOGRAPH SERIES

A series of monographs originally developed by the Special Action Office for Drug Abuse Prevention and now available through the Clearinghouse. These monographs are on a variety of research topics including techniques for providing drug abuse treatment services and epidemiological studies.

An Assessment of the Diffusion of Heroin Abuse to Medium-Sized American Cities  
 Estimating the Prevalence of Heroin Use in a Community  
 A Guide to Urine Testing for Drugs of Abuse  
 Outpatient Methadone Treatment Manual  
 Residential Drug Free Manual  
 The Vietnam Drug User Returns

#### SPECIAL BIBLIOGRAPHIES

A series of annotated bibliographies for the professional or technical audience on current topic of interest.

Methadone and Pregnancy

#### TECHNICAL PAPERS

A new series of scientific reviews for the professional or technical audience on drug abuse research issues.

An Approach for Casual Drug Users  
 CNS Depressants  
 Cost Accountability in Drug Abuse Prevention  
 Criminal Charges and Drug Use Patterns on Arrestees in the District of Columbia  
 Drug Watch July 1977  
 Management Effectiveness Measures for NIDA Drug Abuse Treatment Programs  
 Volume I: Cost Benefit Analysis  
 Management Effectiveness Measures for NIDA Drug Abuse Treatment Programs  
 Volume II: Costs to Society of Drug Abuse  
 A Method for Estimating Heroin Use Prevalence  
 Toward A Heroin Problem Index—An Analytic Model for Drug Abuse Indicators  
 Use of Stimulant/Depressant Drugs by Drug Abuse Clients in Selected Metropolitan  
 Areas

#### TREATMENT PROGRAM MONOGRAPH SERIES

Designed for the treatment program manager in the field, these publications deal with day-to-day problems encountered by program managers in the area of evaluation, followup studies, and treatment, etc., and will attempt to provide simple, straightforward presentations relevant to the operational aspects of the clinical setting.

Manual for Drug Abuse Treatment Programs Self-Evaluation  
 Manual for Drug Abuse Treatment Programs Self-Evaluation, Supplement I: DARP  
 Tables  
 Manual for Drug Abuse Treatment Programs Self-Evaluation, Supplement II:  
 CODAP Tables  
 Conducting Followup Research on Drug Treatment Programs. Monograph 2  
 Statewide Services Contract Policy and Practice Manual. Monograph 3  
 Statewide Services Contract Program Review Manual. Monograph 4

<sup>1</sup> New publications.

Clinical Record System for Drug Abuse Treatment Programs. Monograph 5  
 Detoxification Manual. Monograph 6

## SPECIAL REPORTS

ADAMHA Data Book FY 78

Addicted Women: Family Dynamics, Self Perceptions, and Support Services

The Aging Process and Psychoactive Drug Use

Alcohol and Drug Abuse in Medical Education

Alcohol and Illicit Use: National Followup Study of Admissions to Drug Abuse Treatment in DARP During 1969-1971

Annotated Bibliography of Papers from the Addiction Research Center 1973-1975

Cabinet Committee on Drug Abuse Prevention, Treatment, and Rehabilitation—  
 Report of the Subcommittee on Prevention

Cannabis: Adverse Effects on Health

A Case Study—Narcotic Addiction Over a Quarter of a Century in a Major American City 1950-1977

Chemistry and Toxicology of Paraquat Contaminated Marihuana: Final Report June 1978

Cocaine Testimony—By Robert C. Peterson, Ph.D., before the Select Committee on Narcotics Abuse and Control, House of Representatives, July 24, 1979

Community and Legal Responses to Drug Paraphernalia

Community Factors, Racial Composition of Drug Abuse Treatment Programs and Outcomes

A Comparison of Mental Health Treatment Center and Drug Abuse Treatment Center Approaches to Nonopiate Drug Abuse

Consequences of Alcohol and Marijuana Use

Criminal Justice Alternatives for Disposition of Drug Abusing Offender Cases (3 Booklets—prosecutor—Judge—Defense Attorney)

DAWN III

Developing An Occupational Drug Abuse Program

Developing and Using Vocational Training and Education Resource Manual

Domestic Council Report. White Paper

Drug Abuse From the Family Perspective—Coping is a Family Affair

Drug Abuse: A Technical Assistance Manual for Health Systems Agencies

Drug Abuse Treatment and the Criminal Justice System: Three Reports

Drug Dependence and Pregnancy: Clinical Management of Mother and Child

Drug Treatment Histories for a Sample of Drug Users in DARP

Drug Treatment in New York City and Washington, D.C.—Followup Studies

Drug Use Among American High School Students 1975-1977

Drug Use and the Elderly: Perspectives and Issues

Drug Use Patterns, Consequence and the Federal Response: A Policy Review March 1978

Drugs and the Class of '78: Behaviors, Attitudes, and Recent National Trends

Ethnography: A Research Tool for Policymakers in the Drug and Alcohol Fields  
 An Evaluation of Drug Abuse Treatments Based on First Year Followup

Evaluation of California Civil Addict Program

Family Therapy: A Summary of Selected Literature

Federal Strategy for Drug Abuse and Drug Traffic Prevention 1975

Federal Strategy for Drug Abuse Prevention 1976

Federal Strategy for Drug Abuse and Drug Traffic Prevention 1979

A Guide to the Investigation of Drug Abuse Deaths

Handbook on Drug Abuse

Heroin Indicators Trend Report—An Update 1976-1978

Highlights of 1979 Drugs and the Nation's High School Students—Five Year National Trends

Highlights From Drugs and the Class of '78 Behaviors, Attitudes, and Recent National Trends

Highlights From the National Survey on Drug Abuse: 1977

Highlights From the National Survey on Drug Abuse: 1979

Illicit Drug Use and Return to Treatment: National Followup Study of Admissions to Drug Abuse Treatment in the DARP During 1969-1971

Inhalant Use and Treatment

Investigation of Rural Drug Abuse Programs

The Learning Laboratory—The Door—A Center of Alternatives

Linking Drug Abuse Treatment Programs with CETA

Management Information Systems in the Drug Field

A Manual on Third-Party Reimbursement Strategy for States and Communities  
 Marihuana and Health 1976



Marihuana and Health 1977  
 Marijuana and Health 1980  
 Marijuana Testimony—by William Pollin, M.D., before the Subcommittee on Criminal Justice Committee on the Judiciary, United States Senate, January 16, 1980  
 Medical Care at Large Gatherings  
 Medical Treatment for Complication of Polydrug Use  
 Methadone Diversion: Experiences and Issues  
 Monitoring Drug Use in the Community Through a Jail Urine Screening Program  
 NIDA Research on Drug Abuse: Division of Research Monograph Series July 1980  
 National Directory of Drug Abuse and Alcoholism Treatment Programs  
 National Drug/Alcohol Collaborative Project: Issues in Multiple Substance Abuse  
 National Drug Abuse Treatment Utilization Survey (NDATUS)  
 National Manpower and Training System Source Book October 1979/October 1980  
 National Survey on Drug Abuse:<sup>1</sup> Main Findings 1979  
 Nonresidential Self-Help Organizations and the Abuse Problem: An Exploratory Conference  
 Nonurban Drug Abuse Program: A Descriptive Study  
 Nurse Fractitioner and Physician Assistants in Substance Abuse Programs  
 PCP: A Review  
 Phencyclidine Use Among Youth in Drug Abuse Treatment  
 The Problem—A Drinking addict  
 Professional and Paraprofessional Drug Abuse Counselors: Three Reports  
 Psychosocial Characteristics of Drug-Abusing Women  
 Referral Strategies for Polydrug Abusers  
 Religiosity and Drug Use: A Study of Jewish and Gentile College Students  
 Second Annual Report—Drug Abuse Prevention, Treatment and Rehabilitation  
 Securing Employment for Ex-Drug Abusers  
 Sedative—Hypnotic Drugs: Risks and Benefits  
 Services Research Branch Notes March 1978  
 Services Research Branch Notes March 1979  
 Services Research Branch Notes September 1979  
 Services Research Branch Notes December 1979  
 Services Research Branch Notes September 1980  
 Skills Training and Employment for the Ex-Addicts in Washington, D.C.—A Report on TREAT  
 Specialized Therapeutic Community Program for Female Addicts  
 State Parole Policies and Procedures Regarding Drug Abuse Treatment  
 Substance Abuse Service in Primary Care: Nurse Practitioners and Physician Assistants  
 Symposium on Comprehensive Health Care for Addicted Families and Their Children  
 The Therapeutic community  
 Utilization of Third-Party Payments for the Financing of Drug Abuse Treatment  
 Vanguard in Training  
 The Wildcat Experience: An Early Test of Supported Work in Drug Abuse Rehabilitation  
 Withdrawal from Methadone Maintenance: Rate of Withdrawal and Expectations

DEPARTMENT OF TRANSPORTATION,  
 U.S. COAST GUARD,  
 Washington, D.C., November 5, 1980.

Hon. LESTER L. WOLFF,  
 Chairman, Select Committee on Narcotics Abuse and Control,  
 House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your letter of October 2, 1980 forwarding follow-up questions for the hearings on the Federal Drug Strategy on September 23, 1980. The answers to your questions are attached.

Sincerely,

J. M. FOURNIER,  
 Captain, U.S. Coast Guard,  
 Chief, Congressional Affairs Staff.

Enclosure.

*Question No. 1.* Although the Coast Guard is a multi-mission agency, search and rescue missions usually receive top priority. To be effective in performing its drug interdiction mission, shouldn't the Coast Guard establish a fulltime, separate effort

<sup>1</sup> New publications.

in the law enforcement/drug interdiction mission with resources that will not be drawn away by other priorities?

Answer. With the exception of extraordinary circumstances, such as the Cuban Refugee operation, search and rescue rarely diverts cutters and aircraft on law enforcement cases. If a SAR case occurs when the law enforcement unit is close to the scene and he is not occupied by an active case he would of course divert but if he is actively processing a law enforcement case then another unit would generally respond to the case, if possible. We certainly need additional cutters, aircraft and personnel to adequately perform our law enforcement mission but we would not restrict them from our traditional humanitarian mission.

*Question No. 2.* In your statement before the Committee, you discussed how the Coast Guard's Cuban refugee operations have caused a serious draw down in your drug interdiction efforts. Doesn't an event like the Cuban refugee situation point up the need for separate resources devoted to drug interdiction that will not be drawn away by other priorities? How much longer do you anticipate that your resources will be diverted due to the Cuban refugee problem?

Answer. The drawdown of resources from other geographical areas and missions to meet the requirements of the Cuban refugee operation has demonstrated that the Coast Guard does not have sufficient flexibility to respond to a major crisis without seriously disrupting our ability to perform other mandated missions. It has emphasized our contention that a significant increase in the size of the cutter and aircraft fleet is necessary before we can adequately meet our responsibilities. Our forces will remain in the area available to respond to a resumption of the Cuban refugee operation for the next two-three months at a minimum. They are not idle though as they have been very successful in interdicting the drug trade over the past month.

*Question No. 3.* Why have you requested the same budget in 1981 as you did in 1980, namely 1.7 billion dollars? Does not Coast Guard need more funds to carry out drug interdiction, especially in view of constantly rising costs?

Answer. Your question on our funding situation is noted with interest. The President's budget must sort out and prioritize the funding needs of all government agencies. There is a strong concern within the Coast Guard about the adequacy of our capital plant and it has not gone unnoticed by Congress. As you know the General Accounting Office at Senator Cannon's request has recently completed a study of our missions and resources. The Coast Guard generally concurs with GAO's findings as they relate to our resource situation. We believe our needs are well documented and continue to hope for future improvement.

*Question No. 4.* Has the Coast Guard developed, based on an assessment of each district's needs, an overall estimate of the numbers of ships, planes, men and total funds required for the Coast Guard to stamp out drug trafficking on the high seas?

Answer. In determining an appropriate program standard for drug interdiction, we have relied on an estimate of the rate of seizure necessary to make smuggling economically unattractive. Unfortunately, the smuggling of marijuana into the United States is so enormously profitable that even a fairly successful interdiction program may have limited deterrent effect.

We know, from our experience with special operations, that if we could suddenly surge to a 35-40 percent interdiction level we would severely impact upon the smugglers' operations. We would probably even drive some marginal operations out of business. We might also encourage some organizations to begin to smuggle by airplane though it would be more expensive and would reduce their profits. Very soon, however, the smuggler would find a way to avoid capture or simply accept a higher number of seizures as an added cost of doing business. At a 40 percent seizure rate, the smuggler will achieve, at a conservative selling price to buying price ratio of between 5-1 and 10-1, a 200 to 500 percent profit on his investment. This would certainly not achieve the goal of making smuggling by sea economically unattractive. To do that, we feel that we must reduce the overall rate of return on investment to at least 25 percent. An interdiction rate of 75 percent would be required at a price ratio of 5-1. At a ratio of 10-1 it would require an interdiction rate at 85 percent.

A high interdiction rate would likely force the smuggler to raise the price of his product. Marijuana is not an addictive narcotic and a large part of the user population is aged 12-18, a price increase may reduce demand in favor of less expensive substances such as alcohol.

The additional equipment and personnel necessary to achieve a 75 percent interdiction level are detailed in the following table.

## ADDITIONAL EQUIPMENT REQUIREMENTS

	Medium endurance cutters	Patrol boat cutters	Fixed wing search aircraft	Short range recovery helicopter
Caribbean Choke Points and Windward Island .....	16	4	6	16
Florida, Georgia, and South Carolina .....	7	15	9	8
Gulf of Mexico .....	5	11	6	5
Mid and North Atlantic seaboard .....	7	12	8	8
Pacific .....	7	15	9	8
Total .....	42	57	38	45

*Additional personnel requirement*

	Number
Medium endurance cutters .....	4,284
Patrol boats .....	912
Aircraft .....	494
Helicopters .....	450
Total .....	6,140

*Question No. 5.* The GAO states that the Coast Guard's cutter fleet has decreased while its duties increased and that its overall number of vessels dropped from 339 in 1969 to 246 in 1979. The Coast Guard authorization for 1981 mentions only one cutter being built in that year. What is the current status of your overall fleet? How soon do you expect it to be back to full strength? Does your full strength projection take into account a sufficient number of vessels/resources to do the total drug interdiction job? (Will it be in line with White House planning?)

Answer. The Coast Guard is presently embarked on ship building programs that replace our old and obsolete cutters. We recently awarded a multi-year contract to Tacoma Boat Company to build nine 275' medium endurance cutters. This contract completes a program that will eventually replace 13 of our cutters, many of which are over 40 years of age. We are also in the midst of major renovations of our 95' WPB's (patrol boats) and 180' WLBs (buoy tenders). We are just finishing a contract that replaces our Great Lakes 110' WYTMs (icebreaking tugs) with new, more powerful 140' WTGBs (icebreakers). We are hopeful that we can soon initiate a program to replace our East Coast WYTMs. Our cutter needs are well known but out capital budget (AC&I) has not been sufficient to embark on ship building programs to augment our fleet. But with the GAO's recent study on the condition of our capital plant, we are hopeful that we will see improvements in this area in the near future.

*Question No. 6.* GAO attributes Coast Guard's difficulties in retaining experienced personnel to low salaries, poor leadership and long hours. What has the Coast Guard done and what additional plans do you have to improve this situation?

Answer. We believe that the recent 11.7 percent military pay raise and the Variable Housing Allowance aspect of the Nunn-Warner Bill were excellent steps in the right direction. In addition to this, the Coast Guard has authorized the payment of Selected Reenlistment Bonus Zone "B". Although we believe these actions will help to stimulate increased retention, it is still too early to discern what their overall effect will be.

The Coast Guard is still deeply concerned about the exorbitant Permanent Change of Station (PCS) moving costs our personnel must face, the high out of pocket expenses that our personnel must undergo when buying a home, dependent medical care and active duty/veteran's educational benefits.

In support of the above concerns, the Coast Guard has undertaken, or will undertake, the following actions:

- We have limited PCS orders to maximum extent possible.
- We have authorized the maximum legal PCS mileage/per diem allowance.
- We are introducing legislation designed to defray moving/home buying costs.
- We are providing maximum "in house" dependent medical/dental care.
- We are supporting DOD efforts designed to improve the CHAMPUS program.
- We are providing maximum off duty tuition assistance to our personnel.
- We will continue to support programs which improve veteran's benefits.

We ask the Congress to support legislation which is designed to improve the quality of life of military personnel and their families.

In order to improve leadership within the Coast Guard, we are in the process of evaluating our officer fitness report system, and our enlisted performance appraisal system. We are also placing additional emphasis upon our officer/enlisted leadership and management schools. We will continue to make every effort possible to improve leadership within the Coast Guard.

It will be difficult to reduce the long working hours of Coast Guard personnel without either curtailing missions, or acquiring additional billets. The Coast Guard has been cut to the bare bone in our mission effectiveness. We simply have no more notches to tighten in our belt. Thus, we hope and will continue to strive to achieve additional resources through the budget process. Once again, we ask Congressional support in achieving these aims.

*Question No. 7.* H.R. 2538, intended to improve Coast Guard's high seas enforcement of laws pertaining to illicit drug trafficking, was signed into law by the President on the 15th of this month. Is Coast Guard making any provisions to accommodate the increased work load this will more than likely bring about?

*Answer.* Public law 96-350 will not increase the Coast Guard's operational workload, it will simply allow prosecution of many of the arrested persons who have been previously released. The only increase that we anticipate is additional cost and man-hours devoted to providing witnesses at trials.

*Question No. 8.* Have you been able to detect any improvement in your operations as a result of the law enforcement training Coast Guard personnel now receive in your Portsmouth school?

*Answer.* The law enforcement school, located at our Reserve Training Center at Yorktown, Virginia, has significantly increased the level of law enforcement expertise available in the fleet. We are increasing the number of students and pursuing other training methods to improve the training of our law enforcement personnel. We still have a long way to go, however, before all of our personnel are adequately trained to perform law enforcement.

*Question No. 9.* Do you intend to establish an enlisted man's rate for law enforcement? If not, have you considered an arm patch for recognition and the possibility of hazardous duty pay for drug interdiction duties?

*Answer.* The Coast Guard has thoroughly evaluated the need for a specialized law enforcement career path for enlisted personnel. That analysis indicated that due to the benefits of multi-mission utilization of Coast Guard personnel, proper training was more cost-effective than establishing a special law enforcement rating.

Since all Coast Guard Commissioned, Warrant and Petty Officers have law enforcement authority and responsibility an arm patch is not indicated.

The awarding of hazardous duty pay in the Coast Guard has been an evolutionary process as new missions have been acquired, new dangers encountered, and new deserving categories identified. This has been necessary to compensate individuals for hardships and dangers encountered on the job (mostly involuntarily) as a price for meeting the needs of the service. We continue to study a wide variety of CG duties and mission areas for applicability to Title 37 U.S.C. 301, our authority to award this pay. Law enforcement activities will be thoroughly examined as a part of this ongoing effort.

*Question No. 10.* What type of intelligence would be most useful to the Coast Guard? Are you able to obtain such information from DEA or other Federal agencies? Have you considered increasing and improving you own intelligence function? Do your officers and men receive intelligence training at the Portsmouth law enforcement school?

*Answer.* The Coast Guard receives intelligence support from all Federal agencies involved in narcotics interdiction. Working relationships among DEA, Customs and Coast Guard intelligence personnel within the United States have been productive and are improving as each becomes more familiar with the other's needs. Coast Guard participation in the operation of the DEA Intelligence Center at El Paso has provided our service with a centralized narcotics intelligence facility accessible by all of our operating units. The bulk of the information processed and disseminated by our intelligence personnel at EPIC, which contributes to a vessel seizure is, unfortunately, shore-side intelligence.

Although this type of intelligence is valuable, our primary intelligence concern is locating vessels at sea while they are enroute to the United States. This at-sea intelligence can only be derived from continuous large area reconnaissance missions of the Caribbean Sea, the Atlantic and Pacific Oceans. Other Federal agencies have been approached to provide such reconnaissance utilizing their resources. It is anticipated that other agency resources may become available over the next year, however, the brunt of intelligence gathering missions at-sea will continue to be

borne by the Coast Guard. This is severely impacted by a shortage of available aircraft.

To improve our own capabilities in the intelligence arena our personnel are receiving training in a variety of intelligence fields which include all phases of the intelligence cycle (i.e., planning, collection, processing, production and dissemination). Most of this training is being provided by other agencies.

*Question No. 11.* At the behest of Mr. Livingston during our 1979 Strategy hearing, Admiral Hayes forwarded a list of capabilities that would assist the Coast Guard in its law enforcement mission, consisting primarily of high technology equipment. Has any of this material been purchased, perfected and/or obtained to date?

Answer. We are continuing to work on secure voice communications but technological and financial problems are slowing down the progress. We have researched nonlethal ways to stop ships without coming up with a completely successful solution. We have been unsuccessful in determining if a vessel is carrying vegetable matter without boarding.

U.S. DEPARTMENT OF EDUCATION,  
Washington, D.C., November 3, 1980.

HON. LESTER L. WOLFF,  
*Chairman, Select Committee on Narcotics Abuse and Control,  
House of Representatives, Washington, D.C.*

DEAR MR. WOLFF: Thank you again for the opportunity to appear before the Select Committee on Narcotics Abuse and Control on September 23 to testify on "The Federal Drug Strategy: Prospects for the 1980's."

In response to your recent letter requesting additional information for the Committee's hearing record, I am pleased to provide you with the attached response.

Please let me know if I may be of further assistance to the Select Committee in the coming months.

Sincerely,

THOMAS W. FAGAN,  
*Deputy Director,  
Office of School Improvement.*

*Question No. 1.* What specific action will the Secretary of Education take to ensure cooperation and coordination between the Office of Alcohol and Drug Abuse Education and NIDA regarding identifying and implementing school drug abuse prevention programs?

Answer. The Office of Alcohol and Drug Abuse Education (OADAE) maintains ongoing relations with the Prevention Branch at NIDA and is in the process of exploring a more formal relationship with them. Dr. Helen Nowlis, Director of the Alcohol and Drug Abuse program meets periodically with the Director of NIDA, Dr. Pallin and is pursuing a similar relationship with Dr. Kerman, the Director of ADAMHA.

*Question No. 2.* How often do members of the Office of Alcohol and Drug Abuse Education meet with White House Staff regarding policy coordination of school-based drug abuse programs? Recognizing the importance of drug education in our schools, has the Secretary of Education made any effort to seek membership on the strategy Council and the Principal's Group?

Answer. Staff of the Office of Alcohol and Drug Abuse Education meet with White House staff when issues of prevention are being considered. We have not met specifically in regard to school-based drug abuse programs, but plan to do so in the near future.

The Department currently is exploring membership on the Strategy Council and Principals Group.

*Question No. 3.* What plans does the Secretary of Education have to elevate the priority given to drug abuse concerns within the new Department? For example, at the State Department, the position of Senior Advisor to the Secretary for International Narcotics Matters was raised to the position of Assistant Secretary, thus enhancing the consideration given to drug abuse issues in foreign policy development. Would Secretary Hufstедler support the creation of an Assistant Secretary for Alcohol and Drug Abuse Education within the Department of Education?

Answer. The Office of Alcohol and Drug Abuse Education is located under the Assistant Secretary for Educational Research and Improvement within the Office of School Improvement (OSI). OSI was created in 1979 to give visibility and support to small discretionary grant programs, such as the Alcohol and Drug Abuse Education program, and to improve the management of these programs.

Previously, these programs either had operated independently, reporting to the Executive Deputy Commissioner for Educational Programs, or had been located in organizational units alongside other large programs. In both cases, the needs of

these small programs were often inadequately met due to their inability to compete with the large programs, both for attention and for resources. Further, the independent programs were too small to warrant support staff in the areas of budget, personnel, and management. By grouping these programs into one office, strong voice and management efficiency has been provided.

As you know, the Department of Education Organization Act (DEOA) established a limited number of program Assistant Secretaries, each with a wide range of responsibilities and programs to administer. To create an additional Assistant Secretaryship with responsibility for a single program would be inconsistent with the intent of the legislation.

*Question No. 4.* Your prepared statement indicates that over 400 schools applied for assistance through the Alcohol and Drug Abuse Education Program during Fiscal Year 1980 but only one-fourth of these ultimately receive the help they were seeking. Your testimony also cites numerous examples of the successful results the program has achieved. In light of both the demand for and the demonstrated success of the program, why did the Department of Education request only \$3,000,000 for the Office of Alcohol and Drug Abuse Education for Fiscal Year 1981 when the authorization of appropriations under the Alcohol and Drug Abuse Education Act is \$18,000,000? How much money do you plan to request for the Office for 1982?

*Answer.* The Department of Education recognizes the important and successful effects the Alcohol and Drug Abuse Education program has had on local school districts. We are particularly proud that this program has been able to serve so many with its modest resources. Much of this success can be attributed to the manner in which the program is designed and administered by Dr. Helen Nowlis. The Federal role has been to stimulate local interest and to demonstrate the effective ways in which prevention programs can be accomplished at the State and local levels; the localities assume responsibility for the operations. We believe that by maintaining the program as a demonstration project, the Department can continue to stimulate the field in response to national concerns and meet its responsibilities in partnership with states and locals.

In regard to the Department's budget request for OADAE, specific program budget increases must be viewed within the context of the competing demands placed upon the Department and the resources available to it.

We believe that within current constraints, through its demonstration program in Alcohol and Drug Abuse Education, the Department of Education is a positive force in addressing the needs of the education community. Our efforts will continue to be coordinated with other agencies to ensure maximum impact.

*Question No. 5.* P.L. 96-88 transferred to the new Department of Education certain responsibilities for vocational education and rehabilitation services previously administered by the Department of Health, Education, and Welfare. Appendix D of the "Annual Report on the Federal Drug Program, 1980" shows that \$14.1 million was requested for drug abuse prevention programs in the Department of education for Fiscal Year 1981. Of that amount, \$11.1 million is allocated for rehabilitation services. Where in the structure of the Department is the responsibility for vocational education and rehabilitation services placed? What are the Department's plans for targeting vocational training and rehabilitation services to drug abusers who need such assistance? Describe specifically the types of rehabilitation services that will be provided to individuals abusing drugs.

*Answer.* The Rehabilitation Services Administration (RSA), which administers the State-Federal program of vocational rehabilitation authorized by the Rehabilitation Act of 1973, as amended, was transferred from HEW to the Department of Education under the Department of Education Organization Act (DEOA). RSA, together with the Office of Special Education and the National Institute of Handicapped Research, is located organizationally within the Office of Special Education and Rehabilitative Services.

RSA, along with other concerned Federal programs, submits data yearly to NIDA for inclusion in their Annual Report to the Congress on drug abuse activities. The information provided by RSA includes who are rehabilitated by the State VR agencies, drug abuse rehabilitations as a percentage of all rehabilitations, and the estimated Federal expenditure. The cited figure of \$11.1 million in Fiscal Year 1981 is arrived at by multiplying the estimated percent of rehabilitations with the primary disability of drug abuse (1.3 percent) by the expected appropriation for Basic State grants (\$854,259,000).

It should be understood that no funds in RSA's appropriation are allocated or earmarked for drug abuse. RSA distributes Basic State grants on a formula basis, with 80 percent Federal funds matched by 20 percent State funds, to enable the States to provide physically or mentally disabled people with the services they

require to become gainfully employed. The State VR agencies serve a wide range of disabled groups, affording priority to those who are severely disabled, but do not give preference to those handicapped by drug abuse. The services that may be made available include a comprehensive medical, psychological, vocational evaluation; prevocational adjustment and vocational training; specialized counseling; physical/mental restoration services; job placement and follow-up services to ensure the durability of employment.

At present, RSA has no plans for targeting rehabilitation services to persons handicapped by drug abuse. It is expected, however, that most State VR agencies will continue to serve eligible individuals in this disability category.

