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[1975]

DRUG ENFORCEMENT ADMINISTRATION

REGION 5

DRUG
AVAILABILITY/TRAFFICKING
PROFILE



Miami Regional Office
8400 Northwest 53 Street
Miami, Florida 33166

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I. INTRODUCTION

A. Geography

The geographic area over which Region 5 has arrest jurisdiction includes the States of Florida, Georgia, and South Carolina, the Commonwealth of Puerto Rico, and the U.S. Virgin Islands.

The most surprising statistic concerning Region 5 is the length of its tidal shoreline - 13,646 miles - excluding Puerto Rico and the Virgin Islands. This tidal shoreline is approximately twice the combined shoreline of the west coast of the United States (7,863 miles) and slightly less than the combined shoreline of Regions 1, 2, 3, and 4 -- 16,807 miles running from North Carolina to Maine. This tidal shoreline is a major asset to the smuggler -- permitting any of the 662,112 privately registered pleasure boats within the Region to off-load contraband with little fear of discovery.

The general topography of Region 5 is another asset to the smuggler, offering many miles of undeveloped flat terrain and little used roadways which can be used to land aircraft. There are in excess of 16,000 privately registered aircraft in Region 5 -- 9,138 in Florida alone. The Federal Aviation Administration, Miami, recognizes slightly more than 250 registered airports in the State of Florida - that figure includes commercial airports such as Miami International and private landing strips located on farms and ranch land throughout the State. The FAA reports that even though the State of Florida requires a landing strip to be registered, there are literally dozens of unregistered landing strips capable of servicing C-46 and DC-3 aircraft. Among the 250 plus registered airstrips are several 7000 foot unmanned and abandoned military landing strips that have shown obvious use in recent months.

Miami International Airport handles more import/export cargoes than any other airport in the United States and is second only to New York's JFK in international passenger traffic, with approximately 4109 international passenger arrivals daily. That adds up to approximately one and a half million foreign arrivals per year.

The population of Region 5 is 18,468,000. There are thirteen major metropolitan areas, ranging in size from 250,000 to 1,748,000. With an assigned special agent strength of 141 operating out of eleven offices, the population outnumbers us at 131,000 to one. (130,978 to 1 to be exact), and we have approximately 202 computer (NADDIS) identified violators for every one special agent.

B. Organized Crime

South Florida is recognized as a significant Organized Crime area. Specifically, the Hollywood/Fort Lauderdale metropolitan area has been dubbed "New Jersey South". Although members of all major "families" are well represented in South Florida, the predominant influence exerted on Florida's east coast is by member of the Genovese family from New York and New Jersey. The Gulf Coast of Florida is the territory of the Santo Trafficante family. Organized Crime exhibits considerable influence in the area of drug enforcement. The classic racketeering methods employed within Region 5 are:

Extortion and strong arm tactics, forcing drug violators to surrender drugs, money, and contacts to mob control - - this method includes murder of informants and witnesses.

Corruption in the form of attorney's speculating in the drug market and advising principals in large drug smuggling efforts. Police and public officials accepting bribes, payoffs, and some who are directly involved in the distribution of drugs.

Loansharks financing drug purchases.

Gambling casino's laundering profits from drug investments.

Infiltration of legitimate businesses to enhance the illegal importation and large scale drug distribution networks - for example, many companies importing fruits from Central and South America are fronts for Organized Crime.

C. Drugs/Arms Trafficking

There have been an increasing number of intelligence reports which indicate that drugs - especially cocaine - are being paid for by weapons rather than money. The report links a well documented Organized Crime figure in Milwaukee with a Hialeah, Florida violator in arms for drugs trading, specifically the 308 NATO defense weapon for Mexican heroin. They allegedly receive \$2,000.00 worth of drugs for every weapon delivered versus a cash exchange of \$1,200.00 per weapon. We have also received intelligence indicating that several Florida based violators have also exchanged weapons for marihuana and cocaine in Colombia, Honduras, and Mexico.



II. DRUG AVAILABILITY

For the purpose of this briefing, drugs in the illicit market have been placed in 4 categories - heroin, cocaine, dangerous drugs, and cannabis. The heroin category contains heroin and other opiates. The cocaine category contains all forms of cocaine. The dangerous drugs category contains all controlled substances including stimulants, hallucinogens, depressants, and pharmaceutical synthetic narcotics. The cannabis category includes marihuana, hashish, and hashoil.

A. Heroin

Availability of heroin throughout Region 5 is and has been adequate to meet the requirements of the addict population. While both brown and white heroin are available, the overwhelming majority (98%) is brown. Quantities and purity of heroin removals during calander year 1975 depicts Region 5 as a victim area rather than a source area. Quantities have ranged from less than a 1/10 of a gram to 2 ounces with potencies predominately in the 3-8% range. Removals during the month of January 1976, however, showed a marked increase in potency with no increase in quantities. Quantities of all removals were one ounce or less. While there continued to be removals in the 3-8% purity range, the potency of over half of the removals during January was in the 12-27% range. These figures indicate that while Region 5's status as a victim area has not changed, there is a substantial increase in availability resulting in more potent heroin on the street. Abuse of heroin in Region 5 generally follows the pattern of predominant use by blacks in and around the major metropolitan areas.

B. Cocaine

Cocaine is readily available throughout Region 5 in multi-kilo quantities with potencies ranging up to 92% pure. Region 5's physical location in relation to cocaine source countries in South America make it particularly desirable as a terminus for cocaine smuggling into the United States. Thus, South Florida is the principal domestic source of cocaine in the United States. Region 5's status as a source area for cocaine does not eliminate it as a victim area. In fact, cocaine is widely abused throughout the Region with little regard to socio-economic or ethnic lines. The ages of abusers range from the pre-teens to the mid thirties.

C. Dangerous Drugs

Dangerous drugs are continuously increasing in availability. During calendar year 1975, Region 5 removed in excess of 950,000 dosage units of dangerous drugs. Additionally, during the month of January, 1976, in excess of 315,000 dosage units were removed. However, even with the increasing availability, retail prices continue to be very high, caused by a parallel increase in abuse and demand. The primary dangerous drugs available are methaqualone, PCP, and amphetamines

D. Marihuana

As is true across the nation, marihuana is by far the most readily available drug in Region 5. Region 5's physical location relative to the marihuana source countries of Colombia, Jamaica, Honduras, and Mexico, and our vulnerability to marine and airborne smuggling incursions parallel our position in the cocaine traffic. Region 5 is one of the most significant domestic source areas for marihuana in the United States. This position in the flow of marihuana promotes availability in multi-ton quantities and widespread abuse. Other forms of cannabis are available in limited quantities.

III. DRUG TRAFFICKING

In discussing Region 5 drug trafficking, both domestic and international, all four categories of drugs must be addressed. For the purpose of this briefing domestic trafficking is defined as the movement of drugs from point-to-point within the United States and international trafficking is defined as the movement of drugs into the United States from a foreign country. Analysis presented in this section of the briefing is based on substantive case data and intelligence data extracted from the Miami Regional Intelligence Unit files. Region 5 must be recognized as a MAJOR transshipment point for cocaine and marihuana and a significant transshipment point for heroin.

A. International Heroin Trafficking

International heroin trafficking in Region 5, while not as prominent as in some other areas, is significant. International heroin shipments have been identified as originating from Southeast Asia, Europe, India, Africa, South America, and Mexico. Heroin smuggled into Region 5 is diverse as to origin and mode of transportation while being limited, according to available intelligence, in numbers of occurrences. One of our most significant recent heroin seizures, 23 pounds, occurred at Miami in August/September, 1975. This heroin originated in Bangkok, Thailand, and was intended for delivery to a Los Angeles group of traffickers.

B. Domestic Heroin Trafficking

Both inbound and outbound domestic heroin trafficking has been identified in Region 5.

Heroin flowing into Region 5 is primarily low grade "street level" heroin appearing in quantities that suggest its intended recipients are street level distributors. This heroin originates from domestic distribution centers located in the northeast, the mid-west, west coast, and along the southwest border. Identified distribution centers in the northeast are New York City and New Jersey, in the mid-west, Detroit and Chicago, Los Angeles, and along the southwest border are Tucson, Albuquerque, Brownsville, Corpus Christi, Dallas, El Paso, and Houston. While there is a very small amount of white heroin entering Region 5 from the northeast distribution centers, the overwhelming majority of our heroin is of the Mexican brown variety. The predominant mode of transporting the drug is by couriers traveling as passengers on commercial airlines and in private autos. In addition to these modes, our intelligence files revealed a single mention of an air freight parcel shipment from Detroit.

Intelligence shows a substantially smaller volume of heroin flowing out of Region 5 which varies significantly from inbound heroin in purity, quantities, and frequency of shipments. Region 5's outbound heroin is predominantly the result of transshipments of international heroin terminating in Region 5. Destinations of the outbound heroin are primarily in the northeast, midwest, and Los Angeles.

C. Cocaine Trafficking

Region 5 and particularly the State of Florida is by far the most prominent center for both domestic and international cocaine trafficking in the United States.

Cocaine trafficking in Region 5 almost exclusively takes the form of transshipments of international cocaine terminating in the Region. These transshipments are highlighted by high level and sometimes violent negotiations involving sums of money in multi-hundred thousand dollar quantities and multi-kilo quantities of high potency cocaine. Cocaine from Region 5 is distributed throughout the United States and Canada with the most frequent destination being the northeastern U.S. , in particular, New York City. Primary modes for movement of cocaine out of Region 5 are commercial air passengers, private autos, and the U.S. mail.

This Region's geographical proximity to cocaine source countries, its extensive shoreline with numerous secluded bays and inlets, its remote and unmanned airfields within range of light aircraft to cocaine source countries, its high volume of international air passengers and cargo arrivals and the high level of marine cargo traffic from South America all combine to make Region 5 particularly suited as a terminus for international cocaine trafficking. In fact, Region 5 has become the hub of international cocaine trafficking with daily arrivals of multikilo quantities of cocaine from South America.

The overwhelming majority of international cocaine entering Region 5 originates in Colombia, S. A. with significant quantities also originating in other South and Central American Countries including Peru, Bolivia, Argentina, Venezuela, Honduras, Panama, Ecuador, Guatemala, and Brazil.

Methods of smuggling cocaine are limited only by the imagination of the smuggler and the assets at his disposal. The most frequently employed smuggling method is by couriers traveling on commercial airlines. While the quantities smuggled by this method are significantly smaller per incident than by other methods, its effectiveness is greatly enhanced by the heavy volume of daily international passenger arrivals (4,109 each day). Cocaine couriers have developed methods of secreting their consignment that preclude detection by but only the most alert, experienced and conscientious Customs inspectors. In addition to the obvious method of concealment in accompanied and unaccompanied baggage, some of the more interesting methods used by couriers include: body and body cavity carry; concealed in talcum and baby powder cans, tooth paste tubes, aerosol spray cans; liquefied and impregnated in clothing and blankets, which are then either worn or packed in baggage; hollowed soles of shoes, liquefied and secreted in sealed wine and liquor bottles.

Other methods of smuggling while less frequent than couriers on commercial air account for the majority of cocaine smuggled into this Region. These methods include private aircraft, private vessels, commercial vessels, and international mail. As an example, a total of 98 pounds of cocaine was seized from 3 different banana boats from Colombia during the first week of August, 1975.

D. Dangerous Drugs

There is considerable clandestine lab activity in and around Atlanta and reported clandestine lab activity in the rural areas in Florida. One difficulty in gathering intelligence on dangerous drugs is the sporadic movements of the lab operators and their ability to change products seemingly overnight to keep up with the current drug of choice. Additionally, thefts and pilferage at all levels of the legitimate trade continue to provide dangerous drugs to the illicit market. Dangerous drugs are reported to be transported intra and inter-regionally, principally by truck drivers, commercial airline passengers and private autos.

Internationally, the traffic in dangerous drugs comes into the Region from Canada via commercial airline passengers and from Mexico in trucks, private vehicles and commercial airliners. We had one case of diversion of Roher quaaludes from the Dominican Republic into Puerto Rico which resulted in our denial of an export permit to Roher for the Dominican Republic.

E. Marihuana

As with cocaine, domestic trafficking of marihuana takes the form of transshipment of multi-ton loads smuggled from Colombia, Jamaica, Central America or Mexico terminating in the Region. The majority of these shipments are broken into small parcels of 500 to 5,000 lbs and shipped by leased campers, vans, or automobiles to areas along the eastern seaboard and to Wisconsin, Michigan, Illinois, Montana, Ohio, Indiana. Region 5 must be recognized as a major transshipment point for marihuana again because of its proximity to the source countries and the apparent ease with which smugglers can evade maritime patrols and pilot smugglers' radar evasion tactics of low altitude flying from about sixty miles off the U. S. coast.

International marihuana enters Region 5 from Colombia, Jamaica, and Mexico by the multi-ton loads in planes and boats. The airloads are usually dropped at desolate landing strips throughout the Region, and taken by leased camper, van, and vehicle to the buyer in other states. Commercial cargo aircraft have smuggled ton and larger shipments of marihuana into Miami. Heavy tonnage freighters from Colombia hovering just outside the 12 mile limit on the east coast and in the Gulf are responsible for the majority of marihuana entering Region 5 at this time. These freighters are off-loaded by smaller, faster vessels which then penetrate our waters and shoreline with ease. In light of current criticism of the marihuana laws and with a retail price of \$25.00 per ounce, it is not surprising to find respected members of the business and professional communities involved in the financing and distribution of this drug.

After a record removal of 63 tons by Customs/DEA in August 1975, RIU Miami initiated a study to determine the effect of this removal nationwide. The preliminary results of this study indicate no appreciable effect on availability or price.

THE WHITE HOUSE
WASHINGTON

March 19, 1975

Jim:

Messrs. Dunham and Cavanaugh

have "signed off" on the attached.

They concur in the recommendations

set forth.

Dick
Dick Parsons

Creighton -
D.C. Murrell Group

THE WHITE HOUSE

WASHINGTON

March 17, 1975

MEMORANDUM FOR: JAMES M. CANNON
PAUL H. O'NEILL

FROM: RICHARD D. PARSONS
EDWARD E. JOHNSON

SUBJECT: Drug Abuse

This memorandum responds to your request for our joint review of, and recommendations with respect to, the problems and issues raised in Bob DuPont's memo of March 10th (copy attached at Tab A).

COMMENT

The Federal drug program is likely to cause political problems and embarrassment for the Administration in the near future. All indications point to a resurging heroin problem in spite of the high priority effort and the massive funding increases by the Federal Government during the past six years.

Complicating the picture is the fact that the Special Action Office for Drug Abuse Prevention (SAODAP), which was created in 1971 to coordinate all Federal drug abuse prevention, treatment and educational programs, will terminate on June 30, 1975. The Administration's failure thus far to indicate a coordination mechanism to replace SAODAP after its termination has caused the Congress and the press to question its (the Administration's) commitment to drug abuse prevention.

In order to blunt mounting criticism of the Federal drug abuse prevention effort and to revitalize those efforts, a strong signal of continuing White House interest is required soon. However, this signal should not be simply a blanket endorsement of existing programs.

RECEIVED
JUL 29 1976
CENTRAL FILES



The worsening drug abuse problem suggests that we may not have "turned the corner" as was previously indicated by President Nixon. A fresh look should be taken at Federal drug policies and programs in terms of both cost and social effectiveness.

A priority review of the entire drug abuse program by the Domestic Council would be a good way to:

- demonstrate high level interest and support;
- respond to legitimate Congressional concerns;
- assure the perpetuation and creation of appropriate and effective drug abuse prevention policies and strategies;
- provide answers regarding the appropriate level and structure of Executive Office drug management; and
- revitalize the drug program generally.

RECOMMENDATION

We recommend, therefore, that the Domestic Council be directed by the President to undertake a thorough review of the overall Federal effort in the prevention and treatment of drug abuse.

To assist the Council in this regard, we further recommend the creation of a Drug Review Task Force, chaired by the Executive Director of the Domestic Council and consisting of high-level representatives of the interested Federal departments and agencies. OMB would provide working level coordination and staff support, with specific individuals designated from the various departments and agencies participating as working team members. The Task Force would also be authorized to retain or consult with knowledgeable persons from outside of government as appropriate.



Short term objectives would include providing recommendations for the appropriate means of continuing Executive Office coordination after June. Concurrent, but longer range, objectives would be to develop:

1. A credible analysis of the current levels of drug abuse problems in the United States.
2. A review of the appropriateness of existing drug policies.
3. A thorough review of existing government drug programs, organizations and advisory mechanisms.
4. An analysis of the cost and social effectiveness in balancing drug programs and priorities.

The conclusions and recommendations of the Task Force would be presented to the Vice President and, by him, to the President.

(A draft Drug Review Task Force Study Plan is attached at Tab B.)

Approval of this high priority review can form the basis of a positive and confident statement by Bob DuPont before the Hathaway Subcommittee on the 24th.

DECISION

_____ Approve. (Prepare memo from Vice President to the President asking approval to begin review)

_____ Disapprove.

_____ Discuss.

Attachments



EXECUTIVE OFFICE OF THE PRESIDENT
SPECIAL ACTION OFFICE FOR DRUG ABUSE PREVENTION
WASHINGTON, DC 20506
March 10, 1975

MEMORANDUM TO: JAMES M. CANNON
EXECUTIVE DIRECTOR, DOMESTIC COUNCIL

PAUL H. O'NEILL
DEPUTY DIRECTOR, OFFICE OF MANAGEMENT AND BUDGET

FROM: ROBERT L. DUPONT, M.D., DIRECTOR

SUBJECT: OPTIONS FOR FUTURE COORDINATION OF FEDERAL DRUG ABUSE
PREVENTION

Purpose

To present options designed to assure continued coordination of Federal drug abuse prevention.

Assumption

The Special Action Office will terminate on June 30, 1975.

Discussion

After termination of the Special Action Office, the need for continuing coordination of Federal drug abuse prevention activities will remain. The attached options paper presents, in draft, a summary of the current national drug abuse situation, and the viable approaches to assure the Federal coordination required to respond to conditions. In essence, this paper recommends that:

- The Director, National Institute on Drug Abuse, act as Special Assistant to the President on drug abuse matters.
- Legislation be developed to establish the National Institute on Drug Abuse as the lead agency for Federal drug abuse prevention activities.
- A Cabinet Committee for Drug Abuse be established, with the Director, National Institute on Drug Abuse, as the Executive Director.



I will circulate a refined version of this paper to the Strategy Council on Wednesday, March 12, and seek its approval of a course of action on Friday, March 14, when it convenes to approve the final version of the 1975 Federal Strategy for Drug Abuse and Drug Trafficking Prevention. The conclusions of the Strategy Council regarding continued coordination will be incorporated into my testimony on March 24 and 25 before Senator William D. Hathaway's Subcommittee on Alcoholism and Narcotics, of the Senate Committee on Labor and Public Welfare.

I will appreciate your comments on the attached options paper.

Attachment



OPTIONS
FOR
FUTURE COORDINATION OF FEDERAL DRUG ABUSE PREVENTION

DRAFT

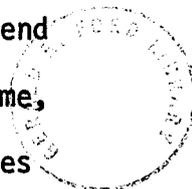
Background

The Special Action Office for Drug Abuse Prevention is legislatively scheduled for termination on June 30, 1975. Current activities with the Office will accomplish the administrative and short-term management actions required to effect the termination on schedule.

However, there is an urgent need to examine broad options at the Federal level to assure continued coordination of drug abuse prevention and enforcement activities after termination of the Special Action Office. Increasingly accurate indicators of trends in drug abuse show that the nation may now be experiencing a new escalation of heroin use in the United States. Factors in both the heroin supply and treatment areas indicate adverse trends which require coordinated and centralized response.

On the supply side, for example, sources of heroin are increasing; Mexican heroin availability has spread at an alarming rate through the U.S. during the past 18 months, and Southeast Asian and Turkish heroin distribution is increasing on both coasts. Another indication of increased supply is the reduction in price and the increase in purity on the East Coast.

In the area of treatment, all national indicators show an upward trend for the first time in several years. National data on property crime, overdose deaths, hospital drug emergencies, and serum hepatitis rates uniformly point to an emerging heroin problem in all areas of the country;



this phenomenon is occurring in small to medium sized cities, as well as larger metropolitan areas. Demand for Federal treatment continues to rise, and the treatment systems at both Federal and State and local levels are operating at nearly 100 percent capacity. More than 3,000 people per month now enter the Federal system, and waiting lists for treatment have appeared in more than 30 States.

A number of viable options have been examined for coordinating a continued Federal response to the re-emerging heroin problem. Each has certain advantages and disadvantages in terms of ease of implementation and efficacy in responding to future conditions. All have at least limited potential to coordinate the activities of the Federal agencies with important drug abuse prevention and treatment functions, including HEW, VA, DoD, BoP, LEAA (Criminal Justice), and Department of State. Also, most of the options have the inherent disadvantages of relying on an interagency committee approach to determine overall priorities and directions, and to allocate agency assets.

The following paragraphs summarize options which provide Federal authority to direct action, flexibility to respond, and management capability to coordinate program action.



Summary of Options

Option #1: Director, National Institute on Drug Abuse (NIDA) acts as Special Assistant to the President on drug abuse matters

- a. Summary Description: Director, NIDA, with concurrence of Secretary, DHEW, serves as advisor to President through White House or Domestic Council staff.
- b. Advantages
 - Administratively executed
 - Links lead Federal drug abuse agency to White House staff and the Domestic Council
 - Strengthens stature of NIDA Director in coordination with other agencies
 - Appropriation not required
- c. Disadvantages
 - By-passes DHEW organization
 - Special Assistant title does not fully offset NIDA organizational position in coordinating with other agencies
 - Fails to effectively coordinate between Federal drug supply (enforcement) and demand (prevention and treatment) matters

Option #2: Develop legislation to establish the National Institute on Drug Abuse as the lead agency for Federal drug abuse prevention activities

- a. Summary Description: Legislation extends NIDA lead agency role from DHEW to Federal-wide.



b. Advantages

- Confirms Federal technical program leadership role of NIDA
- Provides permanent lead agency for long-term heroin problem
- No additional appropriation required

c. Disadvantages

- Horizontal encroachment upon other agencies in interagency coordination
- Imbalance in DHEW organization - greater organizational status for NIDA than NIAAA, NIMH, or ADAMHA
- Usurps traditional health-related authority of Secretary, DHEW, by establishing a primary responsibility in subordinate officer
- Legislation required

Option #3: Vest policy and coordination role in OMB

a. Summary Description: Legislatively vest OMB with special Federal drug program coordination and policy-making authority.

b. Advantages

- Strengthens OMB budget policy role through addition of program policy-making authority
- Permits coordinating both Federal drug demand and supply matters
- No additional appropriation required

c. Disadvantages

- Policy and program authority contrary to traditional OMB budget function
- Contrary to traditional lead responsibility of DHEW in health matters
- Sets precedent for other special emphasis program and policy roles in OMB



- Legislation required

Option #4: Special Cabinet Committee on Drug Abuse

- a. Summary Description: Establish special Cabinet Committee for Federal Drug Abuse Prevention program and policy coordination, with NIDA Director serving as Executive Director.
- b. Advantages
- Program autonomy retained by departments and agencies
 - Policy and information exchange forum
 - Can span both Federal drug demand and supply matters
 - Administratively established
 - Appropriation not required
- c. Disadvantages
- Advisory, without specific decisional or broad coordination authority
 - Part-time approach in intermittent committee meetings
 - Decentralized review of policy, program, and technical issues

Option #5: Establish special Domestic Council staff

- a. Summary Description: Establish full-time committee staff to advise Council on recommended policy and monitor major Federal drug program management.
- b. Advantages
- Administratively established or dissolved
 - Augments Domestic Council capability in complex heroin problem
 - Spans both Federal drug supply and demand matters
 - Minimum cost; high level
 - White House status provides access to department and agency decision-makers



c. Disadvantages

- Parent decision-making Domestic Council convenes intermittently
- Expands White House staff size
- Staff size limitations in face of complex and often technical issues

Option #6: Office of Vice President

a. Summary Description: Establish special staff to monitor Federal drug matters for Vice President in keeping with expanded role of the Office of Vice President in domestic issues.

b. Advantages

- Administratively established
- Coincides with Vice President's role as Domestic Council Vice Chairman
- Minimum cost; high level
- White House level status provides access to department and agency decision-makers
- Can span both Federal drug supply and demand matters

c. Disadvantages

- Undefined decisional authority regarding Federal coordination and policy-making
- Staff expansion
- Operations require coordination with intermittent Domestic Council meetings



Conclusions

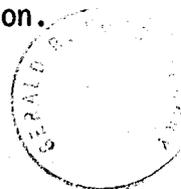
The apparent resurgence of a severe national heroin problem in the United States, coupled with the scheduled termination of the Special Action Office, warrants immediate action for establishing a method to continue coordination of Federal policy-making and program activity in drug abuse prevention. Rising social costs of drug abuse reinforce the requirement to continue a visible commitment in the Administration to combatting heroin addiction and drug abuse in this country. The response should continue to balance the allocation of resources in the law enforcement, prevention, and treatment services areas.

An incremental approach to continued coordination of the Federal drug abuse prevention activities provides the best available solution to the termination of the Special Action Office for Drug Abuse Prevention. The three increments would: integrate the technical expertise of the National Institute on Drug Abuse through the Director; establish the National Institute on Drug Abuse as the lead agency for Federal drug abuse prevention activities; and create a special Cabinet Committee on Drug Abuse to integrate activities of HEW, VA, DoD, BoP, LEAA, and Department of State.

Recommendations

That Options #1, #2, and #4 be approved, to:

- ° Appoint the Director, National Institute on Drug Abuse as Special Assistant to the President on Drug Abuse Matters.
- ° Develop legislation to establish the National Institute on Drug Abuse as the lead agency for Federal drug abuse prevention.



- Establish a Cabinet Committee on Drug Abuse Prevention to integrate the activities of HEW, VA, DoD, BoP, LEAA and Department of State.



B

DRUG REVIEW TASK FORCE

STUDY PLAN

STUDY OBJECTIVES

To undertake a comprehensive review and assessment of:

1. The effectiveness of the current Federal drug abuse prevention strategy, which is based on simultaneous action to reduce both supply and demand of illicit drugs through tough law enforcement, here and abroad, and through treatment and rehabilitation of drug abusers.
2. The impact of increased Federal funding on the national drug problem and the appropriateness of current funding priorities, particularly with respect to supply reduction/demand reduction and domestic/international programs and activities.
3. The effectiveness of existing organizational structures, including SAODAP, the Drug Enforcement Administration, Customs, the National Institute of Drug Abuse, the Cabinet Committee on International Narcotics Control and the Domestic Council Committee on Drug Abuse.
4. The appropriateness and structure of an Executive Office drug coordination/management mechanism.
5. Such other Federal drug policies or programs as may require review.

TIMING

The study would begin immediately, and would initially focus on developing recommendations for providing post-SAODAP coordination of treatment activities--a focus forced by the scheduled June

expiration and related Congressional interest. At the same time, work would proceed on the broader issues identified above. Most recommendations should be ready for presentation by the Task Force to the Vice Chairman by mid-summer. Frequent progress reports will be delivered by the staff to the Task Force.

STUDY DIRECTION

The study would be under the direction of the Domestic Council with a Task Force of Assistant Secretary level officials from the responsible agencies (basically to provide access and support).

TASK FORCE MEMBERSHIP

Chairman	James M. Cannon
Executive Secretary	Richard D. Parsons
Members (names later)	Department of State
	Department of the Treasury
	Department of Defense
	Department of Justice
	Health, Education & Welfare
	Veterans Administration
	Central Intelligence Agency
	Special Action Office for Drug Abuse Prevention



Ex-Officio Members

Harold Horan -- NSC

Edward E. Johnson -- OMB
(Working Group Leader)

The Task Force would be authorized to retain or consult with knowledgeable outsiders to ensure that a broad range of viewpoints is considered.

A working group, led by Ed Johnson of OMB, would provide necessary staff work and report through the Executive Secretary.

THE WHITE HOUSE
WASHINGTON

DOMESTIC COUNCIL CLEARANCE SHEET

DATE: March 18, 1975

JMC action required by: 3/20

TO: JIM CANNON

VIA: DICK DUNHAM

JIM CAVANAUGH

FROM: WARREN HENDRICKS

SUBJECT: DRUG ABUSE

COMMENTS:

It appears that the attached from Dick Parsons concerning drug abuse was not routed through you. I assume the proposal has been discussed but thought it best to return for your sign off.

Attachments

*Dick
Note Changes*



March 11, 1975

MEMORANDUM FOR:

DICK PARSONS

FROM:

JIM CANNON

SUBJECT:

SAODAP

In the attached draft memorandum, Robert Dupont provides options for the future of Federal drug abuse prevention activities. As he states in the last paragraph, the final conclusions from this paper will be incorporated into his Hill testimony scheduled for March 24 and 25.

Would you please review this paper and in coordination with OMB develop our response to Dupont. If a Presidential decision paper is necessary, we should have that completed by March 19th.

Thank you.

Attachment

See attached reply.
H.C.

THE WHITE HOUSE

WASHINGTON

March 17, 1975

MEMORANDUM FOR:

JAMES CANNON

FROM:

DICK PARSONS *Dick*

SUBJECT:

Drug Abuse - Background

The purpose of this memorandum is to briefly review for you the background of Federal drug abuse prevention activities, so that you may review the attached material (i. e., the joint Domestic Council - OMB response to Bob DuPont's memo of March 10th concerning the options for future coordination of Federal drug abuse prevention programs) in historical and functional perspective. Since you requested that my response to DuPont's memo be coordinated with OMB, I thought it best to give you this background by separate cover memo.

Attached to this memo is a memo from Ken Cole to Don Rumsfeld which fairly accurately summarizes the developments leading up to DuPont's memo of March 10th. In my view, however, Cole's statement of the options is not complete and his ultimate recommendation fails to adequately deal with the situation we are currently facing. My reasons are as follows:

1. At the time Cole wrote his memo there was little Congressional or media focus on the fact that, despite the massive Federal effort of the last six years, the drug problem is getting worse. This new focus can be seen in the fact that
 - The Senate Subcommittee on Alcoholism and Narcotics has scheduled hearings on possible extension of the SAODAP authorizing legislation;
 - The Senate Permanent Subcommittee on Investigations has scheduled hearings on the overall effectiveness of the Drug Enforcement Administration;

2.

- NBC News recently did an eight-minute piece on the growing heroin problem involving the so-called "Mexican connection"; and
 - Commentary will shortly publish an article by James Q. Wilson, entitled "Heroin", which indicates that we have not "turned the corner" on the heroin problem.
2. There has been little, if any, review of the effectiveness of existing Federal drug abuse prevention programs, strategies or policies. Despite a tenfold increase in Federal funding since 1968, the problem has not gone away; indeed, it has gotten worse. Perhaps it's time to review our approach to see if we are doing something wrong or could be doing something better.
 3. The Domestic Council Committee on Drug Abuse is a farce. It has met only once (the organizational meeting) and has never functioned as a Committee. Nor is there a Working Group of the Committee. Therefore, reliance on the Committee to articulate and coordinate domestic drug abuse initiatives would clearly signal a lessening of Administration commitment to the overall prevention effort, with potentially disastrous results both politically and programmatically.

Attachment

THE WHITE HOUSE

WASHINGTON

January 7, 1975

MEMORANDUM FOR DON RUMSFELD

FROM: Ken Cole

SUBJECT: White House Organization and Drug Abuse

BACKGROUND

In the heyday of the drug epidemic, there was extensive Presidential and staff attention devoted to the issue of drug abuse. This reached its zenith during 1972 when the White House had:

- The Special Action Office for Drug Abuse Prevention (SAODAP), headed by Dr. Jerome Jaffe, Special Assistant to the President, which was to coordinate all Federal drug abuse prevention, treatment, and educational programs from the White House.
- The Office of Drug Abuse Law Enforcement, headed by Myles Ambrose, Special Assistant to the President, which was a temporary, high-intensity effort utilizing young attorneys to prosecute heroin pushers at the street level.
- A Cabinet Committee on International Narcotic Control, whose Executive Director was Bud Krogh of the Domestic Council staff, with three additional staff members working respectively on the areas of law enforcement, treatment, and international initiatives.

With the initial success of Government efforts in this area, more traditional (and less political) organizational concepts have been adopted:

- A National Institute of Drug Abuse (NIDA) was created in HEW in anticipation of the statutory end of SAODAP this June 30, 1975. Dr. Robert DuPont is head of both SAODAP and NIDA.

- ODALE was merged by Reorganization Plan with Justice and Treasury drug enforcement agents to create a new Drug Enforcement Administration (DEA) in Justice, with the Attorney General given overall responsibility for drug enforcement.
- The Executive Directorship of CCING was moved to the State Department to a Senior Adviser to the Secretary for Narcotics Affairs.
- An Office of Drug Management was established in OMB to coordinate and aid overall Government programs in this area.
- A Domestic Council Committee on Drug Abuse, co-chaired by the Attorney General and the Secretary of HEW was established to coordinate interdepartmental efforts.

The attached package argues for the extension of SAODAP, now down to 20 staff members in the NEOB. It represents the anguished cry of Dr. Robert DuPont who fears the final end of SAODAP will banish drug treatment and prevention initiatives to the wasteland of HEW at precisely the time drug abuse is rebounding as a nationwide problem.

Dr. DuPont presents four options, whose common thread is that someone "at the White House" must be publicly in charge of drug abuse or dire political and practical consequences will follow. Dr. DuPont recommends creation of a new 4-year statutory Office of Drug Policy in the Executive Office of the President.

OMB correctly points out that all the major substantive policy decisions concerning drug abuse treatment have already been made, and recommends against continuation or creation of any separate agency in the Executive Office. OMB does, however, recognize the possible need to continue visible White House leadership in this area.

A Special Assistant role has usually been the answer for this type of problem, but naming DuPont would only aggravate the situation by singling out one particular area of drug abuse (in DuPont's case, treatment) for emphasis. Moreover, both OMB and the Domestic Council staff have specialists on drug abuse already doing the non-public policy and management staff work. The need really is for an occasional visible spokesman at the White House to speak to the worsening drug situation.

Yet a candid political analysis would suggest that having President Ford do a significant number of drug abuse statements and initiatives would be too reminiscent of the previous Administration. One promising solution would be to ask VP Rockefeller to chair the existing Domestic Council Committee on Drug Abuse. As a former Governor of the State worst ravaged by heroin, he has both familiarity and experience with the problem. Most advantageous of all, policies or initiatives advocated by Rockefeller could not be attacked as "blindly following the Nixon hard line on drugs."

OPTIONS

1. Ask VP Rockefeller to chair the Domestic Council Committee on Drug Abuse, and forego the establishment or continuation of any other office within the Executive Office.
2. Rely upon the existing Domestic Council Committee, with the new Attorney General and Secretary of HEW as co-chairmen to articulate and coordinate domestic drug abuse initiatives.
3. Appoint a Special Assistant for Drug Abuse who would provide more White House visibility and leadership on this issue.

RECOMMENDATIONS

Cole - "I urge Option 2, which puts the Cabinet out front on a substantive issue where it belongs. Although I think the Vice President could be very helpful in this area, he should have the flexibility to move in and out of issues as Vice Chairman of the entire Domestic Council and not be tied down, unless he so chooses, by the responsibilities of a particular chairmanship."

O'Neill - Option 2.

DECISION

Option 1 _____

Option 2 _____

Option 3 _____

THE WHITE HOUSE
WASHINGTON

ACTION

April 24, 1975

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR: JIM CANNON
FROM: JERRY H. JONES
SUBJECT: Domestic Council Study of
Federal Drug Abuse Program

Your memorandum to the President of April 21 on the above subject has been reviewed and your recommendation -- that the Domestic Council undertake a study of the overall Federal effort in the prevention and treatment of drug abuse -- was approved.

Please follow-up with the appropriate action.

Thank you.

cc: Don Rumsfeld

RECEIVED
JUN 29 1976
CENTRAL FILE

omas Rumsfeld

THE WHITE HOUSE

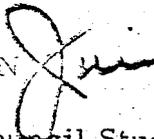
ACTION

WASHINGTON

April 21, 1975

MEMORANDUM FOR THE PRESIDENT

FROM:

JIM CANNON 

SUBJECT:

Domestic Council Study of
Federal Drug Abuse Program

I recommend that the Domestic Council undertake a study of the overall Federal effort in the prevention and treatment of drug abuse.

REASONS FOR STUDY

The Federal drug program is likely to cause political problems and embarrassment for the Administration in the near future. All indications point to a resurging heroin problem in spite of the high priority effort and massive funding increases by the Federal government during the past six years.

Complicating the picture is the fact that the Special Action Office for Drug Abuse Prevention (SAODAP) in the Executive Office of the President will terminate on June 30, 1975. Thus far, no coordination mechanism to replace SAODAP has been proposed, and Congress and the press are questioning the Administration's commitment to fighting the mounting drug problem.

In order to blunt mounting criticism of the Federal drug abuse prevention effort and to revitalize that effort, a strong signal of continuing White House interest is required soon. Moreover, a fresh look should be taken at Federal drug policies and programs to determine their cost and social effectiveness.

A priority review of the entire drug abuse program by the Domestic Council would be a good way to demonstrate high level interest and support; respond to legitimate Congressional and public concern; and assure the perpetuation and creation of appropriate and effective drug abuse prevention policies and strategies. It could also be an important component of a comprehensive program to combat crime.



STUDY OBJECTIVES

The objectives of the study would be to undertake a comprehensive review and assessment of the effectiveness of the current Federal drug abuse prevention strategy; the impact of increased Federal funding on the national drug problem and the appropriateness of current funding priorities; the effectiveness of existing organizational structures, including SAODAP, the Drug Enforcement Administration, the National Institute for Drug Abuse and the Cabinet Committee on International Narcotics Control; and the continuing need for, and structure of, an Executive Office drug management/coordination mechanism.

ORGANIZATION

The review would be conducted through a Drug Review Task Force, chaired by the Executive Director of the Domestic Council, and consisting of high level representatives of the following Departments and Agencies:

Treasury	Veterans Administration
State	OMB
Defense	SAODAP
HEW	CIA
Justice	

The Task Force would also be authorized to consult with knowledgeable persons from outside of government, as appropriate.

TIMETABLE

The study would begin immediately and would initially focus on developing recommendations for providing post-SAODAP coordination of treatment activities -- a focus forced by the scheduled expiration of SAODAP and related Congressional interest. This phase should be completed within six weeks. At the same time, work would proceed on the broader issues identified above. This should be completed by September 1, 1975.

POSITION OF OTHERS

This idea has been discussed with Dr. Robert DuPont, Ambassador Sheldon Vance and John Bartels and they agree as to the need for this priority review.

The Vice President, Phil Buchen, OMB (Paul O'Neill) and NSC (Hal Horan) concur in this recommendation.

PRESIDENTIAL DECISION

___ Agree

___ Disagree



THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

TROPP

MAY 2 1975

The Honorable John T. Dunlop
Secretary of Labor
Washington, D. C. 20210

Dear Mr. Secretary:

As you doubtless are aware, this Department and yours spend several billion dollars every year on people caught up in the criminal justice system, particularly perpetrators of violent crime and drug abusers. Much of that expenditure represents discretionary monies which the Secretary of this Department and of the Department of Labor can re-direct and constrain as they perceive the necessity. We have, in effect, at least as much leverage over the criminal justice system as does the Department of Justice.

In his speech last Friday night at the Yale Law School Convocation, the President articulated a concern, which he has been increasingly discussing with his staff over the last several months, about what the White House can do to reduce violent crime. I am told he has spent a great deal of time reading and thinking about the problems of crime and of drug abuse, and has spoken with visitors from universities about them. Now, he has directed his staff to generate new ideas and new options for him in order that he can reexamine completely what the Federal Government is doing about these problems.

Since the criminal justice efforts of our three Departments are inevitably dependent upon each other, I propose that you, I and the Attorney General sit down as soon after my return on May 12 as possible to discuss what the resources at our Departments' command can, cooperatively deployed, do about the problems of violent crime and drug abuse.

Such a meeting might, perhaps, be the precursor to a revival in May of the Cabinet Committees on Crime and on Drug Abuse, which have been effectively defunct for the last two years.

My staff in the Office of the Secretary has already, since the summer of 1974, been engaged in an analytic effort to learn how we can make more productive our investment in the criminal justice system and in



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crime prevention. In the course of that analysis, we have established ongoing contact with staff of your Office and of the Office of the Attorney General, and we have shared information with those staffs. Given that background, perhaps a useful immediate first step would be for you to designate a member of your staff to meet with mine and that of the Attorney General's in order to draw up a detailed agenda of questions for our discussion, and to explore the possibility of a joint analytic agenda to be pursued by our three immediate offices in response to the President's concerns.

With best wishes,

Sincerely,

/s/Car

Secretary

U. S. DEPARTMENT OF LABOR

OFFICE OF THE SECRETARY

WASHINGTON

Honorable Caspar W. Weinberger
Secretary of Health, Education,
and Welfare
Washington, D.C. 20201

Dear Mr. Secretary:

I would be pleased, as suggested in your letter of May 2, 1975, to continue the cooperative inter-departmental approach to solving offender problems.

In preparation for the meeting you propose with the Attorney General, I have asked John Cheston, who has directed much of the policy work in this area, and Pierce Quinlan, who has charge of the relevant manpower operations, to jointly represent me in this matter. They will be pleased to meet with staff designated by you and the Attorney General to frame an agenda of questions for our discussion and to explore the possibility of a joint analytic agenda.

Mr. Cheston and Mr. Quinlan will be expecting a call from the staff person you have selected for this assignment. Mr. Cheston's phone number is 523-6054, and Mr. Quinlan's number is 376-6254.

Sincerely,


Secretary of Labor

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THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

JUN 6 1975

Honorable John T. Dunlop
Secretary of Labor
Washington, D.C. 20210

Dear Mr. Secretary:

Thank you for your letter of May 27, responding to mine of May 2, on what our Departments can do together with the Department of Justice to maximize the return from the resources which we invest in the control of violent crime and drug abuse.

Per your suggestion, I have designated Richard Tropp (245-1800) of my staff to call John Cheston and ~~Pierce Quinlan~~. They will meet with a member of the Attorney General's Office in order to frame an agenda of questions for our discussion.

Sincerely,

/s/ Cap

Secretary



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Antidrug Agency Boss Faces Ford Panel Quiz

By FRANK VAN RIPER

Washington, May 7 (News Bureau) — White House sources said today that John R. Bartels, embattled chief of the Drug Enforcement Administration, will be called as a witness before a special presidential task force that was set up last week to investigate charges of bungling and corruption within the nation's antidrug effort.

Besides summoning Bartels — who already has been interviewed behind closed doors by a separate Justice Department probe of the drug administration, the White House group expects to hear from Sheldon B. Vance, Secretary of State Kissinger's coordinator for international narcotics matters. Vance is expected to criticize the agency on several fronts, sources said, and to charge it with aggravating relations between the United States and Latin American countries that have become major suppliers of cocaine.

It was also learned that a third investigation of the admin-

Nixon in 1973 to coordinate all drug enforcement.

The group — which will probably have less than a dozen members will be run by Ford's Domestic Council.

The panel probably will begin its work early next month, roughly the same time the subcommittee will begin at least two weeks of public hearings.

As Senators See It

According to congressional and other sources, the Senate group, headed by Sen. Henry M. Jackson (D-Wash.), has evidence indicating that the federal antidrug effort has been hurt as much by bureaucratic squabbles as by corruption. The sources would not disclose the precise

THE WHITE HOUSE

WASHINGTON

May 20, 1975

FYI

MEMORANDUM TO: DICK PARSONS
FROM: DICK DUNHAM *Dick*
SUBJECT: Domestic Council Meeting --
Review Group Study on Drug Abuse

The President has scheduled a Domestic Council meeting on Friday at 2 p.m.

One of the items on the agenda will likely be the announcement by him or the Vice President of the review groups that have already been established and approved by the President.

I would appreciate it if you would prepare a one-page memorandum for either the President's or the Vice President's use which includes at least the following items:

- 1) The announcement of the members of the review group.
- 2) A paragraph on the basic mission and objectives of the review group.
- 3) The timing for completion of the various steps in the tasks.

I would appreciate it if I could have this by the close of business Wednesday.

cc: Jim Cannon ✓



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JUL 29 1976
CENTRAL FILES

Army Abuse

THE WHITE HOUSE
WASHINGTON

FYI

June 24, 1975
12:00 noon

JMC:

The meeting with the Senators
this afternoon at 2:30 p.m.
has been CANCELLED. Sen. Percy
was called out of the city.

Parsons will try to reschedule
tomorrow afternoon.

good
p.

June 23, 1975

6:04 p.m.

JMC:

Dick Parsons suggested that you should meet with Senators Javits, Percy & Ribicoff tomorrow on the Special Action Office on Drug Abuse. Parsons suggests 2:30 p.m. and says it will not take longer than 1 hour. Your calendar is free at that time if you want to do this.

I will meet with the Senators at 2:30 p.m.

Can't do it tomorrow

Other _____

p.



RECEIVED
JUL 29 1976
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THE WHITE HOUSE

WASHINGTON

June 24, 1975

MEMORANDUM FOR: Jim Cannon
Paul O'Neill

FROM: Dick Parsons
Ed Johnson

SUBJECT: Extension of the Special Action
Office for Drug Abuse Prevention

This memorandum provides background material for your meeting with Senators Javits, Percy and Ribicoff today.

BACKGROUND

The Special Action Office for Drug Abuse Prevention (SAODAP) was established by Executive Order in June 1971. Subsequently, in March 1972, Congress passed legislation establishing SAODAP as a temporary White House office to oversee the development of a comprehensive drug abuse treatment and prevention program to balance the existing drug law enforcement programs.

At its peak in early 1973, SAODAP had over 180 employees and was actively involved in a wide range of prevention, treatment, rehabilitation and research activities. Since then, functions -- and some people -- have gradually been shifted to a permanent successor organization, the National Institute of Drug Abuse (NIDA), in the Department of Health, Education, and Welfare. To facilitate the transfer, Bob DuPont, Director of SAODAP, was also named Director of NIDA in September 1973. The transfer of most program activity was completed in late 1974, and SAODAP's staff is now down to 10.

SAODAP ACCOMPLISHMENTS

Since creation of SAODAP, major progress has been made in developing a viable Federal treatment program for drug abusers.

- Federal treatment capacity has grown from 16,000 to 128,000.
- Numerous pilot projects to reach out to previously untreated drug abusers have been developed.
- Progress has been made in reducing the stigma attached to former drug abusers.



- Communication and coordination between the criminal justice system and the health care delivery system have improved.
- Other Federal agencies -- Defense, Veterans and Prisons (Justice) -- have developed treatment programs for their specialized clientele.
- A successor organization -- NIDA -- has been created.

SAODAP certainly is not solely responsible for these accomplishments; other organizations, including our own, played a major role. Nonetheless, SAODAP's contributions were real and significant. Perhaps above all else, SAODAP set a tone of urgency and priority which was needed.

ARGUMENT AGAINST EXTENSION

The conditions which originally required a special office -- essentially, the need to rapidly develop a treatment response -- no longer exist, and SADOP should be allowed to expire on June 30. Any last-minute extension would merely prolong the period during which NIDA has only partial authority, and would run counter to the President's expressed desire to strengthen Cabinet management. There is no need for every special interest to have its own White House representative. Finally, since most of SAODAP's staff (and all the good staff) has already left or made arrangements for other jobs, it is unlikely that an office extended for a short time could be much more than an empty shell.

ARGUMENT FOR EXTENSION

While expiration on June 30 makes substantive sense, its supporters on the Hill are extremely skeptical of NIDA's ability to effectively replace SAODAP. They genuinely believe that a decline in attention, and budget, devoted to drug abuse treatment will inevitably follow SAODAP's demise. Moreover, they view the Executive Director of SAODAP as an "accessible" Administration spokesman on drug abuse treatment. Finally, with the drug problem getting worse, it is "politically" unwise to let SAODAP expire.

The attached talking points should be useful in your meeting.



OFFICE OF DRUG ABUSE PREVENTION POLICY
CANNON-O'NEILL TALKING POINTS

1. We oppose extending SAODAP in name or in kind:
 - . The conditions which originally required a special office on drug abuse treatment (e.g., the need to rapidly develop treatment response) no longer exist.
 - . The balance between supply and demand has been achieved.
 - . The President has stated his intention to decentralize Executive management; continuation of special drug abuse office in White House counter to moving responsibility to the Departments.
 - . SAODAP has had little success in coordinating other agency programs which could not have been handled from NIDA; on major disputes, SAODAP has required Domestic Council and OMB intervention, which is also available to NIDA.
 - . The extension of SAODAP (or a similar type office) does not meet the broader need to provide coordination of all aspects of the Federal drug program -- treatment and rehabilitation, law enforcement and international control.
2. However, we want to emphasize that this orderly transition does not signal a diminution of White House interest in drug treatment.
3. Because of his concern about the drug problem, the President has directed the Domestic Council to undertake a thorough review of the entire drug program.
4. One of the major tasks of the Special Review will be to recommend a mechanism or organization to provide coordination of the three major areas of the drug program -- treatment, law enforcement and international control.
5. We want to work closely with you during this review period to develop a permanent coordinative mechanism.



ALTERNATIVE (COUNTER PROPOSAL)

Pending the report and recommendations of the Drug Review Task Force, we could:

1. By Executive Order, designate NIDA as the lead agency to coordinate all Executive Branch drug abuse treatment activities.
2. Designate the Director of NIDA as Special Assistant to the President on Drug Abuse Prevention.



DRUG ENFORCEMENT ADMINISTRATION

MIAMI REGIONAL OFFICE

AN ANALYSIS OF COCAINE

SMUGGLING IN REGION 5

July 1, 1973 - June 30, 1975

Prepared By:

Lois Goodall,
Intelligence Analyst
Regional Intelligence Unit



50¢ - \$1 per stick
500 (to 1000) in a pound

Payin now in Calicut
\$25 ± per pound
in tons - 1/2 that price

Scrap trash computer -
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EXECUTIVE SUMMARY

This report represents a profile of cocaine smuggling in Region 5 during the period July 1, 1973 through June 30, 1975. One hundred-ninety or 98.45% of all Customs Referral case files initiated during the time frame of this study were reviewed. A list of the Customs Referral case files and related General Files that were reviewed is attached.

This report covers the following subject areas:

Avenues of Smuggling and the Methods Employed

1. Commercial Airline Passenger and Employee
2. Private Aircraft
3. Cargo Aircraft
4. Vessels - Cargo and Fishing
5. International Mails

The avenues of smuggling listed above are not to be considered the only routes by which cocaine is smuggled into Region 5. This study is based on research of Customs Referral and related case files covering documented arrests and seizures.

The Smuggler

1. US Smuggler - US Males and Females
2. Latin Smuggler - Latin Males and Females

Passports

1. United States Passports
2. Fraudulent South American Passports



Research of Customs Referral cases during the period July 1, 1973 and June 30, 1975 revealed that 158,250 grams of cocaine was seized at major international ports of entry and from international mails within Region 5. These seizures resulted in the arrest of 162 individuals.

For the purpose of this study all cocaine seizures mentioned in the reviewed case files were included regardless of gross weight.

Avenues of Smuggling and Methods Employed

Five avenues of smuggling are discussed. They are commercial airline passengers and employees, private aircraft, cargo aircraft, vessels (including cargo and fishing) and international mail. Following is a breakdown of the total amounts of cocaine seized by avenue of entry:

Commercial airline passenger and employees	139,552 gr (88.1%)
Private aircraft	4,650 gr (2.9%)
Cargo aircraft	3,036 gr (1.9%)
Vessels	6,730 gr (4.3%)
International Mail	4,282 gr (2.8%)
	158,250 gr

1. Cocaine smuggled by commercial airline passengers and airline employees accounted for 88.1% of the cocaine seized in the Customs Referral case files reviewed during the period of this study. A total of 117,908 grams of cocaine was seized from passengers deplaning at Miami - this accounts for 74.5% of all seizures covered in this report. While this would tend to indicate that Miami International Airport is the major cocaine route into Region 5 it should be recognized that the major thrust of Customs Inspection personnel in Miami is directed toward Miami International Airport.

The most used airline flight from South America was Aercondor Flight 192 from Colombia; Braniff Flight 976 from Colombia was the second most used. These two flights were used by just



slightly more US couriers than Latins. Following is a breakdown by point of departure of the 134 flights sampled involving cocaine seizures:

Colombia*	105 (78.3%)
Ecuador	8 (5.9%)
Bolivia	7 (5.3%)
Peru	7 (5.3%)
Panama	3 (2.3%)
Bahamas	2 (1.4%)
Guatemala	1 (.75%)
Chile	1 (.75%)

*Boarding points within Colombia: 65 at Bogota, 15 at Barranquilla, 14 at Medellin, 5 at Cartagena, 4 at Cali and 2 at Santa Marta.

While the above figures indicate that Colombia is the major Source Country, intelligence information indicates that cocaine produced in Argentina, Bolivia, Peru, and Ecuador is brought into Colombia for forwarding to the United States.

Twelve of the arrested couriers returned or traveled to the United States via circuitous routes. The itineraries were usually from Colombia to Curacao, Jamaica, St. Martin, or US Virgin Islands and then to San Juan or Miami.

Some Latins and the majority of US couriers use two methods of concealment - usually the body carry and concealed in a declared article or in an article packed within their luggage.

The detected methods of smuggling used most by commercial airline passengers fall into four major categories. Following is a breakdown of concealment methods and devices used:

Body Carry (taped to a part of the body or in lining of clothing worn)	44 cases 28,676 gr
Other*	47 cases 29,598 gr

False compartment luggage	21 cases 31,533 gr
Bottles**	9 cases 13,533 gr
Left under airline seat or in luggage misplaced by airline	2 cases 30,243 gr
Shoes	12 cases 4,949 gr
Body Cavity***	5 cases 1,370 gr

*OTHER: Includes toilet article containers - all types and products (most used method in this category), garter-type belt, smugglers vest and girdles, food items, wig, ornamental metal stand, first aid kit, soldering kit, back-pack tubing, bicycle seat posts and handle bars, lining of hard-back books, wallets, envelopes, sanitary napkins, pillows, fishing rods, professional sales samples of rugs, wooden carvings.

**BOTTLES: This includes 5,571 grams of liquid in liquor bottles and 7.612 grams of powder in AMWAY detergent bottles and rum bottles.

***Body cavity appears to be used solely by US couriers.

With the exception of bottles and body cavity all methods appear to be used equally by US and Latin couriers. One Latin courier was arrested smuggling cocaine in a rum bottle.

The most sophisticated method of smuggling - used for liquid cocaine - is in what appear to be authentically sealed liquor bottles. Scotch bottles such as Chivas Regal, J&B, Dewars, and 100 Pipers are used because the cocaine is supposedly impossible to detect because of the color. There have been recent reports involving the use of gin bottles, wine bottles and CINZANO Vermouth bottles. The employed couriers allegedly bring back from 1 to 4 bottles containing ½ kilo each. If they bring in more than the allowed quart, they declare the extra and pay the duty. One known source of liquid cocaine (G1-74-0098, Eduardo Metzler) reportedly ships 80 kilos each month through Miami International Airport in liquor bottles. Metzler is currently the subject of a Major Organization Report.

2. Only two case files involving private aircraft were reviewed. One involved the seizure of 1,600 grams of cocaine concealed in the cabin area between the fuselage upholstery panels. The second involved a private aircraft that made an unauthorized landing at Keystone Airport and was off loading 3050 grams of cocaine into a pickup truck. While these two cases are not identified as Customs Referral cases they are included as examples of this avenue of smuggling.

Two unrelated General Files contained information from CI's describing smuggling operations utilizing private aircraft loaded with high-impact plastic and rubber thermos bottles capable of holding 2 to 3 pounds of cocaine. These thermos are dropped over an abandoned airfield near State Road 13, near Jacksonville, Florida.

3. One seizure at the northwest ramp of Miami International Airport netted 3,036 grams of cocaine concealed in cargo pallets on PAA Flight 312 from Jamaica. This seizure was the result of information received from a CI. Three confidential sources of information have reported observing the removal of packages (alleged to contain cocaine and heroin) from the wheel wells and cargo compartments of aircraft parked at the northwest ramp. The aircraft involved belong to Aerocondor, LANICA, ANDES, TAN, TACA, and Aerona-
vaves de Mexico. General File Rafael MORILLO-Quinonez reports that from 2 to 5 kilos monthly is shipped from Bogota to San Juan using Iberia's in-bound warehouse. The cocaine is removed from suitcases and the weight replaced with souvenirs. The cocaine is distributed in San Juan and New York. Another General File, Gabriel Uribe Arango, reports that cocaine is being concealed in oxygen tanks and other equipment used in the exportation of live tropical fish from Leticia, Colombia, to Miami, Florida. There have also been reports of concealing cocaine in shipments of live tropical fish. General File: Colombia - revealed that ATA, a company that among other cargoes, transports native Colombian animals to Tampa for shipment to zoos throughout the United States. ATA, in addition to operating DC-3B's, has at least two amphibious Cessnas. The CI who furnished this information stated that ATA smuggles cocaine in multi-kilos and the owners of ATA allegedly own a cocaine laboratory in the southern part of Colombia.

4. Only two cases involving seizures from vessels were reviewed. Both couriers were seamen assigned to the ships. One had concealed the cocaine in tennis shoes and in a locker near his own; he had another seaman throw the shoes overboard in the Port of Entry. The other courier had the cocaine in a brown paper bag in his locker. On dates subsequent to the cut-off date of this study, over 70 pounds of cocaine have been seized off vessels in the Port of Miami.

The defendant in G5-74-0005 reported that ships from Medellin and Turbo, Colombia, bring at least 1 kilo per week into the Port of Miami. The ships Captains deliver the cocaine to an unnamed hotel in downtown Miami. The cocaine is then taken to New York via bus. The subject of investigation in G1-75-0057 told U/C agents that he had moved about 20 kilos of cocaine for his Peruvian source; the cocaine is smuggled into South Florida on a barge type ship. The Source of Supply pays the ship's captain and South American police officials to ignore the smuggling.

While no Customs Referral case files involving seizures from fishing vessels were reviewed, several General Files contained information received from CI's concerning the use of fishing boats operating in the Stock Island Fisheries, Key West, Florida. The cocaine is packed under ice and off-loaded with the frozen catch. G1-74-0145 revealed that one fishing boat had the capability of smuggling 50 kilos of cocaine hidden in the gasoline tank - the tank had a 150 gallon capacity and one 50 gallon section sealed off. G1-75-0118 contained information that cocaine and heroin is hidden inside freshly gutted fish, frozen, and then off-loaded in the Florida Keys. This particular operation distributes the narcotics to the Detroit, Michigan area.

5. Seizures from international mails amounted to 4,282 grams and ranged from 7 grams in letter parcels to 2½ pounds concealed in two boxes of candy. Methods of concealment varied with gross amounts. The smaller shipments were usually in letters or rolled magazines. The larger shipments were in a variety of packages, food stuffs such as boxes of rice, souvenirs, hollow candles and wood carvings. Few parcels had return addresses, the majority had either partial or no return address. All but 5 of the sampled 22 seizures were mailed from Colombia.

THE SMUGGLER

During the period of this study 162 couriers were arrested - attempting to smuggle cocaine into Region 5. The age of the 162 couriers ranged from 17 to 74. The majority - 41.3% - were in the 21 to 25 year age group. United States citizens comprised 75.3% of those arrested.

US

The typical US courier, both male and female, is in the 21 to 25 year age range. Their occupational backgrounds cover a wide range of skilled and unskilled jobs such as teacher, computer programmer, registered nurse, farmer, mechanic, bookkeeper, baker, dancer, laborer, waitress, restaurant owner.

Nineteen of the sampled US couriers had made from 1 to 5 trips to South America prior to their arrest. The defendant in G1-74-0083 had made 3 prior trips to South America and was involved in an on-going conspiracy case (G1-73-0350) at the time of his 1974 arrest.

US Males: Thirty percent (30.0%) of the 81 US males arrested had prior arrests records - the majority of which were drug related. Judging from the available photographs the majority of US males arrested in the age range of 21 through 30 had long, shoulder length hair, were dressed casually and carried little luggage.

US Females: The youngest and the oldest couriers arrested were US females - 17 and 74. Only one US female had an arrest record - murder charge later dropped.

Based on their statements the majority of the girls were recruited by men friends or by men they were introduced to by girl friends. The recruiter furnished money for transportation, hotel, and living expenses, spending money and if necessary, assisted in obtaining the passport. After travelling to South America, the girl or in several instances, 2 or 3 girls, would meet the recruiter in the source country. The recruiter would give the girl(s) the cocaine with instructions to meet him after clearing customs. There were a few instances where the girl was to deliver the cocaine in her home city.

Case File G5-74-0031 is an example of several couriers on one flight. The defendant was carrying 1460 grams of cocaine. During the subsequent investigation her address book revealed the names of three associates who were manifested on the same incoming flight - all three were alleged to be carrying the same amount of cocaine and had cleared Customs with no problem.

One US female was carrying \$4,100.00 in counterfeit US currency at the time of her arrest.

Latin Couriers

The typical Latin courier appears to be from the lower economic class who accepted the courier job for promised economic gain and the opportunity to travel to the United States. The majority were from the unskilled job market. Most stated that they had been provided fare, pocket money and the promise of being paid from \$200.00 to \$3,000.00 upon the successful delivery of the cocaine in the US.

Latin Male

The age range of the Latin males was from 19 to 48 with the majority being in the 21 to 25 year age group. The true identity of 2 Latin males arrested with fraudulent documents was never established. Two Latin males arrested were airline employees - a co-pilot for Andes and a steward for Avianca.

Latin Females

Of the 9 Latin female couriers arrested, 8 were in the 36 to 44 year age bracket. They appeared to be rather plain, unobtrusive looking, and usually appeared nervous. The majority told conflicting stories as to how they came by the cocaine - claiming they did not know they had the cocaine, or that they were merely delivering something for a friend or an unknown person who approached them in South

America. One Latin female was carrying \$400.00 in counterfeit US ten-dollar bills at the time of her arrest.

Following is a breakdown by sex, age and nationality of the 162 couriers discussed in this study: *

<u>All Couriers</u>			<u>All U.S.</u>		<u>All Latins</u>	
17-20	14	(8.6%)	12	(7.4)	2	(2.4)
21-25	67	(41.4%)	55	(33.9)	12	(7.4)
26-30	46	(28.4%)	37	(22.8)	9	(5.5)
31-35	19	(11.7%)	12	(7.4)	7	(4.3)
36-44	11	(6.8%)	2	(1.2)	9	(5.5)
45-up	5	(3.1%)	4	(2.4)	1	(.62)
	<u>162</u>		<u>122</u>		<u>40</u>	

<u>All Males</u>			<u>U.S. Males</u>		<u>Latin Males</u>	
17-26	6	(5.3%)	4	(3.5)	2	(1.79)
21-25	50	(44.6%)	38	(33.9)	12	(1.79)
26-30	36	(32.2%)	28	(25.0)	8	(7.14)
31-35	14	(12.5%)	7	(6.2)	7	(6.2)
36-44	3	(2.7%)	2	(1.79)	1	(.89)
45-up	3	(2.7%)	2	(1.79)	1	(.89)
	<u>112</u>		<u>81</u>		<u>31</u>	

<u>All Females</u>			<u>U.S. Females</u>		<u>Latin Females</u>	
17-20	8	(16.0%)	8	(16.0%)	-	
21-25	17	(34.0%)	17	(34.0%)	-	
26-30	10	(20.0%)	9	(18.0%)	1	(2.0)
31-35	5	(10.0%)	5	(10.0)	-	
36-44	8	(16.0%)	-		8	(16.0)
45-up	2	(4.0%)	2	(4.0)	-	
	<u>50</u>		<u>41</u>		<u>9</u>	

* Percentages based on total of each category.

PASSPORTS

United States Passports: Not all case files contained detailed information on US Passports. Those files that did, however, revealed that 16 persons arrested had made from 1 to 5 trips to South America prior to their arrest. The duration of these trips averaged from 3 to 5 days each. One case involved the arrest of 3 women traveling together and the seizure of 3 kilos of cocaine because an alert INS Inspector noticed that all 3 girls had new passports and had spent only 3 days in Colombia. Another possible indicator is a passport that has been issued to replace a lost or stolen passport. One case file concerned a replacement passport with a validity of only 3 months. The original passport was reported "either lost or destroyed in a move". The individual concerned had traveled previously to Turkey and South America.

South American Passports - Fraudulent: Fourteen Latin couriers were carrying fraudulent passport when arrested (5 females and 9 males). There were 10 fraudulent Colombian and 1 each from Nicaragua, Costa Rica, Honduras, and Ecuador. No identifiable pattern could be formed on these passports because of the limited information in the local case files. The serial numbers on the Colombian passports were not in serial letter or numerical order. The true identity of two Latins traveling on fraudulent passports was never established.

According to an INS Supervisor one problem encountered with fraudulent passports, particularly Colombian, is that like US passports, ownership rests with the issuing government not the individual. In many instances those fraudulent passports returned to the government of ownership reappear in the United States within months

Due to the considerable expense and time involved in obtaining fraudulent passports, multi-entry US visas are preferred rather than obtaining a US visa for each trip.

Some possible indicators of fraudulent passports are:

- a. Slightly different color and weight of paper on the double page containing the photograph and seal. This is caused by the difference in age and type of paper.
- b. Empty stitching holes in the outside center fold of the passport cover caused by removing the page containing the photo, physical description, and seal.



- c. In cases where the photograph has been replaced the nap of the paper would be raised perceptively higher than the area of paper immediately surrounding the photo - more noticeable on the reverse side.
- d. A slight or pronounced double image of the official seal.
- e. Couriers traveling under a false name cannot usually match the signature on the fraudulent document. In those instances where an Inspector is suspicious, a check of the signature on the Customs Declaration form against the passport signature is useful. Since most nationalities other than US must carry some form of identification - such as a Cedula -checking the passport against the Cedula could also be helpful.
- f. Multi-entry US visas used with abnormal frequency.

SUMMARY

It is impossible to estimate the amount of cocaine - or any drug - successfully smuggled into the United States through Region 5 yearly.

The State of Florida and Commonwealth of Puerto Rico have in excess of 9,000 miles of shoreline, inlets, and waterways that are easily accessible by boat. Additionally, Florida's topography provides many miles of flat terrain and roadway which can be used to land airplanes. Compounding the problem is the large number of planes and boats registered within the entire Region. Within Florida alone there are 9,138 aircraft, 210,782 commercial vessels, and 465,112 pleasure craft registered.

Miami International Airport handles more import/export cargoes than any other airport in the United States and is second only to New York's JFK in international passenger traffic. An estimated 1,500,000 international passengers clear the US Customs enclosure at Miami International Airport each year.

Cruise ships returning from foreign ports of call debark thousands of passengers at the Port of Miami, Port Everglades, and San Juan, Puerto Rico.

Manpower limitations render it impossible to conduct a thorough inspection of every international passenger and crew member entering Region 5 each year. Additionally, many US and foreign tourists are offended and annoyed by what they consider unnecessary delays in clearing customs after a trip.

The coastlines of Florida and Puerto Rico alone offer ample opportunity for small boats to smuggle narcotics into the United States. Puerto Rico appears to be a major transshipment point for drugs from South America, the Dominican Republic, Haiti, and other areas within the Caribbean. One source of information, (GF-Luis F. Marazza) reported that an Argentinian national had offered multi-kilos to potential buyers. This Argentinian allegedly states that he had "government officials who could move multi-kilo quantities of cocaine safely into the US". He reportedly travels to Puerto Rico with frequency and has been known to ship pre-buy samples of cocaine into Puerto Rico via registered mail.

With trade embargos lifted, Cuba will undoubtedly again become a major transshipment point for narcotics into the United States.

While there is probably no one solution to stop the illicit flow of drugs into the United States there are several deterrents. The primary key to success in any war against illicit drugs is the complete cooperation and communication between the various agencies involved - at all levels of law enforcement.

RECOMMENDATIONS:

1. DEA personnel assigned to overseas areas should be encouraged to establish liaison with the visa offices within our Embassies and Consulates in order to check for applications for US visas - (particularly multiple entry) made by indigenous personnel who fall into the following categories:

Lower economic class with limited education;
no US based relative; unskilled job background
such as dressmaker, domestic, waitress, waiter;
no prior foreign travel; limited financial assets;
estimated length of stay in US to be less than
7 days. Those names falling out could be placed on
Lookout for INS and Customs.

2. Develop more sources of intelligence information from within the international transportation and shipping communities in order to obtain a larger reservoir of information on possible smuggling routes and methods. Freely exchange this information within the agencies concerned.

3. Up-grade the enforcement effort against cargo aircraft, airline personnel, and passengers.

4. Enter descriptive data such as numbers, visa numbers, dates used, and physical descriptions of all seized fraudulent passports into NADDIS, TECS, and SOUNDEX Systems.

Related Files:

G1-73-0112	G1-73-0235	G1-73-0321
0119	0238	0326
0136	0245	0333
0145	0282	0337
0153	0284	0339
0174	0285	0348
0177	0286	0361
0216	0301	0373
0219	0314	0374
0222		
G5-73-0063		
0064		
G6-73-0012		
G8-73-0014		
G1-74-0001	G1-74-0150	G1-74-0252
0009	0164	0253
0010	0170	0254
0032	0174	0264
0037	0177	0265
0038	0180	0287
0039	0181	0299
0050	0183	0300
0053	0184	0302
0054	0189	0303
0066	0190	0306
0073	0196	0312
0078	0197	0317
0083	0202	0318
0092	0206	0324
0095	0213	0325
0125	0224	0334
0128	0230	0339
0136	0234	0357
0139	0235	0363
0143	0245	0369
0149	0251	0373

G4-74-0020		
G5-74-0005	G5-74-0031	G5-74-0063
0011	0035	0068
0012	0041	
G6-74-0008	G6-74-0020	G6-74-0033
0016	0026	
G8-74-0017		
0026		
G1-75-0001	G1-75-0060	G1-75-0122
0002	0070	0127
0006	0073	0131
0010	0075	0132
0011	0080	0133
0015	0102	0142
0016	0106	0143
0018	0112	0144
0026	0113	0156
0037	0119	0164
0045	0120	0166
0057	0121	
G4-75-0003	G4-75-0020	G4-75-0055
0017	0022	
G5-75-0004	G5-75-0017	G5-75-0025
0013	0024	
G6-75-0006	G6-75-0031	G6-75-0040
0021	0038	

GF-Customs Mail Room Seizures
GF-Liquid Cocaine
GF-Cocaine Smuggling
GF-Colombia
GF-Smuggling

Supreme Court of Florida, Public Report on the First Statewide Grand Jury on Narcotics and Dangerous Drugs

Narcotics Control Digest - Vol. 5, January-July 1975 Issues
Individual "Name" Files



DISTRIBUTION:

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District Offices	Bogota, LaPaz, Quayaquil, Montevideo, Buenos Aires, Santiago, Panama, Quito, Charleston, Columbia, Atlanta, Savannah, Tampa, Jacksonville, Orlando, West Palm, San Juan, Jamaica.
Other	U.S. Customs, Miami, Fla. U.S. Immigration & Naturalization Service, Miami, Fla. DEA Headquarters - IGIL, EOIL, IGDE, EDIF, IGR.

Cap did in fact sign the drug regulations on Friday and sent them to the Federal Register. They probably will not be published until tomorrow.

Today's Wall Street Journal has quite a story on the regs.

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JUL 29 1976

CENTRAL FILES

Wall Street Journal
7/28/75

7/28/75

Drug Industry Fails to Block U.S. Price Plan

HEW Controls Seen Saving Over \$60 Million a Year in Medicare, Medicaid Costs

By JONATHAN SPIVAK

Staff Reporter of THE WALL STREET JOURNAL

WASHINGTON—The drug industry lost a long and bitter battle to block imposition of cost controls on \$2.7 billion in annual government drug purchases.

Health, Education and Welfare Secretary Caspar Weinberger, in one of his final actions as head of the department, ordered into effect proposed drug regulations that would limit federal purchases under Medicare and Medicaid to the lowest-priced generally available product.

The government's savings from the rules are estimated initially at \$60 million to \$75 million annually. But the long-run impact could be far greater, and the cost controls

THE WHITE HOUSE
WASHINGTON

July 31, 1975

Dear Mrs. Lowengart:

Richard D. Parsons, Associate Director and Counsel of the Domestic Council and Chairman of the Domestic Council Drug Review Task Force, will be traveling to countries in Europe and South America to study drug abuse and prevention programs.

This will be your authority to issue him a no-fee diplomatic passport for official travel.

When the passport is ready, please telephone his office, 456-2562, and arrangements will be made to pick it up.

Thank you very much.

Sincerely,



James M. Cannon
Assistant to the President
for Domestic Affairs

Mrs. Carolyn S. Lowengart
Chief
Diplomatic and Congressional Section
Passport Office
Department of State
1425 K Street, NW.
Washington, D. C. 20524



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THE WHITE HOUSE

WASHINGTON

July 30, 1975

MEMORANDUM FOR THE PRESIDENT

FROM: Jim Cannon

SUBJECT: Turkish Arms Embargo

In testifying before the House Subcommittee on Future Foreign Policy Research and Development on July 28, Administration witnesses (State, Drug Enforcement Administration and U.S.D.A.) all confirmed evidence that the Turkish government has shown determination to control its new poppy crop; has instituted new control measures; and, as a result, no significant illegal narcotics diversion to U. S. markets is expected.

Following the hearings, Congressman Charles Rangel, impressed by this favorable assessment of Turkish control efforts, indicated his belief that at least 15 Congressmen who voted against lifting the Turkish arms embargo did so more because of narcotics-related problems than because of Cyprus. Congressman Rangel has indicated to me and to others in the Administration that he could deliver these Congressmen on a second vote on the arms embargo if the Administration were to agree to take some steps on the antinarcotics front, demonstrating high-level concern with the drug problem.

Illustrations offered by Rangel of the kinds of steps which could be taken on the domestic side are:

- A strong Presidential public affirmation of the importance of the war on illicit narcotics.
- A special Presidential message to the Congress urging action on domestic enabling legislation for the International Convention to Control Psychotropic Drugs.
- Presidential backing of legislation to establish minimum sentences for nonaddict drug pushers.
- Appointment of a Special Assistant in the White House to keep the President up to date on the drug scene.
- Strong support for Drug Enforcement Administration budget requests.



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JUL 29 1975

Illustrations offered by Rangel of suggested steps on the international side are:

- Undertake to persuade Turkish Prime Minister Demirel to make a public statement at the close of this year's poppy harvest, describing and reaffirming strict control measures, and inviting interested foreign governments and international organizations to view them.
- Undertake to persuade Prime Minister Demirel to establish within the Turkish government a high-level, centralized agency which could control all steps and processes involved in poppy production and the control thereof.
- Undertake to persuade the Government of Turkey to call an International Conference of concerned nations in Europe to discuss illicit traffic control, inviting their representatives to inspect the Turkish controls.

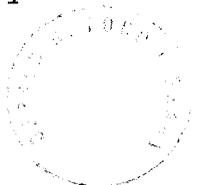
Rangel emphasized that it is not necessary for the President to endorse each of his suggestions; but, rather, simply to show some interest in the domestic and international antinarcotics fronts.

ASSESSMENT

As you know, the Domestic Council Drug Review Task Force is currently reviewing the overall Federal effort in the treatment and prevention of drug abuse. The Task Force expects to present you with its assessment and recommendations by mid-September. I am advised, however, that most of Congressman Rangel's suggestions for domestic action are consistent with the tentative findings and conclusions of the Task Force. I am further advised by the State Department that the establishment of a high-level, centralized unit to control and coordinate poppy cultivation is under consideration by the Turkish government.

RECOMMENDATIONS:

1. That you authorize me to contact Congressman Rangel for the purpose of informing him of the Domestic Council review, assuring him of the high priority



which the Administration places on the war on drugs and discussing positively his suggestions concerning the psychotropics convention and other areas where strengthened domestic legislation may be called for.

2. That you discuss with Secretary Kissinger the appropriateness of raising the poppy question with Turkish Prime Minister Demirel during their scheduled talks.
3. That you send Congressman Rangel a telegram informing him of your interest in this matter (see proposed statement at Tab A).

SUGGESTED CABLE TO CONGRESSMAN RANGEL

Dear Charlie:

I have been informed of the hearings last Monday before the House Subcommittee on Future Foreign Policy Research and Development and of your contributions and suggestions to forward our strong mutual interest in control of illicit drug traffic and use. We are continually searching for ways to improve the effectiveness of our attack on this problem, which is of prime importance. I expect to receive, by mid-September, the report of the special White House Drug Review Task Force which I directed to review the overall Federal effort to combat and treat drug abuse. I have asked for proposals for actions which might be taken by the Executive and the Legislative ^{Branches} so that we may deal more effectively with both the supply and demand sides of the problem. I look forward to sharing the results of the Task Force effort with you.

We can never forget what the flow of Turkish-based heroin, coming through the French connection, meant to us in earlier years. During my meeting with Prime Minister Demirel, I discussed this matter and heard from him about the steps that his government has taken to follow through on its promise that its renewed poppy production will be controlled so as not to bring harm to other societies. I encouraged him to continue to consider suggestions from all interested nations in the concerned world community on this matter.



I look forward to discussing the drug abuse situation with you after I return. In the meantime, as you know, I am vitally concerned, as a matter of clear national interest, that my proposals for lifting the embargo on arms to Turkey be accepted by the Congress. I hope that you will help in this matter and I will be grateful for your assistance there. I sincerely believe that our ability to influence Turkey's program of opium control will be enhanced by such ~~a~~ statesmanlike action.

GERALD R. FORD

