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[4/7/76]

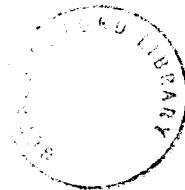
STATEMENT BY THE PRESIDENT

I have just concluded a meeting with the government's senior officials who have responsibility for various aspects of the Federal Drug abuse control program. Continuing signs of increasing availability and use of heroin and other dangerous drugs compelled me to call this meeting so that plans could be developed for an intensified Federal effort to reverse this trend in drug abuse. Various proposals ranging from stepped-up diplomatic initiatives, greater cooperation from foreign governments in disrupting worldwide trafficking networks, to an intensified law enforcement program aimed at major narcotic traffickers, were discussed. Also reviewed were ways of more effectively mobilizing and coordinating the combined resources of State and local governments and of private industry in a national effort to combat drug abuse.

As a result of this meeting, I have directed the Attorney General to inform all of the United States Attorneys, who are responsible for prosecuting violators of Federal drug law, of my deep concern about the drug abuse problem. In addition, I have directed the Domestic Council to report to me monthly on what progress we are making in this area.



In the near future, I will send to the Congress a special message on drug abuse. In it I will outline my specific proposals for dealing with the growing problem of drug abuse and propose legislation to, among other things, provide mandatory minimum sentences for major drug traffickers.



THE WHITE HOUSE

WASHINGTON

DRUG ABUSE MEETING

Wednesday, April 7, 1976
11:00 a.m. (1 hour)
The Cabinet Room

FROM: Jim Cannon

I. PURPOSE

To receive a briefing on drug abuse in the United States and to discuss with senior Administration officials what more the Federal government can do to combat this problem.

II. BACKGROUND, PARTICIPANTS & PRESS PLAN

- A. Background: Since completion of the White Paper on Drug Abuse, the Federal program to control drug abuse has gained new momentum. Drug availability continues to increase, however. This meeting will serve to inform you of the scope of the drug abuse problem facing the nation today and to permit you to discuss with Members of your Cabinet and sub-Cabinet specific aspects of the Federal program to control drug abuse.
- B. Participants: A list of participants is attached at Tab A.
- C. Press Plan: White House Press photo opportunity. Meeting to be announced.

III. TALKING POINTS

1. We are here today to receive a thorough briefing on the drug abuse problem facing this nation. I have received a number of reports of increasing availability and use of drugs, despite our best efforts, and I am very concerned about it. Each of you Members of the Cabinet and sub-Cabinet here has a specific and important responsibility in combating this problem. After we are briefed on the current situation, I would like your thoughts as to how we can improve our efforts to control drug abuse, because, if left unchecked, this is a problem which can overwhelm our society. We must take dramatic and more effective action now.

2. Jim (Cannon), will you begin the briefing?
(Briefing - about 30 minutes.)
3. During the discussion following the briefing, you may wish to ask one or more of the following questions:
 - (For DEA Administrator Peter Bensinger): I am very concerned about this problem of heroin from Mexico. The crop eradication campaign seems to be proceeding well this year, but that is not enough. What else can we do, particularly on our side of the border?
 - (For Attorney General Levi): What about the prosecutors -- do they understand the priority which I place on major narcotics cases? Is there any way we can get them to provide stronger support for DEA and Customs?
 - (For Deputy Secretary of the Treasury George Dixon): Why has the IRS dropped its narcotics program? In your view, should this program be revived?
 - (For Secretary of State Kissinger): What are we doing to ensure that our Ambassadors in key producing or trafficking countries know just how important the international narcotics program is and are giving it adequate attention?
 - (For NIDA Director Robert DuPont): What do we do for addicts besides providing medical treatment? What are we doing to help them get jobs, or at least into training programs?
 - (For Ambassador Sheldon Vance): When I met with President Lopez of Colombia, we discussed his need for helicopters and other aircraft to deal with the cocaine traffic in Colombia. Where does that stand? *RRP LIBRARY*

PARTICIPANTS

THE PRESIDENT

THE VICE PRESIDENT

Department of State

Secretary Henry A. Kissinger
Ambassador Sheldon B. Vance,
Special Assistant to the Secretary and
Coordinator for International Narcotics Matters

Department of the Treasury

Deputy Secretary George H. Dixon
Vernon D. Acree, Commissioner, United States Customs Service

Department of Justice

Attorney General Edward H. Levi
Peter B. Bensinger, Administrator, Drug Enforcement Administrati

Department of Health, Education, and Welfare

Under Secretary Marjorie Ward Lynch
Robert L. DuPont, Director, National Institute of Drug Abuse

White House Staff

Philip W. Buchen
Robert T. Hartmann
John O. Marsh, Jr.
Brent Scowcroft
James M. Cannon
Max L. Friedersdorf
Alan Greenspan
James T. Lynn
Richard D. Parsons
Roy Hughes

Office of Management and Budget

Paul H. O'Neill
Edward E. Johnson
Joseph H. Lienemann
Gerald A. Fill



[4/7/76]

THE WHITE HOUSE
WASHINGTON

—
Tim —

You recently asked for
"minutes" of major meetings
with the President set up
by the Domestic Council.

I hope the attached
is what you had in mind.



).

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THE WHITE HOUSE

WASHINGTON

May 25, 1976

MEMORANDUM FOR THE FILE

SUBJECT: DRUG BRIEFING FOR THE PRESIDENT, APRIL 7, 1976

In Attendance:

The President
The Vice President
Attorney General Levi
Deputy Secretary of the Treasury Dixon
Under Secretary of HEW Lynch
Under Secretary for Political Affairs Sisco
Counsellor Marsh
Mr. Cannon
General Scowcroft
Mr. Greenspan
Governor Shafer
Mr. O'Neill
Mr. Cavanaugh
Ambassador Vance
Mr. Bensinger
Dr. DuPont
Mr. Acree
Mr. Parsons
Mr. Johnson
Mr. Horan
Mr. Linnemann
Mr. Fill
Miss Bennett
Mr. Gergen

Highlights

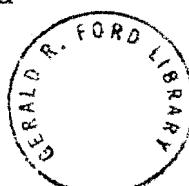
The President called the meeting to order at 11:10 a.m. He stressed the importance of the problem and the need to take strong action to combat it, and said that he hoped this briefing would lead to a frank discussion of what could be done to improve the program.



Mr. Cannon said that the presentation was organized to discuss: (1) the cost of drug abuse to the nation; (2) where drugs come from and how they get here; (3) what the federal government is doing now to combat drugs; and (4) suggests some ideas of things to be done to improve the program. Mr. Parsons then conducted the slide briefing. (copy of script attached).

During the presentation, the President asked a number of questions, including:

- Who gets the profit from drug trafficking? Mr. Parsons answered that a whole series of individuals receive profits from illicit drug traffic, with most of the profit going to wholesale distributors, not to farmers.
- Do the herbicides used in Mexico cause any environmental problem? Ambassador Vance said that there was no long term effect, evidence by the fact that farmers are often able to replant fields within a matter of weeks. Mr. Johnson added that the herbicides being used are commercially available in Mexico and widely used in normal agricultural operations. The Attorney General said that he had heard from the Mexican ambassador that the spraying operation was causing problems; Ambassador Vance and Mr. Bensinger expressed surprise, since each of them had recently spoken to Mexican officials in charge of the program, and heard no complaints.
- Of those people who are treated, how many return to narcotic use (Vice President asked this question)? Dr. DuPont said that recent surveys indicated that only 20-25% continued heroin use three years after treatment, down considerably from the high rate which was prevalent 3-4 years ago.
- Have there been any new developments in treatment over the past several years (Governor Shafer asked this question)? Dr. DuPont answered that methadone maintenance was a main breakthrough but that research was underway on a heroin antagonist.
- If we cut off the supply of drugs, what happens to the user? Mr. Parsons answered that many users simply stop using drugs. (He later expanded and said that some also switch to other drugs.)
- Are there U.S. personnel participating in the eradication program in Mexico? Mr. Bensinger answered that we have program liaison officers and



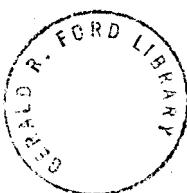
technical support teams in Mexico. In addition, he said that we provide private U.S. pilots under a contract arrangement to help with helicopter operations.

Mr. Cannon summarized the more promising initiatives which were being considered: (1) a special message to Congress on drug abuse; (2) re-instituting the IRS enforcement program; (3) more vigorous prosecution by U.S. attorney; (4) better interdiction; and (5) an expanded program to alert the public to the dangers of drug abuse and to create a national commitment to dealing with it. He emphasized that these ideas were preliminary and still being staffed, so that they were not in the form of final recommendations at this time.

In discussing the potential of improving interdiction, Mr. Cannon mentioned the possibility of detailing aircraft from the military to Customs. He also mentioned the possibility of expanding the Coast Guard enforcement zone from 50 to 200 miles. The President asked if this could be done without legislation, and Mr. Cannon replied that it appears that this could be accomplished by the President by Executive Order, but that this was complicated by the current negotiations underway through the Law of the Seas conference.

The President asked the Attorney General to describe the problems Justice had and to outline what could be done to improve the situation. The Attorney General said that four problems existed, and that action was underway in each of them: (1) strengthen DEA leadership -- he had appointed a new Administrator; (2) following up on White Paper recommendations regarding priorities -- he understood DEA was giving this top priority; (3) focusing prosecution on top-level conspiracy -- a very difficult problem; and (4) interdiction -- to be discussed by others.

The President asked again whether the herbicides being used in Mexico had a permanent impact in injuring the land; he also asked if the growing season extended for 12 months. Mr. Bensinger said that the eradication campaign used to last for only 3 months, but that the Mexican government has found it necessary to extend the campaign to a year-round effort. Ambassador Vance added that while there had been some criticism in the Mexican press about the use of herbicides, the Mexican Attorney General strongly supported the program. He said that the only problem was political, not environmental.



The President asked Mr. Bensinger what he felt could be done to improve our program. Mr. Bensinger outlined his 10-point program for dealing with drugs from Mexico (Outline attached).

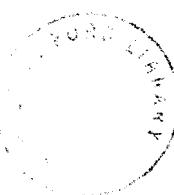
The President asked if the drug traffickers encountered today were a new group, or whether they represented the old networks. Mr. Bensinger said that both new groups and the traditional trafficking networks were involved. He mentioned that a major case would be made in New York next week involving the traffickers in a number of states.

The President asked Mr. Acree to comment on the interdiction program. Mr. Acree summarized some of the recent initiatives of the Customs Service, including the ongoing negotiation of a joint Customs cooperation agreement with the Mexican Customs Service, the new aircraft reporting requirement, the use of NORAD and "gap-filling" radar. He mentioned the large volume of marihuana seizures being made by the Customs Service.

Mr. Parsons asked Mr. Acree to comment on the IRS program, since he was a former official of that service. Mr. Acree said that the problem was a question of differing philosophies as to the appropriate government policy, and said that he was not in a position to comment on the policy aspects. However, he indicated that in the past the IRS had a very successful program targetted on taking the profits out of drug smuggling. But, because of philosophical differences, the program had been set aside. The President asked if it was a substantial source of revenue, and Mr. Acree responded that it was a source of millions of dollars. The President indicated that he believed that a program could be developed which would help take the profits out of smuggling, without infringing on the rights of citizens.

The President asked Mr. Sisco what was being done to ensure that ambassadors understood the importance of this program. Mr. Sisco responded that the State Department has sent several cables to the field and that all ambassadors were keenly aware of the importance of the narcotic program. He mentioned the annual regional narcotics meetings which provided opportunities for Washington representatives to deal directly with field personnel.

The President asked if the Turkish government was effectively carrying out the control program they had promised. Mr. Sisco and Ambassador Vance responded that they appeared to be doing so.



Mr. Cannon asked Dr. DuPont what was being done in improving opportunities for addicts to receive vocational rehabilitation. Dr. DuPont said that he would like to expand his answer somewhat. He said that the high rates of addicts among Vietnam veterans and selected groups of Washington, D.C. individuals gives an indication of the potential problem we could have if the drug effort did not exist. He noted the success in reducing the availability of Turkish heroin several years ago, and indicated that with encouragement we perhaps could repeat that success in Mexico by getting the Mexicans to do still more. He said that he supported the White Paper recommendations for some sort of Cabinet Committee to provide coordination, and concluded that it was his belief that we were facing a unique opportunity to make a large impact on a very serious problem.

The President asked if there was any indication that Mexico had a drug abuse problem. Dr. DuPont answered that hard evidence was not available, but that circumstantial evidence suggested that there is a growing problem in Mexico. He added that historically any producing nation has inevitably developed a drug abuse problem of its own, and cited Thailand, which now has 300-400,000 drug addicts, as an example. In summary, he said that Mexico was terribly vulnerable to an increased drug abuse problem.

The President asked if there was any factual information on drug use in the Peoples Republic of China. Dr. DuPont answered that the PRC has not permitted U.S. drug experts to enter the country, but indicated that there is some collateral evidence which suggests that some drug problem still exists.

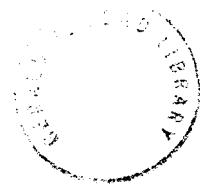
The President said that he felt the American people were not aware of and did not understand the extent of the drug problem. He said that he felt they would gain a great deal of value from a briefing such as this one, which would help them understand the nature and extent of the drug abuse problem.

The President again said that he didn't accept the rationale for stopping the IRS program aimed at major drug traffickers. Attorney General Levi said that the stated rationale was nonsense, and the President said that he felt the public would applaud any program which took the profit out of drug trafficking. Mr. Parsons noted that public opinion polls showed that the American people were extremely supportive of government efforts to deal with the criminal aspects of drug abuse.



The President said that he felt it was very important to deliver the message to Congress immediately upon their return from recess. Mr. Cannon said that we would attempt to meet that deadline.

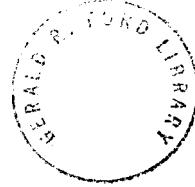
The President adjourned the meeting at 12:35 p.m.



SCRIPT

DRUG BRIEFING FOR THE PRESIDENT

SCRIPT*



SLIDE #1

ANCIENT COIN

Drug use and, indeed, drug abuse is not a recent phenomenon. The appearance of an incised opium poppy on this ancient Greek coin illustrates that the problem has existed for many thousands of years. If nothing else, this tells us that it is not a problem which can or will be easily resolved.

The use of narcotics began in the United States prior to the Civil War. The fact that laws prohibiting the use of narcotics were passed over 60 years ago indicate that drugs have been a matter of national concern since the turn of the century. However, since drug abuse in the United States was relatively stable, and afflicted a relatively small percentage of our population, during the 1940s, 1950s and early 1960s, it was not considered a high priority. It was not until the problem grew much larger and began to impact on larger segments of our population that combating drug abuse became one of the nation's highest priorities.

SLIDE #2

NEWSPAPER HEADLINES

Commencing in 1965, an epidemic of heroin use began in the United States and the problem of drug abuse exploded into the national consciousness, with almost daily newspaper headlines. Government officials, the clergy and other

*Note: The actual presentation followed this script closely, but not precisely.



community leaders began to speak out on the issue, making ever greater numbers of Americans aware of a developing crisis.

SLIDE #3

NARCOTIC-RELATED HEPATITIS CASES

This epidemic was real and moved across the nation with surprising speed. This chart shows that narcotic-related hepatitis cases, caused by the use of unsanitary needles, soared 900 percent in five years -- from 4,000 cases in 1966 to 36,000 cases in 1971. This is important, because these cases fairly accurately reflect the level of new heroin use in the overall community.

Other indicators of heroin use showed a similar pattern. It is estimated that between 1965 and 1972 the new use of heroin increased tenfold.

SLIDE #4

BLACK YOUTH

The epidemic started in the black ghettos on both coasts -- New York, Washington, Los Angeles, San Francisco -- where heroin had been available for several decades.

SLIDE #5

SUBURBAN YOUTH

The epidemic spread to other population groups living in those same cities; that is, to whites and to women, and to the suburbs surrounding those cities.

SLIDE #6

SPREAD OF HEROIN TO NEW CITIES

Then it spread geographically across the country.

This chart shows the year in which the heroin epidemic reached its peak. NOTICE that the earliest peak, shown in

the darkest color, occurred in the coastal areas, as well as the older urban cities of the Northeast and Midwest; that by 1970 and 1971 the epidemic had spread inward; and by 1973 all but the central plains had experienced the epidemic.

SLIDE #7

SOLDIERS USING DRUGS

At about the same time, an even more devastating epidemic was sweeping through another highly visible population group -- our troops in Vietnam. At its peak, an estimated 20 percent -- one in five -- of the enlisted men in Vietnam were addicted to heroin.

Fortunately, when these same servicemen returned to the United States, where heroin is much more costly and more hazardous to obtain, use dropped dramatically. Follow-up studies indicate that only one percent of returning veterans retained their heroin addiction. However, this serves as a frightening example of the vulnerability of certain population groups to heroin use when supply is easy and inexpensive.

SLIDE #8

DETAIL OF DOLLAR COST

The cost to our society of drug abuse is very, very high:

- . Counting narcotic-related crime, addicts' lost productivity, and treatment and prevention programs as major items, cost estimates range from a conservative \$10 billion upward to \$17 billion a year.

- 5,000 - 6,000 deaths.
- 170 - 180,000 injuries.
- Up to one-half of all street crime. I note that this last statistic (crime) is not just the product of someone's imagination; it is supported by a number of surveys conducted by LEAA in cities like Boston, Los Angeles and San Diego. I would also note that, here in Washington, some 38 percent of those arrested in OPERATION STING were found to be active drug users.

SLIDE #9

DRUG-RELATED DEATHS

More than 5,000 Americans -- mostly young -- die of drug-related causes each year.

This chart shows the percentage of our population in various age brackets (in blue) and the percentage of drug-related deaths in those age brackets (in red). Notice that persons in their twenties, who make up only 16 percent of our population, account for 44 percent of all drug-related deaths. Among young males, drug-related deaths rank fourth -- behind accident, homicide and suicide -- as the major cause of death. For females, it ranks fifth (with cancer ranking fourth).

SLIDE #10

FEDERAL FUNDING

When the epidemic of heroin use became evident during the late 1960's, the Federal Government responded in three ways.

First, the level of resources was dramatically increased. Federal funding grew from \$82 million in FY 1969 to over three-quarters of a billion dollars in FY 1974.

Second, a major treatment and rehabilitation component was added to the existing law enforcement program.

Third, in order to provide greater coordination and leadership to this effort, special Federal agencies having only drug abuse-related responsibilities were created. These included the Drug Enforcement Administration and the National Institution on Drug Abuse.

SLIDE #11

WORLD MAP

The problem of illicit drug trafficking is worldwide and complex. This may graphically illustrates the point. Opium poppies are grown in Mexico, Turkey, on the Indian subcontinent, and here in Southeast Asia. You can see the number of trafficking routes from each of these areas into the United States. New routes spring up frequently. Similar maps could be drawn for each of the other principal drugs of abuse.

During the last 1960s and early 1970s, the major source of heroin in the United States was Turkey. Then, opium poppy cultivation in Turkey was legal, and each year substantial portions of the legal crop would be diverted from legal channels into the illegal market. The diverted opium was processed into heroin in laboratories in

Marseille and other European cities. Thus, the initial focus of effort was on that trafficking route.

In 1971, under enormous pressure from us, Turkey announced her decision to cease cultivation of opium poppies at the end of the 1972 crop. At the same time, major international conspiracy cases were made by French police, working in concert with our enforcement agents, and the infamous "French Connection" was broken.

As a result of these successes, combined with the availability for the first time of widespread treatment capacity, real progress was made in curbing the heroin epidemic. By mid-1973, most drug abuse indicators were moving downward. Among other things, the price of heroin on the East Coast tripled. Its purity was cut in half. The number of new users was declining dramatically. Overdose deaths were declining as well, particularly in the high visibility cities of New York and Washington.

In response to these indicators of progress, then President Nixon and program spokesmen began to make confident statements about "turning the corner" on drug abuse. In retrospect, however, it is apparent that the extent of progress was overstated that the progress that had been made was largely regional, having been concentrated on the East Coast, where the major heroin problem at the time existed.

SLIDE #12

RESURGING INDICATORS

At the very time that statements about turning the corner were being made, drug abuse indicators were beginning to turn around. Key indicators which had been going down for two to three years had flattened or turned up. This chart shows two of them: drug-related deaths, which increased from approximately 300 per month to more than 400 per month; and drug-related injuries, which increased by more than 70 percent since mid-1973. In addition, street purity increased, while street prices declined slightly and the demand for treatment rose.

Significantly, overall crime, which had declined in 1972 for the first time in years, and held essentially even in 1973, increased 17 percent in 1974 and an additional 9 percent last year.

SLIDE #13

MEXICAN STAIN

The major cause of the resurgence in drug abuse has been the spread of Mexican brown heroin, which has largely filled the void caused by interruption of the Turkish/French Connection.

This chart shows the portion of the United States in which Mexican brown heroin accounts for substantially all the heroin available on the streets. The yellow area on the 1975 map shows that portion of the country where more than half of the street supply is known to be of Mexican origin. Specifically, Mexican heroin accounted for just under

40 percent of the total amount available in 1972, slightly more than 60 percent in 1973, and from 80 to 90 percent in 1975.

Because of these signs of a worsening situation, last Spring you asked the Domestic Council to undertake a complete assessment of the scope of the problem and to make recommendations for change. That effort resulted in the White Paper on Drug Abuse which you have read and endorsed.

SLIDE #14

CURRENT SITUATION

One of the most important products of this review was a detailed assessment of the extent and nature of drug abuse in the United States. To quickly summarize:

- . Heroin is used by 2,000,000 people on an occasional basis, some 400,000 of whom are addicted.
Traditionally, it was thought that heroin was used only by addicts, but recent information suggests there are quite a few people in this country who use heroin on an occasional basis but have not become addicted. Of course, they represent a potential threat, a very serious threat because of the high addiction potential of the drug.
- . Pills -- barbiturates, tranquilizers and amphetamines -- are used without medical supervision by some 8,000,000 Americans. We estimate that some 500,000 of these users are experiencing difficulty with these drugs. This means that a half million persons are engaged in the regular non-medical use

of one or more of these drugs and are suffering adverse physiological or psychological effects because of such use.

- Most of these drugs have a legitimate medical purpose, so controlling their availability is extremely difficult. Most of the pills available in the illicit market are diverted from licit production, although we are finding increasing illicit manufacture as well. Abuse of pills is a much greater problem than we had previously thought and ranks second, perhaps, after heroin, in terms of seriousness.
- We know less about cocaine than we do about most of the other drugs because widespread use of cocaine is a relatively new phenomenon. We believe that another of the by-products of our breaking the French Connection was the shift of a substantial number of casual heroin users to cocaine.

At the present time, approximately 2,000,000 people use cocaine on an occasional basis. All evidence is that very few are suffering adverse consequences of the kind which led us to rank heroin and the various pills as severe problem areas. The coca leaf is grown in mountainous regions of Peru, Bolivia and Ecuador, with most of it being processed into finished cocaine in Colombia. Cocaine appears

to be increasing in popularity. We are watching closely to learn if this increase in popularity and changing pattern of use will lead to severe social problems.

- Marihuana is the most widely used illicit drug in the United States. An estimated 30,000,000 Americans have used marihuana at least once. We believe that twelve or thirteen million are current users and that at least six million use it at least once a week. While rates of use vary considerably, with young people and urban residents using more frequently than others, the most significant fact is that marihuana is now used to some degree by all segments of our population.

Aside from legal problems caused by marihuana possession and use, relatively small numbers of people appear to be experiencing difficulty with marihuana use.

Mexico is the source of perhaps 60 percent of the marihuana in this country, Jamaica and Colombia accounting for the balance of our supply.

SLIDE #15

MEXICAN MAP

Earlier I said that Mexican heroin now accounts for the majority of all heroin in the country, and dominates all regional markets.

Most of the brown heroin and marihuana coming from Mexico is grown in two principal growing areas:

- The traditional tri-state growing area in the states of Sinaloa, Durango, and Chihuahua, which accounts for some 75 percent of Mexican production and which has been the focus of all prior eradication efforts.
- In the Guerreo state growing area between Mexico City and Acapulco which accounts for some 25 percent of growth, and which has been a target of crop eradication this year for the first time.

Mexico's marihuana crop is also grown in these principal areas, in approximately the same proportions.

SLIDE #16

MOUNTAINS

These areas consist of extremely rugged mountains far from any road system.

SLIDE #17

MOUNTAINS

Movement in these mountains is confined primarily to foot or air.

The opium poppy is grown in remote, almost inaccessible, fields.

SLIDE #18

FIELD FROM AIR

These fields, usually, are located on the side of a hill or at the base of a deep valley, making access from the outside difficult. They rarely run to more than one-half or three-quarters of an acre in size.

SLIDE #19

HAND INCISION

The Mexican farmer -- or campesino, as he is called -- enters the field and incises the opium poppy with a knife or other sharp-edged instrument.

SLIDE #20

HAND COLLECTION

After the latex has oozed out of the incised poppy pod and congealed overnight, the gum is collected by hand.

SLIDE #21

OPIUM GUM

This picture shows a few pounds of dried opium gum, which is worth several hundred dollars at the farm.

SLIDE #22

LABORATORY

The opium gum is turned into heroin in crude laboratories located near the growing region. The term "laboratory" is somewhat a misnomer, since it connotes an image of sophisticated chemical processing. This is not the case. A collection of a few pots, water, a heating source which can be as crude as a charcoal stove and readily available chemicals, such as lime and table salt, are all that is required.

Because the process used in Mexico is somewhat less sophisticated than that used by the classic French processors, the resulting heroin contains a number of impurities, which give it a brown (instead of white) color.

SLIDE #23

PORT OF ENTRY

Once refined, the heroin moves north and is smuggled across the border, primarily, we believe, through busy

ports of entry. This one, San Ysidro, just south of San Diego, illustrates the enormous volume of vehicles that cross the border. The Customs Service estimates that approximately 46,000,000 vehicles cross the border every year between California and Texas.

SLIDE #24

GAS TANK

Because of the heavy volume of traffic, one of the most popular methods for smuggling heroin through ports of entry is to hide it in false gas tanks, as pictured here, or in hallowed-out drive shafts, false door panels or a myriad of other false compartments on automobiles. This is not the exclusive method of smuggling drugs into the country, however.

SLIDE #25

THE BORDER

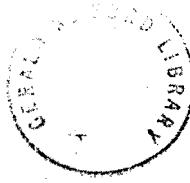
Drugs can be smuggled across the border between ports of entry. Marihuana, being more bulky than heroin, is usually smuggled this way -- with trucks, campers or private vehicles driving up to some unprotected portion of the border and either transferring the marihuana to a vehicle on the other side or merely driving through. Our land border with Mexico is over 1,900 miles long and most of it is totally deserted, as shown in this picture.

SLIDE #26

SMUGGLER SEQUENCE

Another popular method of smuggling drugs, particularly marihuana, is by air.

The next several slides were confiscated from a



suspected smuggler. They had been taken by the smuggler himself. I believe they illustrate better than words the nature of air smuggling across the Southwest border.

Notice the thin line in the center of the picture. That is a clandestine runway, probably bulldozed on the mountainside by this smuggler's Mexican counterpart.

SLIDE #27

SMUGGLER SEQUENCE

Here, the smuggler is making his approach.

SLIDE #28

SMUGGLER SEQUENCE

Here, he is about to touch down. You can see how crude the airstrip is. There are literally hundreds of these kinds of airstrips on both sides of the border, some of them used by ranchers or farmers, but many of them used strictly by lawbreakers involved in smuggling narcotics.

SLIDE #29

SMUGGLER SEQUENCE

And, here, the successful completion of the run.

Notice the money transfer. We believe those are hundred dollar bills in that fellow's hand.

SLIDE #30

AIR PENETRATION ROUTES

This slide shows the typical illegal air penetration routes into Texas, and . . .

SLIDE #31

AIR PENETRATION ROUTES

into California and Arizona.

SLIDE #32

MAP OF AIR CRASHES

Now, not all of these air smugglers make it. This map shows airplane crashes which are believed to have been involved in drug smuggling over a 12-month period. If that many didn't make it, it is frightening to contemplate how many did.

SLIDE #33

ECONOMICS OF HEROIN SMUGGLING

Why do people run the risk of property loss, loss of freedom, or even loss of life? The answer is simple: money.

This chart shows the rapid escalation of profits as the opium leaves the field, moves through the border, is passed on to wholesale distributors and, ultimately, cut many times and sold to hapless users on the streets of our cities. Similar charts could be drawn for any other illicit drug.

SLIDE #34

DOMESTIC DISTRIBUTION

Once the heroin is in the country, it moves to major distribution centers, such as Chicago or Los Angeles, then to an increasing number of smaller cities throughout the nation and, finally, onto the street. This chart gives you some impression of the number of major routes into the country and how the heroin (and other drugs of Mexican origin) are dispersed throughout the country. It also clearly shows why it is necessary for the Federal Government



to be involved in law enforcement activities aimed at major traffickers. The problem is simply bigger than any one State or local jurisdiction can handle.

SLIDE #35

COLOMBIAN SMUGGLING ROUTES

The other principal drug problem imposed by Latin America is cocaine. As mentioned earlier, the coca leaf is grown in the mountains of Peru, Bolivia and Ecuador. The crude coca paste is refined into cocaine in Colombia. From there, it is smuggled into the United States in a variety of ways, most of it being hidden in luggage or on the person of air travellers.

SLIDE #36

BRYLCREEM

This gives you some idea of how clever the smugglers are. What you are looking at is not Brylcreem, but cocaine.

A variety of smuggling methods is constrained only by the imagination of the potential smuggler, and that is virtually limitless. These slides, I think, clearly demonstrate why we cannot rely exclusively on our ability to interdict drugs coming into the country. We attempt to combat the problem in a number of ways, utilizing a number of techniques and methods. I would like now to quickly review just a few of them.

SLIDE #37

FOUR-LENS CAMERA

We use sophisticated detection equipment to locate and identify poppy fields. This device, for instance, is a multispectral camera which is used to develop . . .

SLIDE #38

RED FIELDS

pictures like this in which the poppy fields show up bright pink, as you can see here along the river basin.

SLIDE #39

SATELLITE PHOTO

We are investigating the development of similar photographs using satellites.

SLIDE #40

HAND ERADICATION

In the past, Mexican troops had to move overland into the mountains to reach the fields and destroy the poppies -- usually by knocking the plants down with a stick, a procedure Charlie Rangel mentioned last December.

Over the past several years, we have provided the Mexican government with twenty troop-carrying helicopters. These are used to carry the troops in by air, thus cutting dramatically the time required to reach the fields.

SLIDE #41

HELICOPTER SPRAYING

This year, for the first time, the Mexican government decided to use herbicides to eradicate both the opium poppy and marihuana. Here, you can see a U.S.-supplied helicopter spraying the herbicide, . . .

SLIDE #42

LIVE FIELD

which makes a field look like this . . .

SLIDE #43

DEAD FIELD

and like this.



Using both herbicides and manual eradication, the Mexican government expects to eradicate twice as many fields and acres this year as last. A similar program is planned for Burma, which is the world's largest producer of illicit opium. However, the presence of numerous insurgent groups, some as strong or stronger in the area as the government, makes similar success unlikely.

SLIDE #44

BORDER INSPECTION

Although we cannot catch all of the drugs being smuggled into this country, we can, through careful inspection, stop some of the traffic. Customs officials give every vehicle at least a cursory inspection and perform a more detailed inspection where they feel it appropriate. Here, we have a Customs inspector who found some heroin hidden in a false gas tank.

SLIDE #45

DOG

Customs also uses specially trained dogs to help inspectors locate drugs. These dogs have proved remarkably effective at detecting all kinds of illegal drugs.

SLIDE #46

NORAD ROOM

We have recently begun a program of monitoring the radar capability provided by the North American Defense Command and the Federal Aviation Administration to detect illegal air crossings, and we have expanded the small Customs air fleet to improve our capacity to follow and apprehend violators.

SLIDE #47

FLIR

We have installed sophisticated night-vision radar in Customs' planes to improve our capability to track smugglers at night. This picture of an actual smuggling aircraft was taken at night by a Customs' pilot using the sophisticated technology borrowed from the military.

SLIDE #48

SNIFFER

One of the most recent, and promising, developments has been the perfection of a mechanical sniffer -- a mechanical dog, if you will -- to detect drugs.

This counter is an actual airport station in Miami. Notice the two small holes in the counter. When an individual stands in front of the counter, a small machine behind the counter is able to detect the tell-tale emissions of drugs. When the machine detects a drug, a light behind the counter goes on, putting the Custom's inspector on notice.

SLIDE #49

SNIFFER

This picture shows that same Customs' station with people lined up in front. You can see how useful this device can be in detecting individuals having narcotics concealed on their persons. Customs is developing a number of different applications for this device, which should further improve its interdiction capability.

SLIDE #50

COAST GUARD BOAT

We also enlist the aid of the U.S. Coast Guard to help interdict smuggling by boat. This is a particular

problem along the coast of Florida and Southeastern United States, with large quantities of marihuana being smuggled in by boat from Jamaica and Colombia. In this picture, for instance, you can see the enormous quantity of marihuana seized in this particular case by the Coast Guard.

SLIDE #51

DRUG ARREST

We have already spoken to some extent about the activities of the Drug Enforcement Administration, both in the international arena and in carrying out its domestic responsibilities. Much of what the DEA does cannot easily be portrayed visually but, suffice to say, as the nation's principal drug law enforcement agency, DEA's effectiveness in destroying trafficking organizations through the making and prosecuting of criminal cases is absolutely vital to our overall effort. Moreover, the effectiveness with which all other agencies carry out their missions depends, in large measure, on how effectively DEA carries out its responsibility as lead agency in developing, interpreting and disseminating narcotic intelligence.

SLIDE #52

TREATMENT CAPACITY

Finally, we provide treatment for those persons who have, for whatever reason, fallen by the wayside. We now have the capacity to treat more than a quarter of a million persons at one time. The Federal Government funds about half of this total capacity, State and local governments picking up the remainder.

While effective treatment can make a big difference in reducing drug use and the attendant criminal behavior, many people who use drugs have a number of other needs, such as vocational training and employment. We are now exploring ways to improve the delivery of additional social services to addicts to help insure their re-entry into the mainstream of our society.

SLIDE #53

OVERALL PROGRAM CONSTRAINTS

Obviously, there are a number of factors which constrain our ability to deal with this problem. Some demand is inevitable. The sobering fact is that some members of any society will seek to escape the stresses of daily life. Prevention, education, treatment and rehabilitation will keep the number small but will not eliminate the demand for drugs entirely.

As long as there is a demand, there will be a supply. Some individuals will run the risk of detection and punishment given the profitability of illicit drugs. Vigorous law enforcement will keep their number few, but will not eliminate drug trafficking altogether.

Moreover, given the variety of potential sources, even if we successfully shut off access to one source, criminal traffickers can look to other sources for their supply. In fact, even if we could shut off access to all sources of supply of one drug, users would simply turn to a different drug.

Finally, to a very large extent, how well we fare in this effort will be determined not by our own government but by governments of other nations. Thus, we are dependent on the cooperation and good faith of other nations for our success.

For these reasons, we must be realistic about what we can achieve in this fight against drugs. Total victory -- that is total elimination of the problem -- is not realistic. However, we have shown over the past few years that Federal efforts, properly directed, can have a significant impact on the problem.

SLIDE #54

SUCSESSES

We should be careful not to let the deterioration of the past two years lead us to the conclusion that the task of controlling drug abuse is hopeless. We can point to a number of very real successes.

For example, the breaking of the Turkish/French Connection and the resulting heroin shortage on the East Coast of the United States during 1972 and part of 1973 represented a very real success. Not only was there a substantial reduction in the numbers of heroin overdose deaths and of new users of heroin, but our country experienced its first decline in rates of serious crimes in over two decades.

Another dramatic indication that we are doing something right was the reduction in drug use of returning

Vietnam veterans. As I mentioned before, over 20 percent were addicted in Vietnam, while only one percent remained addicted after returning to the United States.

SLIDE #55

TASC

Another success story is the Treatment Alternatives to Street Crime program, which refers State and local criminal offenders to community-based treatment programs. This program attempts to decrease the incidence of drug-related crime by providing treatment.

This chart shows the percentage of persons in TASC programs who commit additional crimes during the period between arrest and sentencing compared to the average rate of recidivism for all offenders during a given period. Notice that in all but three cities the rate of recidivism is significantly below average. In fact, the average for all TASC cities was 10 percent compared to the 18 percent average for all offenders generally.

SLIDE #56

EFFECT OF REGULATION

Another example of success would have to be the impact of improved regulatory controls placed on several stimulants and depressants in 1973 after they were identified as major drugs of abuse. When controls were tightened, abuse of these drugs dropped sharply. For example, abuse of methaqualone, a major depressant, declined by 45 percent. Abuse of benzphetamine, a major stimulant, fell by 60 percent.

10-POINT PROGRAM

DEA MEXICAN HEROIN PROGRAM

1. Mexican Opium Poppy Eradication Program

The Government of Mexico, with the encouragement and assistance of the Drug Enforcement Administration, has embarked upon a major program of eradication of opium poppy fields. This year the Government of Mexico has made an important decision to employ the use of herbicides. Although this program was just implemented in January, encouraging results have been achieved. There have been 18,000 poppy fields destroyed (almost all of them through the spraying of herbicides) and the Government of Mexico will continue this program year-around -- assisted by DEA personnel who will remain on site with the eradication campaign, utilizing DEA aircraft and equipment, spotting fields and monitoring what is being done.

2. JANUS - Joint Mexican/U.S. Prosecution of Mexican Violators

This joint prosecution technique, which involves the prosecution of Mexican nationals in Mexico based on testimony taken by Mexican prosecutors in the United States, will be reemphasized and expanded. An in-depth training program for all DEA agents and Assistant U.S. Attorneys in key cities will be implemented to broaden utilization of this technique and to insure prosecution of previously untouched Mexican nationals.

3. Route Interruption/Interdiction

As a part of this program, all of the resources of the U.S. Government will be tasked to increase the effectiveness of DEA heroin route interruption and Customs interdiction at our borders. In 1975, DEA's worldwide efforts removed 2,459 pounds of heroin from the market. Although this was more than twice the amount removed in 1974, DEA will work for even greater success in 1976. Also, DEA will continue to provide the U.S. Customs Service with intelligence relative to their interdiction responsibilities. In just three months (January to March 1976), the monthly number of referrals from DEA to Customs has more than doubled.

4. Greater Use of CENTAC Operations and Conspiracy Techniques

Use of conspiracy techniques and Central Tactical Units will be increased. A coordinated effort utilizing all of DEA's intelligence resources and the El Paso Intelligence Center will be undertaken to target for immobilization of major violators through conspiracy prosecutions. Other conspiracy-type intelligence will be gathered by regional debriefing of defendants, informants and prison inmates.

5. Maximum Utilization of Spanish-Speaking Personnel

In order to more effectively utilize existing DEA personnel resources, all Spanish-speaking agents have been identified and these agents' assignments will be revised to insure that they are in posts of duty that will result in optimum effectiveness for the Mexican heroin program. DEA agents in other key cities will receive Spanish-language training so that they can work more effectively to accomplish our mission.

6. Target City Operations

Six target cities have been selected for enforcement emphasis related to brown heroin. Initially, cooperating defendants and informants known to have been involved with Mexican heroin will be debriefed as to their knowledge of the heroin traffic. Regional Directors will insure that the intelligence gathered from these debriefings will lead to the first phase of an intensified enforcement effort implemented to:

- a. Reach sources of supply beyond the boundaries of regions initiating the case;
- b. Develop conspiracy cases which effectively dismantle the major criminal organizations involved in this traffic, both in the U.S. and Mexico;
- c. Develop JANUS cases against principals in the traffic who cannot be brought to justice in the United States.

7. Expanded Intelligence and Enforcement Coordination with State/Local Police

The managers of state and local law enforcement will be encouraged to cooperate in this program and the JANUS joint prosecution technique will be explained to major Chiefs of Police. They will be encouraged to submit these types of cases for prosecution in Mexico. Additionally, intelligence developed by DEA and state/local departments will be shared to assist in immobilizing major violators who operate (1) within local jurisdictions, (2) interregionally, or (3) internationally.

8. Full Support from DEA Offices of Intelligence, Science and Technology, and Training

Specific program responsibilities will be mandated for DEA's Offices of Intelligence, Training and Science and Technology to

support the brown heroin program. Particular utilization will be made of the EPIC facilities in El Paso, and all laboratories will be tasked to identify the purity, source and age of brown heroin in an expeditious manner.

9. Special Action Office/Mexico (SAO/MEX) - DEA Headquarters

To emphasize the importance of this program, the Administrator has assigned Mr. Irvin Swank, a senior Regional Director, to DEA Headquarters. Mr. Swank will head the Special Action Office/Mexico and, with his staff, will insure that resources are provided on a priority basis when they are requested by our Mexico region or domestic regions working brown heroin investigations. Mr. Swank will review all heroin cases reported from the field, consult with Headquarters and EPIC intelligence analysts, coordinate interregional conspiracy investigations, administer a central PE/PI fund to insure that money is available to pursue major heroin violators, and coordinate agency agent resources in the field to insure prompt response to requests for investigative assistance.

10. Inter-Agency Heroin Committee

An inter-agency committee will be established to streamline and institutionalize the rapid exchange of intelligence. Although DEA has the responsibility as lead agency in matters of drug enforcement, it is vital that channels of communication be developed to facilitate DEA's assistance to her sister agencies and, at the same time, insure best utilization of the valuable data others may gather.

April 13, 1976

BACKGROUND
PAPER