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DRUG BRIEFING WITH THE PRESIDENT
Wednesday, April 7, 1976
11:00 a.m.

Cabinet Room

72 Mr G -
Afternoon



THE WHITE HOUSE

WASHINGTON

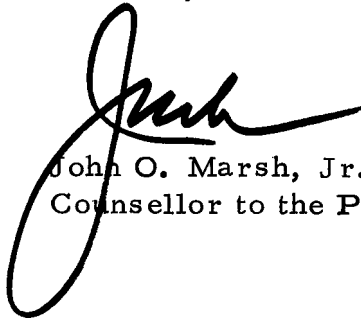
April 7, 1976

Dear Jim:

That was an excellent presentation this morning on the drug question.

It is an outstanding example of how major issues should be brought to the President's attention for information and discussion.

Sincerely,

A handwritten signature in black ink, appearing to read "John O. Marsh, Jr.", with a large, stylized loop at the bottom.

John O. Marsh, Jr.
Counsellor to the President

The Honorable James M. Cannon
Assistant to the President for
Domestic Affairs
The White House
Washington, D. C. 20500

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?

A



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 Administration

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

JMC

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WASHINGTON

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Gerald A. Fill

[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. ^{I called the meeting} continuing signs ^{amid} of increasing availability and use of heroin and other dangerous drugs ^{to review} ~~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 ^{to secure} 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.

9 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.

WHAT MORE CAN BE DONE
SUGGESTIONS

[4/21/76]
after review

1. A new special message to Congress on drug abuse and transmit a new narcotics control bill.
2. Take the tax free profits out of drugs. IRS to be directed to enforce more vigorously tax evasions cases related to major drug trafficking. *01 wk in 2 weeks*
3. U.S. Attorneys to be directed to prosecute more vigorously major hard drug traffickers.
4.
 - a. Detail high speed surveillance aircraft from the Military to Customs. Customs officials have intelligence indicating that heroin is coming in on jet aircraft.
 - b. Issue a Presidential Proclamation extending from the present 12 miles, to 50 miles, the area over which Customs and the Coast Guard have responsibility. This was done by President _____ to block illegal entry of alcohol into U.S. Bob Rust, U.S. Attorney for the south Florida area, believes this would be of major assistance in enforcing the law against marijuana and cocaine.



Difficult to find
continuing
visiting

[4/7/76]

WHAT MORE CAN WE DO



1. SPECIAL MESSAGE TO CONGRESS
2. IRS ENFORCEMENT PROGRAM
3. MORE VIGOROUS PROSECUTION BY U. S. ATTORNEYS
4. BETTER INTERDICTION
5. AWARENESS ~~AND~~ A NATIONAL COMMITMENT.

[4/7/76]

Mr. President,

The drug problem is not only a problem for the individual and for our society, but it is also big business. In fact, it may be the fastest growing industry in America today.

Dick Parsons and Ed Johnson of OMB have a presentation on the problem and what is being done.

[4/7/76]

D R U G A B U S E

1. THE COST TO THE NATION
2. WHERE DRUGS COME FROM AND HOW THEY GET HERE
3. WHAT WE ARE DOING NOW TO COMBAT DRUGS
4. WHAT MORE CAN WE DO

THE WHITE HOUSE

WASHINGTON

April 5, 1976

MEMORANDUM FOR: PHIL BUCHEN
MAX FRIEDERSDORF
ROBERT T. HARTMANN
JIM LYNN
BRENT SCOTTSROFT

FROM: JIM CANNON *J.C.*

SUBJECT: Draft Statement on Drug Abuse

On Wednesday, April 7, the President will meet with a number of Federal officials to receive a report on where we are with the drug abuse problem. We are proposing that at the conclusion of that meeting a statement by the President be issued.

Attached for your review and comment is a draft statement. I would like to receive your comments by 3 p.m. Tuesday, April 6.

Thank you very much.

Attachment



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. I called the meeting amid continuing signs of increasing availability and use of heroin and other dangerous drugs so that plans can be developed for an intensified Federal effort to reverse the trend. Various proposals ranging from stepped-up diplomatic initiatives to secure greater cooperation from foreign governments in disrupting worldwide trafficking networks to intensified law enforcement aimed at major narcotic traffickers were discussed. Also reviewed were ways of more effectively mobilizing and coordinating the vast 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 laws, of my concern about drug abuse. Additionally, I have directed the Domestic Council Drug Abuse Task Force to give me a monthly report on what progress we are making in this area.



Finally, I will shortly 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 provide mandatory minimum sentences for, and pre-trial detention of, major drug traffickers.



THE WHITE HOUSE
WASHINGTON

April 6, 1976

Not Sent
ACTION

MEMORANDUM FOR

THE PRESIDENT

FROM:

JIM CANNON

SUBJECT:

Statement on Drug Abuse

Attached for your consideration is a proposed statement to be issued following your 11:00 a.m. meeting on drug abuse.

Max Friedersdorf, Counsel's Office (Lazarus), NSC and I recommend approval of the proposed statement which has been cleared by Bob Hartmann. OMB (O'Neill) suggests the last paragraph of the statement be omitted.

RECOMMENDATION

That you **approve** the statement at Tab A.

Approve _____

Disapprove _____



A

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. I called the meeting amid continuing signs of increasing availability and use of heroin and other dangerous drugs to review Federal efforts to reverse this trend. Various proposals ranging from stepped-up diplomatic initiatives to secure 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.



[4/7/1976]

THE WHITE HOUSE
WASHINGTON

Jim -

Here is the draft "script"
I promised.

The end is particularly
weak, in part because I
know ~~if~~ you have some
thoughts for this section.

Ed and I will be
working on it over the
weekend, but you review
if it ^{is} _A critical.

1)



DRUG BRIEFING FOR THE PRESIDENT

SCRIPT

Not
Spoken
word

Mr. President, in the next thirty minutes, I hope to briefly review the history of the drug abuse problem in this country; summarize the extent, nature and cost to America of drug abuse; acquaint you with what we have done and what we are doing to cope with the problem; and suggest some relatively simple actions which we believe can have a major impact on the problem.

But frankly, sir, my real objective today is to convince you that this is a problem which deserves your attention, since it touches the lives of many Americans, and that our effectiveness in dealing with the problem is greatly influenced by the simple fact of your personal interest and attention.

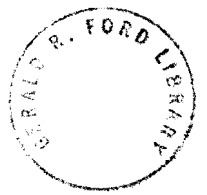
Please feel free to ask any questions you might have during the presentation.

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 indicates that drugs have been a matter of national concern since the turn of the century. How-



ever, 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 national 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 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 move across the nation with surprising speed. This chart shows that narcotic-related hepatitis cases, caused by the use of unsanitary needles, soared 900 per cent 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 estimates that between 1965 and 1972 the new use of heroin increased tenfold.

SLIDE #4BLACK 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 #5SUBURBAN 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 #6SPREAD 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 #7SOLDIERS 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 per cent -- 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 1 per cent 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 cose 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 upwart to \$17 billion a year.

- Direct program costs of \$750 million at the Federal level, plus \$350 million spent by State and local governments.
- The costs of dealing with drug-related problems in emergency rooms, hospitals and mental health centers are conservatively estimated to be \$200 million a year.
- The proportional costs of police salaries attributable to the arrest and case-handling of drug law offenses, and the costs of prosecution, public defense and court resources required to process drug law cases are estimated to be more than \$600,000 per year.
- It is estimated that addicts and other users perpetrate a staggering \$13 billion worth of crime every year, principally to support their habits.
- A very conservative estimate of lost productivity due to drug-related absenteeism and unemployment approaches \$2 billion per year.

SLIDE #9DRUG-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 per cent of our population, account for 44 per cent 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 #10COSTS OF DRUG ABUSE

To summarize, drug abuse accounts for:

- up to \$17 billion per year in measureable costs;
- 5,000 to 6,000 deaths per year;
- 170,000 to 180,000 injuries; and
- 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 per cent of those arrested in OPERATION STING were found to be active drug users

And while these statistics are themselves impressive, they do not begin to measure the cost in human terms. For every teenager who has died because of a drug overdose, there are

thousands of other teenagers who have not died but who are merely going through the motions of living. They sit in classrooms without learning. They grow increasingly isolated from family and friends. They endeavor only to escape from the present at a time when they should be preparing themselves for the future.

As great as these costs are, we need only recall the 20 per cent of our troops addicted to heroin while in Vietnam to grasp the magnitude of the potential problem, and the enormous potential costs associated with it, should government efforts be relaxed.

SLIDE #11

FEDERAL FUNDING

When the epidemic of heroin use became evident during the late 1960s, 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.



SLIDE #12FY 1976 FUNDING

This chart shows how the FY 1976 budget is divided: treatment (in green), about 60 per cent; and law enforcement and international controls, about 40 per cent. It also shows just how many government organizations are involved in the drug program.

In the treatment area, HEW has the major role in providing services to the community, but the Veterans Administration and the Department of Defense spend \$100 million between them to provide services to their own clients. The Department of Justice, with its Bureau of Prisons, and the Department of Labor, in providing vocational rehabilitation services, are also major factors.

In law enforcement, the Department of Justice, though the Drug Enforcement Administration and the Law Enforcement Assistance Administration, has principal responsibility, but the United States Customs Service provides the major border interdiction capability.

In the international area, the Department of State had lead responsibility. However, Justice, through DEA agents stationed overseas; Agriculture, through its support of crop-substitution programs; and the CIA also have major roles to play.



SLIDE #13WORLD MAP

The problem of illicit drug trafficking is worldwide and complex. This map 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 late 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.

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 and 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 #14

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 per cent 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 1973, increased 17 per cent in 1974 and an additional 9 per cent last year.



SLIDE #15MEXICAN 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 per cent of the total amount available in 1972, slightly more than 60 per cent in 1973, and from 80 to 90 per cent 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 #16CURRENT 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 400,00 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. As I mentioned, Mexico is currently the major source of heroin, but supplies are also available from Southeast Asia, Turkey and the Indian subcontinent. Heroin use is on the increase, particularly in the West and Southwest.

- 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 Franch 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 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 to 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 per cent of the marihuana in this country, Jamaica and Colombia accounting for the balance of our supply.

SLIDE #17DRUG PRIORITIES

Because resources available to deal with the multitude of problems created by drug abuse are limited, we believe that the Federal government should give priority attention to those drugs having the highest social cost in terms of criminal behavior, health consequences and economic dependence. In order to develop an indication of which drugs are most costly, we looked at several institutions which deal with people in trouble.

On this chart, we have plotted a percentage of people using different drugs who appeared at three institutions to get an indication of social costs.

- The criminal justice system: serious crimes committed by drug users (1,070 users out of the total sample of 1,750).
- Hospital emergency rooms: those people who reported with drug-related problems (total sample of 80,000).
- Drug-related deaths (4,400 total sample).

As expected, heroin use was reported by a quarter of the people committing serious. It was an important element in emergency room treatment and it accounted for more than one of three drug-related deaths.

Pills -- amphetamines, barbiturates and tranquilizers -- accounted, somewhat surprisingly, for 22 per cent of crime,


almost half of the emergency room visits and 41 per cent of drug-related deaths. It was this kind of analysis that led to the conclusion that abuse of these drugs represented a far more serious problem than previously thought.

Marihuana was used by one-third of those committing serious crimes. This is probably due to the fact that a very high percentage of the population in the crime-committing age bracket uses marihuana rather than to any link between marihuana and serious crimes. Only a handful of emergency room visits were due to marihuana use and less than one-half of one per cent of drug-related deaths were attributed to marihuana use.

Cocaine use counted low in all three categories.

In addition to attempting to identify which drugs cause us greatest problems, we also attempted to identify the most vulnerable avenues of the illicit distribution system, so that law enforcement activities could be targetted in a manner designed to achieve the maximum impact.

On the basis of these analyses, we concluded that priority should be given at the Federal level to those drugs which pose the greatest threat to the individual and to society, such as heroin and the various pills, and to high-level criminal traffickers of drugs. Of course, this does not mean devoting all resources to the priority areas and none to other activities. It simply means we should put the most resources where we have the biggest problems and that we should give emphasis to those law enforcement activities which yield the greatest dividends.



SLIDE #18WHITE PAPER RECOMMENDATIONS

This chart summarizes the major White Paper recommendations, with which you are familiar.

[PAUSE LONG ENOUGH FOR AUDIENCE TO READ SLIDE.]

I would like to point out that significant progress has been made on a number of these recommendations. For example, Federal arrests of Class I and Class II violators -- those representing the highest level of traffickers -- are up substantially. Interagency cooperation and coordination are better now than at any time in the past. More treatment slots are being made available to persons using priority drugs. The Drug Enforcement Administration is giving greater emphasis to its compliance responsibilities. However, we still have a long way to go on these recommendations.

I would like now to briefly describe the nature of the illicit traffic in drugs -- from start to finish -- so that you may get a better idea of the scale and complexity of the problem. I would also like to tell you a little about what we are doing to combat the problem.

SLIDE #19MEXICAN MAP

As noted earlier, Mexican heroin now accounts for the major part of all heroin in this country and it dominates all regional markets. Most of the brown heroin and marihuana coming from Mexico is grown in two principal areas:

- the traditional tri-State growing area in the States of Sinaloa, Durango and Chihuahua, which accounts for

- some 75 per cent of Mexican production and which has been the focus of all prior eradication efforts; and
- in the Guerrero state growing area between Mexico City and Acapulco, which accounts for some 25 per cent 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 and in approximately the same proportions.

SLIDE #20 MOUNTAINS

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

SLIDE #21 MOUNTAINS

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

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

SLIDE #22 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 #23 POPPY FLOWER

Once the petals fall off the opium poppy flower . . .

SLIDE #24HAND 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 #25HAND COLLECTION

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

SLIDE #26OPIUM GUM

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

SLIDE #27LABORATORY

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}~~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 #28PORT 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 Deigo, 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 #29GAS 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 hollowed-out drive shafts, false door panels or a myraid of other false compartments on automobiles. This is not the exclusive method of smuggling drugs into the country, however.

SLIDE #30THE 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 #31AIRCRAFT

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.

SLIDE #32SMUGGLER SEQUENCE

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 #33SMUGGLER SEQUENCE

Here, the smuggler is making his approach.

SLIDE #34SMUGGLER 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 #35SMUGGLER 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 #36 AIR PENETRATION ROUTES

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

SLIDE #37 AIR PENETRATION ROUTES

into California and Arizona.

SLIDE #38 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 #39 DOMESTIC DISTRIBUTION

Once the heroin is in the country, it moves to major distribution centers, such as Chicago, Los Angeles and New York, 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 #40 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 #41COLOMBIAN 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 Equador. 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 #42BRYLCREEM

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

SLIDE #43PHOTO ALBUM

Here, cocaine hidden within the cover of a photo album.

SLIDE #44SHOE

Or, inside . . .

SLIDE #45SHOE

a hollowed-out shoe.

The 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 #46FOUR-LENS CAMERA

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

SLIDE #47RED FIELDS

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

SLIDE #48HAND 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. 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 #49HELICOPTER 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 #50LIVE FIELD

which makes a field ~~look~~ like this . . .

SLIDE #51DEAD FIELD

~~look~~ 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.

SLIDE #52BORDER 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 #53DOG

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 #54NORAD ROOM

We have recently begun a program of monitoring the radar capability provided by the North American Air 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 #55

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 #56

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 Customs' inspector on notice.

SLIDE #57

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 #58COAST 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 sized in this particular case by the Coast Guard.

SLIDE #59DEA SLIDE

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 responsibilities as lead agency in developing, interpreting and disseminating narcotic intelligence.

SLIDE #60TREATMENT 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, ^{with} 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 #61

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 #62

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 over-dose 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 per cent were addicted in Vietnam, while only 1 per cent remained addicted after returning to the United States.

SLIDE #63TASC

Another success story is the Treatment Alternative 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 per cent compared to the 18 per cent average for all offenders generally.

SLIDE #64EFFECT 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 per cent. Abuse of benzphetamine, a major stimulant, fell by 60 per cent.

SLIDE #65ROPER POLL

Mr. President, we believe that controlling drug abuse is a matter that the American people want given highest priority. What you see here are the results of the Roper polls taken in December of 1973, 1974 and 1975. They show the percentages of respondents who said the Federal government was spending too much or too little in different areas. Note that in all three years the overwhelming majority of respondents felt that we were spending too little on reducing drug addiction.

SLIDE #66ROPER POLL

Focusing on just the latest poll. Sixty-four per cent said we were spending too little on preventing crime, while only 7 per cent said we were spending too much; 57 per cent said we were spending too little on the nation's health, while only 6 per cent said we were spending too much; and 56 per cent said we were spending too little on controlling drug addiction, while only 9 per cent said we were spending too much.

It is interesting to note that both of the leading concerns -- crime and health -- are directly related to, and affected by, the third -- drug abuse and addiction.

SLIDE #67PRESIDENTIAL LEADERSHIP

Mr. President, we believe that the Federal program to control drug abuse is one which will return major dividends for any time and attention you give it. On the other hand, without Presidential support and encouragement, the program can sputter (as it has in the past).

Presidential leadership will not only help to assure that governmentwide priority is being given this program, but it is essential if we to effectively mobilize the Congress, State and local governments, the private sector and the general public to combat drug abuse.

SLIDE #69SUGGESTIONS

Mr. President, we do not have any answers, or even concrete recommendations, to give you today. However, we have under consideration a number of suggested actions, a few of which I would like to touch upon briefly.

● In December, you directed that we prepare a special message to the Congress concerning drug abuse. One of the things we are doing for the message is pulling together in one legislative proposal important statutory reforms which would improve our ability to control drug abuse. These include

This
should
be
indented

→ Establishment of mandatory minimum sentences and pre-trial detention for drug traffickers.

● We also believe that the message will afford you an excellent opportunity to announce your intention to

revitalize the Federal Strategy Council on Drug Abuse and to create a Cabinet Committee on Drug Abuse Prevention, to assure greater interagency coordination and leadership.

- We also have under consideration a number of other actions which you could take without Congressional authorization. For example, it has been suggested that you issue a proclamation extending from 12 to 50 miles offshore the area over which the U. S. Customs Service and the U. S. Coast Guard have enforcement responsibility. This was done during prohibition to cope with the problem of rum-running.
- Finally, we are considering the possibility of a White House Conference on Drug Abuse, to be held here in Washington or, perhaps, in Southwestern United States, which would enable participation and input by members of Congress, State and local officials, and members of the public.

Of course, some of the recommendations we are reviewing have resource implications and I will tell you frankly that we believe additional resources are necessary if we are to maximize our efforts in this area. However, this is an area where a small amount of resources can have a major impact. Therefore, I do not anticipate the need for substantial additional resources.