

**NLWJC - Kagan**

**DPC - Box 015 - Folder 008**

**Drugs - General Policy**

Drugs-general policy

Personnel



EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF NATIONAL DRUG CONTROL POLICY  
Washington, D. C. 20503

#259178

March 31, 1998

Dear Mr. President:

Since joining your Cabinet two years ago, we have made substantial progress in combating the threat of illegal drugs to the United States and its citizens. Your overall support, guidance, and personal presence on this issue has played a major role in these achievements.

In the coming months, ONDCP has four significant initiatives that we believe would benefit greatly from your participation, namely:

- **The National "Rollout of the Youth Media Campaign:** In early July, we will move from the 12 city pilot phase of the Youth Anti-Drug Media Campaign into a national campaign (phase II). This expansion will bring our ads to every city and town across the nation. Already, the 12 city phase is showing results: anti-drug coalitions, whose phone numbers appear on the ads, report two to three times as many calls as received prior to the campaign; and, our buying service reports an unprecedented 100 percent match ratio of ad time to PSA time from media outlets. We expect to see the same types of results -- this time nationwide -- come July. Your participation in a national rollout event would increase the campaign's visibility, helping it to get off to a strong start.
- **United Nations General Assembly Special Session (UNGASS):** This June's UNGASS will concern efforts to address illegal drug use. The political declaration and other deliverables being developed for the UNGASS make substantial steps forward in reinforcing the international commitment against drugs. A number of heads of state (including France, Brazil, South Africa, and Mexico) have already committed to attend the session. Your involvement would greatly increase the level of participation and the magnitude of the session. A speech at UNGASS would afford you the opportunity to give a major policy address establishing a broad vision and setting a strong agenda for how the international community must work together to reduce the transnational threat of drugs.
- **The Drug-Free Communities Program Rollout:** The membership of the Commission on Drug-Free Communities is being vetted and will soon be set for release to the public (a decision memo has been prepared for your signature). This program, which over the next five years will create 10,000 new community anti-drug coalitions across the nation, while strengthening the existing 4,000 coalitions, will empower countless Americans to fight drug use at the grassroots level. Your participation in announcing the members and at the inaugural meeting of the commission would send a strong signal to the American people to get involved in this effort.

T. Marshall

- **President's Drug Policy Cabinet (PDPC) Meeting:** There are a number of key drug policy issues now percolating that would substantially benefit from discussion within the PDPC. One of the most pressing issues deals with focusing on real results and measuring our success. In keeping with the Vice President's reinventing government initiative, the *1998 Strategy* sets out a performance measurement system to track the ten-year *Strategy*. However, substantial Congressional pressure exists for more immediate interim markers, which could cause a legislative response. ONDCP believes that we must proactively craft annual markers that are realistic, achievable, and flexible. Your leadership is necessary to help the PDPC address this need for greater efficacy and accountability. Similarly, a series of other issues, including UNGASS, the Southwest border, and restructuring the counter-drug intelligence system, also would benefit from discussions within the PDPC. We are at a critical juncture involving major drug policy initiatives that promise breakthroughs in bringing down drug use in America. A PDPC meeting is vital to ensure unity of effort as we move ahead.

These events offer an important opportunity to show your hands-on commitment and leadership in the fight against drugs. Each of these events highlights substantive progress with respect to an important counter-drug initiative. By your involvement we can continue to raise the awareness of the American people that drugs present a serious threat to the nation, and that this Administration is working hard under your leadership to reduce that threat by half. Imagine, by way of comparison, the impact to the nation of halving the number of auto or cancer fatalities, or teen pregnancy or illiteracy rates.

We will coordinate these events closely with your staff and do whatever possible in order to facilitate your participation in these four initiatives. Look forward to your thoughts and guidance.

Very respectfully,



Barry R. McCaffrey  
Director

The President of the United States  
The White House  
Washington, D.C.



Jose Cerda III

05/04/98 08:43:39 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP  
cc: Laura Emmett/WHO/EOP, Leanne A. Shimabukuro/OPD/EOP, Michelle Crisci/WHO/EOP  
Subject: McCaffrey Memo

BR/EK/Rahm:

I spoke to Staff Sec. about the McCaffrey scheduling memo. All they need is a reaction from us -- e-mail would be fine -- so they can incorporate it in a quick cover note. They'd like to send it in to the President during his office time tomorrow. If the following is okay w/you, I'll cc staff sec. and tell them to work from this...jc3

----- Forwarded by Jose Cerda III/OPD/EOP on 05/04/98 08:41 PM -----



Jose Cerda III

05/04/98 07:27:24 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP  
cc: Michelle Crisci/WHO/EOP, Leanne A. Shimabukuro/OPD/EOP  
bcc:  
Subject: McCaffrey Memo

BR/EK:

Here are my comment/recs on McCaffrey's scheduling memo to the President:

- 1. National Rollout of the Youth Media Campaign.** We should support a roll-out of this signature anti-drug initiative. However, for the President not to be disappointed, we need to make sure Rahm takes the lead in getting ONDCP to come up with some specific announcements -- i.e., new anti-drug ads, additional private sector partners and commitments, results from the 6-month/12-city pilot, etc.
- 2. U.N. Special Session on Drugs.** I understand scheduling has already committed to do this, and that NSC is taking the lead. There is very little of our stuff here.
- 3. Drug-Free Communities Rollout.** The President just signed off on the proposed candidates for the Drug-Free Communities board, and Personnel says that it will take another 4 to 6 weeks to fully vet these folks. I would not, however, recommend this as a stand-alone event. The board does not include any really big names, and the grants are so small (\$10 million). Moreover, the Hill Dems were not happy when we did a signing ceremony with the R's on this. They hate that the R's vote against funding for virtually every other community-based drug program -- to the tune of hundreds of millions of dollars -- and then turn around and support these tiny grants for community organizations. If anything, we should roll this into the media campaign announcement. It will allow us to say we're linking our national ant-drug message

with action at the grass roots.

**4. President's Drug Advisory Council.** This is a bit of a problem. As I've mentioned, OMB -- for themselves and on behalf of various agencies -- has expressed serious concerns about ONDCP wanting to discuss its performance measurement system at this meeting. I would defer to them on when it's appropriate to do this.

Jose'

Drugs - general policy



**EXECUTIVE OFFICE OF THE PRESIDENT**  
**OFFICE OF NATIONAL DRUG CONTROL POLICY**  
Washington, D.C. 20503

April 29, 1998

Dear Mr. Speaker:

Due to a scheduling conflict, am unable to attend your event tomorrow. Look forward to seeing the results of your efforts. Continue to believe that the key to our success in combating drugs remains a united, nonpartisan commitment.

Over the last two years, the Administration and the Congress have been able to work together to deliver a number of important victories against drugs.

- With Congress' help, we put in place a \$195 million Anti-Drug Youth Media Campaign that is producing real progress. Preliminary results from the Campaign's first pilot phase show that 97 percent of the people in these media markets say they have seen our ads. Eighty percent say that the ads encouraged conversations about drug use.
- Together, we also succeeded in establishing the Drug-Free Communities Program, which will soon empower community anti-drug groups in countless towns and cities across the nation.
- We have mobilized millions of Americans to fight youth drug abuse through our "Prevention Through Service Alliance."
- On the supply reduction front, we have also achieved real gains, including, for example, a 40 percent reduction in Peruvian cocaine production over the last two years.
- We have improved law enforcement, putting more cops on beats across the nation, establishing new strong measures to combat money laundering, and taking some of the deadliest weapons out of the hands of the dealers, gangs and druglords.

This sort of comprehensive approach, embodied in our National Drug Control Strategy, requires the unflinching support of all segments of the American people to succeed. For that very reason, we cannot allow partisanship to unbalance our counter-drug policies. The taint of partisanship would only cause us to lose vital ground in our efforts to reduce drug abuse and its consequences in America down to a historic new low. Your support, and that of all the members of Congress who take their leadership from you, in maintaining unity of purpose is essential. America can ill afford us to shift our attention from our real goals -- reducing the demand for drugs through education and prevention, and breaking the sources of supply through law enforcement and international cooperation.

The Administration's counter-drug agenda, much of which is reflected in your current thinking, will build upon these successes. It is imperative that we: expand programs to break the cycle of drugs and crime, particularly through increased treatment within the criminal justice system; strengthen prevention efforts, such as the Drug Free Schools Program, that target our nation's young people; reauthorize the Office of National Drug Control Policy; and,

sign into law a new juvenile justice bill. These are just four of the many areas where a nonpartisan commitment to progress over politics can make a real difference for the American people.

Respectfully,

Barry R. McCaffrey  
Director

The Speaker of The House  
United States House of Representatives  
Washington, D.C. 20515



Jose Cerda III

01/06/98 01:14:47 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP  
cc: Michelle Crisci/WHO/EOP, Leanne A. Shimabukuro/OPD/EOP  
Subject: Drug Miscellany

Bruce/Elena:

I'm red dotting the Gingrich speech to you, in case you want to skim it (it's actually a pretty good speech, I think) and read the three paragraphs on drugs. Basically, he lists a drug-free America as his first out of four priorities (education, pensions/retirement and taxes are the other three), and he says that Congress will pass a bill this year to expand McCaffrey's authority so he can develop a "World War II-style victory plan." He also mentions "sealing up" the border and states that, generally, it will take us about 10 to 12 years to reach our goals on all of the four priority issues.

On a separate note: Joe Califano's group (CASA), with McCaffrey in tow, will be releasing a study at the Press Club on Thursday at 10 am showing that 80% of the nation's offenders have a link to alcohol or drug use. He will call for "opening a second front in the drug war" to treat and train these offenders. Thus, I think if Rahm wants to do the radio address on the directive (Leanne's working up a draft), we should think about leaking the directive on Thursday to get in the stories. In fact, even if we don't do the radio address on this, we should still consider leaking the directive for Thursday. I'll send a copy of CASA's draft press release.

Jose'

Dmgs - General policy

THE WHITE HOUSE  
WASHINGTON

10-14-97

Bruce/Elena/Datum:

In case you missed  
this exchange of  
letters. I expect this  
to get worse over the  
coming months - particu-  
larly write budget  
process.

Jore

CC: LEANNE



EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF NATIONAL DRUG CONTROL POLICY

Washington, D.C. 20503

October 9, 1997

The Honorable Newt Gingrich  
The Speaker  
U.S. House of Representatives  
Washington, D.C. 20515

Dear Mr. Speaker:

The purpose of this letter is to ask for your continued leadership in providing bipartisan support for a National Drug Control Strategy aimed at dramatically reducing drug abuse and its consequences in America. This malignancy in American society kills 14,000 annually and costs \$68 billion each year. Any erosion of the 50% reduction in drug use we have achieved over the past 15 years is intolerable. We must move toward a drug-free America.

We are making progress. This year youth drug use dropped from 10.9% to 9% -- the first decrease in five years. There was also a substantial reduction in methamphetamine and crack cocaine use among arrestees. All of us are also grateful for: the explosion of national news media coverage of this issue; bipartisan passage of the historic \$195 million National Youth Media Campaign; and -- during this time of shrinking budgets -- increased federal funding to implement the National Drug Strategy. (12.7% increase in FY 97 and 5.4% increase in FY 98)

We have presented to Congress for their consideration the President's ten-year National Drug Control Strategy and a draft proposal of a revolutionary Performance Measurement System with quantified targets and measures. In the coming months, we will submit for Congressional consideration a Five-Year 1999-2003 Drug Budget. It is the Administration's collective judgment that these efforts, if supported by Congress, will achieve the lowest ever historically recorded rate of drug abuse -- before my two grandsons reach the eighth grade.

You and the National Drug Policy Office are in agreement on many core principles. We are both committed to establishing targets that will enable us to evaluate the effectiveness of drug control programs, thus holding ONDCP accountable to Congress and the American public. We both believe that losing one child to the downward spiral of addiction is one child too many. We both support the concept of an anti-drug media campaign that will use the power of advertising to change youth attitudes about the dangers of drugs. We both support the Drug-Free Communities Act that will dramatically expand community involvement in anti-drug efforts to 10,000 cities and towns. We are both committed to stopping the flow of drugs into our country.

I understand war -- organizing people, machinery, and violence. However, the metaphor of cancer is a more appropriate way to describe this dreadful drug threat. Our anti-drug tools must be primarily based on prevention and treatment -- as well as enforcement and international partnership. Over the course of my career, I have been called upon to help organize many complex and dangerous missions for America. In each instance, I was tasked with realistic objectives and given the tools needed to do the job. With bipartisan cooperation, we are confident we can dramatically reduce drug abuse. Hope you can continue to put politics aside and work in partnership to establish a drug-free America.

Respectfully,

  
Barry R. McCaffrey  
Director

FILE NO. 225 10707 27 10747 127  
Newt Gingrich  
Sixth District  
Georgia



(202) 225-0800  
DLAW071745 Oct

**Office of the Speaker**  
**United States House of Representatives**  
**Washington, DC 20515**

October 7, 1997

General Barry McCaffrey  
Director  
Office of National Drug Control Policy  
Executive Office of the President  
Washington, DC 20503

Dear General McCaffrey:

I have reviewed the Office of National Drug Control Policy's (ONDCP) plan for victory in the war on drugs recently submitted to me. The timidity of this plan causes me great concern.

I personally offered the ONDCP the opportunity to inform Congress and the American people what is needed to win the war. The document I received is more like a plan for surrender than a plan for victory. Winning the war on drugs does not mean that ten years from now we should have more than 5 percent of our children as young as twelve years old on drugs.

When can we expect a real plan and real action? It has been 18 months since new leadership took over the ONDCP. After all this time, why are you only now "looking forward" to developing a proposal to strengthen and secure the border against drug smugglers? You also propose to pursue a media campaign to communicate to our youth the dangers of drugs. However, the plan only aims to offer children the "minimum exposure" needed to affect their views of drugs. Aren't our children worth more than a bare minimum effort?

The unwillingness or inability of the ONDCP to inform us of the tools needed for victory is extremely disappointing. I hope we can expect the Administration to begin to take seriously the threat drugs pose to our children and their future.

Sincerely,

  
Newt Gingrich

Drugs - general policy



Jose Cerda III

09/24/97 06:44:41 PM

**DETERMINED TO BE AN  
ADMINISTRATIVE MARKING**

INITIALS: JGP DATE: 5/27/10  
2009-1006-F

Record Type: Record

To: Michelle Crisci/WHO/EOP, Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP

cc:

Subject: Proposed Drug "Blueprint" and note to Speaker Gingrich

~~CONFIDENTIAL --- CONFIDENTIAL --- CONFIDENTIAL --- CONFIDENTIAL~~

Rahm/Bruce/Elena:

Met w/OMB today to go over General McCaffrey's proposed letter to Gingrich and "Blueprint" report to Hill. OMB, the agencies and I are very concerned about the lofty promises being made in the proposed document and letter (i.e., reducing drug use by 50%, cutting drug crime rates by 30%, etc.).

OMB is especially concerned about McCaffrey's report and letter forcing the Administration's hand on budget issues and conceivably violating the Balance Budget Agreement. They want McCaffrey's letter to Gingrich amended and the report held and coordinated w/the overall budget process. Raines intends to send a brief memo late tonight/early tomorrow (draft attached) to Erskine and Rahm suggesting as much.

McCaffrey is scheduled to meet w/Gingrich tomorrow afternoon and is sure to be b\*llsh\*t if he can't have his report/letter in hand. (Also, I heard he's trying to get on Raines' calender first thing in the a.m.). Justice, Treasury and HHS are now only realizing what's in McCaffrey's report/letter and are likely to be b\*llsh\*t if they go to the Hill in their current form. I expect that you may all encounter this dilemma at tomorrow's senior staff meeting or soon thereafter. Call me if you have Q's.

Regard,  
Jose'



ONDCP.W

## MEMORANDUM TO THE CHIEF OF STAFF

FROM: Frank Raines

SUBJECT: ONDCP Document Entitled "Blueprint for a Drug Free America"

Last week ONDCP circulated a draft document entitled "Blueprint for a Drug Free America." The document lays out "performance targets" for the conduct of the anti-drug abuse program in the next five - ten years. The targets and dates are aggressive. For example, among the targets are the following: 1) 50 percent reduction in the overall rate of illicit drug use in the U.S. by 2007; and 2) 50 percent reduction in the available supply of drugs in the U.S. by 2007. The document indicates that the proposed performance targets must be supported by funding if they are to be realized.

We have no evidence that would suggest that the draft goals can be achieved without substantial increases in Federal drug budgets in 1999 and beyond. Several agencies have made similar complaints to ONDCP (e.g., Justice and Treasury). As such, release of the document would be problematic and would imply FY 1999 budgetary trade-offs not yet made in favor of anti-drug spending and against other domestic discretionary spending . **We suggest that the document be withheld until after submission of the 1999 President's Budget, when all agencies must submit their performance plans and targets to Congress. Those plans must be directly linked to multi-year Presidential budget request levels.**

General McCaffrey is likely to be upset if the document is not released. His likely arguments for release, beyond his desire to pursue a vigorous fight against drug abuse, will be:

- The 1997 President's Drug Strategy released by ONDCP this spring indicates that performance measures will be provided to Congress this fiscal year (FY 1997).
- General McCaffrey is supposed to meet with the Speaker tomorrow afternoon (Thursday), and would like to provide the Speaker with this document. (Apparently, the Speaker wants even more aggressive performance measures than those outlined by ONDCP).
- Without release of the document, the Speaker may decide to delay reauthorization of ONDCP. (Because ONDCP is due to receive 1998 appropriations anyway, the threat of a lack of reauthorization is not terribly significant.)



EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF NATIONAL DRUG CONTROL POLICY  
Washington, D. C. 20503  
December 6, 1996

'96 DEC 6 PM8:28

**MEMORANDUM FOR THE PRESIDENT**

**THROUGH CABINET AFFAIRS**

**SUBJECT: Drug Policy: An Assessment of Where We Stand and Future Directions.**

**EXECUTIVE SUMMARY.** Drug control policy is on track. The *National Drug Control Strategy* released in Miami last April provides a plan of action to respond to the challenges we face as we work to further reduce drug use and its consequences in America. The strategy's focus on motivating America's youth to reject illegal drugs and substance abuse was underscored by the National Household Survey on Drug Abuse data on the continuing trend of increased drug use by our youth. If we do not reverse this trend, we risk undoing the progress of the past decades, which resulted in a 50 percent reduction in the number of drug users. In the next four years we must:

- √ Develop a comprehensive long-term strategy for dealing with the drug problem.
  - √ Resource the drug control strategy with 5-year budgets.
  - √ Reverse negative youth drug use trends.
  - √ Defeat drug legalization efforts.
  - √ Reduce the number of hard-core drug users.
  - √ Break the nexus between drugs, crime and violence.
  - √ Shield our air, land, and sea borders.
  - √ Make cocaine and heroin less available in the United States.
  - √ Counter the methamphetamine threat.
  - √ Be vigilant for and respond to emerging drug threats.
- **Developing a comprehensive long-term plan for dealing with the drug problem.** As required by statute, ONDCP prepares an annual National Drug Control Strategy from the President. No successful strategy, however, can be done year by year. Instead, we need a long-term, ten year strategy with quantifiable measures of effectiveness that guide our action over the course of a decade. In February, we will present Congress a revised strategy that provides this long-range blue print for dealing with the drug problem. We will work with Congress to change the existing requirement for an annual strategy to require an annual report on the nation's drug problem and a report on progress in achieving the strategy's goals and objectives. ONDCP is working with other Federal agencies to develop supporting five-year budget plans for this ten year strategy.

December 6, 1996

**SUBJECT: Year End Report on Drug Strategy**

- **Resourcing the drug control strategy with 5-year budgets.** Just as our counterdrug strategy needs a long-term focus, so too do its constituent programs require a long-term fiscal commitment. The present year-to-year funding approach results in uneven program implementation. It also complicates planning by state and local governments that, although they provide most of the \$\$ spent on drug programs, are still dependent on Federal funding. A longer-term view of the budget will smooth the strategy implementation process and improve program effectiveness. A five-year budget will provide the opportunity to clarify how we will meet long-range goals and objectives.
- **Reversing negative youth drug use trends.** The centerpiece of our national drug control effort must remain preventing drug use by our children. Your leadership on the issues of underage drinking and smoking has been extremely important. Alcohol-related crashes remain a major killer of our youth, while 3,000 youths begin smoking each day and risk devastating health consequences. Tobacco, alcohol and marijuana are all "gateway" drugs. Children who use any of them have a much greater statistical chance of progressing to other drugs such as cocaine or heroin. If our youth-oriented prevention efforts are successful, we can significantly reduce the number of addicted adults who will cause enormous damage to themselves and our society tomorrow. Ongoing ONDCP initiatives that support this objective include:
  - **Developing a public education campaign.** ONDCP is creating a public education campaign to supplement the anti-drug public service announcements developed by the *Partnership for a Drug-Free America* and other organizations and carried by broadcast and print media. This will be one of the major initiatives in the Administration's forthcoming 1997 National Drug Control Strategy. We will propose a broad public education campaign that warns children of the hazards of using illegal drugs and emphasizes the advantages of drug-free life styles. PSAs and other anti-drug messages have demonstrated the ability to influence attitudes towards drugs among today's youth. Prevention messages must be repeated with adequate frequency and in appropriate venues so that they can counter pro-drug messages.
  - **Expanding incentives for remaining drug free.** At your request, ONDCP, in conjunction with other Federal agencies, is exploring incentive programs to motivate America's youth to remain drug free. Such incentives might include: conditioning the issue of drivers' licenses or student loans on positive drug test results; enhancing existing programs that recognize and reward schools and youth organizations that attain drug-free status; and supporting community and private sector efforts that focus on at-risk youth.
  - **Developing a Corporate/Community Outreach Program.** This new initiative will invite the participation of leading national corporate and public relations partners whose sensitivity, understanding and marketing resources already focused on the youth market will now incorporate the anti-drug/pro-health mission and message. Target companies will be leaders in youth market products and services such as fast food, athletic footwear and youth entertainment.
  - **Providing guidance for prevention and education programs.** ONDCP will develop a white paper establishing consensus standards for the conduct of prevention and education programs. The purpose is to guide state, local and community use of Federal prevention and education funds.

December 6, 1996

**SUBJECT: Year End Report on Drug Strategy**

- **Defeating drug legalization efforts.** Our efforts to prevent the 68 million Americans under the age of 18 from becoming a new generation of drug addicts is threatened by recently approved drug legalization initiatives in Arizona and California. ONDCP is coordinating a Federal response to both initiatives. We face the possibility that illegal drug use in both states will skyrocket as it did in Alaska when anti-marijuana laws were liberalized in the 1970s. We must prevent other states from repeating this mistake. Marijuana cannot be allowed to become a de facto legal drug.
  - **Setting the record straight on marijuana.** ONDCP will work with the Institute of Medicine of the National Academy of Sciences to design a rigorous review of the existing body of scientific knowledge related to the medical applications and harm of smoked marijuana.
  
- **Reducing the number of hard-core drug users.** Hard-core drug users are at the heart of the nation's drug problem. Two-thirds of the nation's supply of cocaine is consumed by about 20 percent of the drug using population -- the hard-core users. Their addiction maintains drug markets and keeps drug traffickers in business. These individuals are responsible for a disproportionate amount of drug-related crime and are frequently "vectors" for the spread of infectious diseases such as hepatitis, tuberculosis and HIV. By reducing the number of hard-core users, we can reduce the health, welfare, and criminal consequences of drug use. Ongoing initiatives that support this objective include:
  - **Breaking the cycle of addiction.** ONDCP is currently sponsoring a \$1 million pilot "Break the Cycle" program whose intent is to use resources available within the criminal justice system to coerce drug-involved offenders into rejecting drug use. The idea is a simple one -- we should use the coercive power of the criminal justice system to test and treat those drug addicts who come in contact with the criminal justice system each year. No offender should have his or her sanction curtailed or waived unless he or she is drug-free. Subsequent drug use while under the supervision of the criminal justice system should result in an immediate sanction. The demonstration program is being conducted by the University of Alabama within the Birmingham, Alabama correctional system. Program components include mandatory drug testing, treatment during probation, incarceration, or parole, compliance monitoring and immediate sanctions for drug use.
  - **Setting basic expectations for rehabilitation and treatment programs.** Despite the many studies proving the efficacy of treatment programs, a serious credibility problem remains. It is critical to develop a way to make treatment program evaluation information accessible to key policy makers, especially in Congress, so that effective treatment programs receive adequate and sustained funding. ONDCP will develop and disseminate a "Best Practices" white paper for drug rehabilitation and treatment as a guide for state, local, and community use of Federal funds to reduce the addicted population.
  - **Developing anti-cocaine medications.** Pharmacotherapies for cocaine addiction do not exist. Treatment options are limited to counseling, psychotherapy, and participation in self-help groups. ONDCP's Counterdrug Technology Assessment Center, in collaboration with the National Institute on Drug Abuse, is sponsoring research to develop an artificial enzyme that would block cocaine's effect on the brain. Clinical trials are anticipated by the year 2000. In support of these

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**SUBJECT: Year End Report on Drug Strategy**

efforts, CTAC and NIDA, are dedicating a Brain Imaging Center in Baltimore on December 16th. A second facility will be opened at Brookhaven National Laboratory in Long Island next year.

- **Breaking the nexus between drugs, crime and violence.** Drug-related crime and violence exacts a steep price on our citizens. A disproportionate number of the more than 12 million property crimes and almost two million violent crimes that occur each year are committed by drug users or traffickers. State and local law enforcement agencies arrest more than a million Americans each year for drug law violations. Approximately 60 percent of Federal prisoners are drug offenders. A Gallup poll commissioned earlier this year by ONDCP found that "crime and violence" is the top national concern among adults. Indeed, Americans from every social and economic background and from every race and ethnic group remain deeply concerned about the nexus between drugs, crime and violence. Responding to these concerns must be one of our priorities. Ongoing ONDCP initiatives that support this objective include:
  - **Organizing the High Intensity Drug Trafficking Area (HIDTA) program coherently.** The ONDCP Director is authorized by Congress to designate geographic areas as HIDTAs and to allocate federal resources to tie together local, state, Federal drug law enforcement efforts in those areas. Properly targeted, the HIDTA program offers us greater efficiency and effectiveness in countering drug effects in particularly troubled areas. Congress has responded to local satisfaction with the program by expanding it and earmarking funds for certain areas. ONDCP is responding to this Congressional interest in expanding the HIDTA program by developing a logical, comprehensive methodology for earmarking priorities of needs, working with other organizing concepts such as the Southwest border and the Justice Department's Organized Crime and Drug Enforcement Task Force program. We are confident that the HIDTA program can be an enormously effective coordinating mechanism. It can help reduce drug-related crime and violence.
- **Shielding our air, land, and sea borders.** The U.S. will never completely eliminate illegal drugs. However, appropriate, properly organized and well-funded interdiction efforts along our land, air, and sea borders can reduce both the availability of foreign drugs within the U.S. and the damage they cause to our society. Interdiction can also establish an environment conducive to effective domestic prevention and education programs. Ongoing ONDCP initiatives that support this objective include:
  - **Coordinating the federal effort to stop drug trafficking across the Southwest border.** Presently, the DEA estimates that up to 70% of the cocaine entering the U.S., 50% of the marijuana available in the U.S., and 5% of the heroin sold in the U.S. comes across the Southwest border. Drug traffickers are clearly exploiting the extensive legitimate commerce and traffic that crosses the busiest border in the world. While illegal drugs comprise but a fraction of the more than \$100 billion annual legitimate two-way trade between the U.S. and Mexico, they cause a disproportionate amount of damage to both countries. ONDCP began a comprehensive review of the federal effort to counter drug smuggling at the SW border with a conference in El Paso last July. Our intent is to present a SW border strategy for consideration by the President's Drug Policy Council this coming spring.

December 6, 1996

**SUBJECT: Year End Report on Drug Strategy**

We envision the establishment of a SW border coordinating authority that will allow us to integrate efforts, complement individual inspection and interdiction operations, focus resources, provide timely and accurate intelligence, and reinforce threatened areas. This effort should probably be led by a U.S. SW border coordinator who has the requisite access to all federal agency headquarters and the authority to work directly with a Mexican counterpart. We need to develop effective prevention and detection systems to inhibit the importation of illegal drugs while no adversely disrupting the flow of legitimate commerce

- **Bilateral cooperation with Mexico.** The High Level Contact Group established in March has provided a useful framework for addressing drug-related issues. The group has met formally three times and subordinate working groups and separate bilateral initiatives work constantly. Cooperation and progress, however, has not been even across the board. We still have to move beyond traditional Mexican concerns about sovereignty and further develop working relations with those sectors of the Mexican Government that are withstanding the corrupting influence of drugs and that are prepared to cooperate with the U.S. We must continue to closely consult with Congress as we develop this bilateral cooperative effort.
- **Closing the Caribbean "back door."** The DEA estimates that the second most significant drug trafficking route into the U.S. is through the Caribbean, specifically Puerto Rico and the U.S. Virgin Islands. We believe that about 20 percent of the cocaine entering the U.S. comes through this route. Puerto Rico is a natural point of entry because of its central location amidst major lines of communication in the Caribbean and the absence of customs inspections of what is, for all practical purposes domestic cargo traffic between the island and the U.S. We must build on the ongoing interagency and multilateral regional efforts to curtail drug trafficking through the Caribbean. We will continue to develop robust maritime and air interdiction forces that are flexible in capabilities and deployed in depth to respond quickly to trafficker changes in routes and modes; they should be supported by superior technology and an effective intelligence system.
- **Addressing other vulnerable drug entry points.** We anticipate that the greater our success at interrupting drug trafficking along any particular border, the more the drug traffickers will attempt to penetrate elsewhere. South Florida for example continues to be a key site for drugs coming into the U.S. and for money moving out despite the successful disruption of the air bridge that used to bring cocaine from Colombia to the Southeastern United States last decade. New York City remains the primary port of entry for SE Asian heroin. We must develop a comprehensive coordinating capability that allows the federal government to focus resources more efficiently, reinforce success, and retain the initiative in our efforts to keep drug traffickers from penetrating our sovereign territory. Existing organizations and initiatives such as the three Joint Inter-Agency Task Forces (East, West, South), Joint Task Force-Six and Operation Alliance which both address the SW border problem, HIDTAs, and other cooperative interagency efforts initiative should be the building blocks for this effort.

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- **Making cocaine and heroin less available.** These are the two illegal drugs that cause the greatest harm to our citizens. While the number of cocaine users is waning, the continuing annual demand for several hundred tons of cocaine drives an enormous and extremely violent trafficking industry. Though the number of heroin addicts) 600,00 has not changed dramatically, ONDCP is concerned about the trends involving this drug. Heroin-related emergencies are up. Heroin is purer than ever, and the barriers to use have been lowered as smoking and snorting have replaced injection as modes of delivery. Moreover, heroin's impact on high-use communities, whether in Baltimore, Orlando, Florida, or Harlem is devastating. Reducing the domestic availability of both drugs must continue to be a priority. Ongoing ONDCP initiatives that support this objective include:
  - **Confronting cocaine production and trafficking.** We can build on past successes of our hemispheric cocaine strategy to substantially reduce the availability of cocaine in the U.S. The focus of our source country strategy should be Peru -- the source of 80 percent of the cocaine on our streets. Our cooperative efforts have already disrupted trafficking by air over the Andes. We are maintaining the pressure on this air bridge while developing plans to attack the river mode of trafficking. Continued pressure will ensure an environment conducive to the establishment of alternative economically viable activities. A targeted international economic assistance package appropriately funded over the next five years is needed to convince Peru's farmers that they can continue to earn a living if they abandon coca cultivation. In Peruvian President Fujimori we have a dependable partner who is prepared to support this type major project.
  - **Confronting heroin production and trafficking.** The U.S. policy on International Heroin Control (PDD-44) is not meeting its objectives but continues to be an excellent statement of principles. Heroin production and trafficking is a transnational problem that cannot be addressed unilaterally or even bilaterally. U.S. access and influence is extremely limited in Burma, Afghanistan, and Laos -- the key heroin producing countries. We need to build on efforts underway to work against heroin trafficking organizations in cooperation with other regional partners, including China, and to develop a consensus in the area that will support development of a regionally-integrated anti-heroin effort. Burma -- the primary source of the heroin that kills Americans -- poses a quandary. We cannot compromise our principled opposition to the anti-democratic and repressive SLORC regime. Yet without confronting the issues of opium cultivation and heroin trafficking in Burma, there is little prospect for strategic progress. Meanwhile, DEA domestic drug seizures suggest that Colombian and Mexican heroin is displacing SE and SW Asian heroin. Focusing on prevention and treatment offers the greatest likelihood of success; nevertheless, we must continue to target heroin trafficking organizations.
  - **Dismantling international criminal organizations.** We have realized successes through the cooperative and focused interagency efforts of the effective *Linear* and *Linkage* approaches to targeting the kingpins of major narcotics trafficking organizations. We need to refocus these efforts based on the more disjointed trafficking organizations that remain.
  - **Developing coalitions of democracies.** Through international and regional organizations, we stress the global nature of the drug problem, how it adversely affects democracies, and develop coalitions of those democracies to address the broad spectrum of drug control issues: demand reduction, effective interdiction and law enforcement, and development of democratic institutions.

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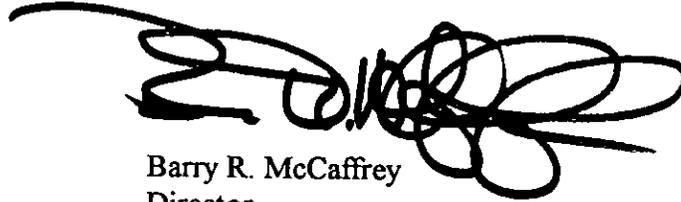
- **Countering the methamphetamine threat.** Methamphetamine abuse is a significant problem on the West Coast, the Southwest and in the Midwest, and is moving eastward. This drug is problematic because it is easily manufactured, is inexpensive, and is incredibly harmful and addictive. ONDCP and the Justice Department developed a national methamphetamine strategy this year as an organizing document to address this threat. ONDCP is following up with a regional methamphetamine conference in California in January and a national conference in Nebraska in April. Our objective is to build on the existing strategy in order to address this complex problem in a comprehensive manner that integrates treatment and prevention programs.
- **Being vigilant for and responding to emerging drug threats.** America's drug problem is not static. While the use of some drugs declines (for example, the number of cocaine users declined by 28 percent in the '90s), other substances -- like LSD and methamphetamine -- are making a comeback. Another serious problem we must address is the growing use of inhalants by young people. Our counterdrug strategy and its subordinate programs must anticipate new trends and address them proactively. Ongoing ONDCP initiatives that support this objective include:
  - **Restructuring our counterdrug intelligence gathering efforts.** Our national counterdrug intelligence activities are disjointed and inefficient. While national-level intelligence organizations such as the National Drug Intelligence Center (NDIC), Treasury's Financial Center (FINCEN), and the El Paso Intelligence Center (EPIC) are making useful contributions, their potential has yet to be realized. At the local level, timely tactical intelligence needs improvement. ONDCP is currently coordinating a review of the existing counterdrug intelligence architecture with a view to make better use of available resources, share (while protecting) information rapidly, and integrate coverage. We must have a system that can detect, monitor, and track drug production and trafficking activities across a spectrum of illegal activities that includes cultivation, movement of precursors, smuggling, wholesale and retail distribution, and laundering of profits. Good intelligence can allow vulnerabilities to be exploited.
  - **Harnessing science and technology.** While a silver bullet solution to any facet of the drug problem is unlikely, science and technology can help our national drug control efforts in all fields. We must integrate emerging technologies and techniques more effectively into our drug control strategy. In particular, we must encourage the scientific communities to consider how they can support our grand strategic purposes rather than focus on short-term tactical fixes. Already, nonintrusive cargo inspection technology is being employed search cargo containers, trucks, cars, and railroad cars along the Southwest border. ONDCP's CTAC is also sponsoring initiatives to support law enforcement with ground positioning systems, advanced mapping and display systems, and wireless tactical communications.

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**CONCLUSION.** There is perhaps no other issue that cuts across more lines that does drug policy. It is simultaneously a domestic and international issue. It involves national security and public health considerations. It affects the justice and educational systems. It affects entire communities domestically, and entire countries abroad. Almost a million Americans are currently undergoing some form of substance dependency treatment program. Forty five percent of us know someone who has suffered an addictive problem. In the next four years we must organize ourselves so that we can deal more effectively with what is a permanent problem. Government can play a role by attenuating the consequences of drug abuse. By coordinating a truly national response to this problem we can substantially reduce drug use and its consequences within the next four years and improve the quality of life for all Americans. Your leadership of this effort will continue to be critical.

VKZ



Barry R. McCaffrey  
Director

Drugs - general policy



Record Type: Record

To: Elena Kagan/OPD/EOP, Thomas L. Freedman/OPD/EOP, Leanne A. Shimabukuro/OPD/EOP  
cc:  
Subject: Briefing

This is from Mark Kleiman at the UCLA Public Policy School. He used to be at the Kennedy School. He has been extremely helpful to us over the years on drug issues and ideas and this looks like it could be a helpful forum. I sent it to Rahm, too.

----- Forwarded by Dennis K. Burke/OPD/EOP on 04/17/97 03:18 PM -----



kleiman @ ucla.edu  
04/17/97 02:02:00 PM

Record Type: Record

To: Dennis Burke  
cc:  
Subject: Briefing

Dennis:

The Drugs and Addictions Working Group at Harvard delivered a half-day briefing for Gen. McCaffrey and some of his staff just before he took office last year. He seems to have found it useful.

I would like to offer a similar briefing to Rahm Emmanuel and anyone else you and he think might be interested. The topics could be shaped to fit the interests of those attending, but we would plan to cover the underlying logic of drug policy, the values and limits of the main instruments (enforcement, treatment, and prevention), an overview of the budget and the issues around shifting it, and a few hot current topics (coerced abstinence, violence-minimizing enforcement, medical marijuana, drug treatment in the managed-care environment).

Our group includes Mark Moore (Kennedy School), Howard Shaffer (director of the Division on Addictions at Harvard Medical School), Peter Reuter (RAND/Maryland), Jonathan Caulkins (RAND/Carnegie-Mellon), Will Brownsburger (Massachusetts Assistant AG) and Phil Heymann.

Who actually would do the briefing would depend on the topics selected and the timing.  
If we wanted to expand the subject to include youth violence, David Kennedy could join us.

The group currently plans to meet in New York Friday May 2nd and Saturday morning May 3rd.  
We could easily mount a show for anyone who wanted to come to New York on the afternoon of the 3rd, and have them back in DC in time for dinner. Other dates could be negotiated. My sense is that either New York or Boston is better than Washington in terms of getting the undivided attention of the sort of people we want to brief.

Let me know how you want to proceed.

Mark