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SUMMARY
REPORT
OF
PROCEEDINGS

OFFICE OF PUBLIC SAFETY

SEMINAR ON NARCOTICS

October 12-19, 1971

Group 4 — Downgraded at 3 year intervals; declassified after 12 years

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SUMMARY REPORT OF PROCEEDINGS

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OFFICE OF PUBLIC SAFETY

SEMINAR ON NARCOTICS

October 12-19, 1971

AGENCY FOR INTERNATIONAL DEVELOPMENT
DEPARTMENT OF STATE

Washington, D.C.

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PREFACE

On June 17, 1971, President Nixon sent an important and forceful message to Congress in which he expressed his concern regarding the serious problems facing the United States today in the abuse of narcotics. His message is reproduced as Annex I of this report. In his message, the President said that "no serious attack on our national drug problem can ignore the international implications of such an effort, nor can the domestic effort succeed without attacking the problem on an international plane".

The President has charged various elements of his Administration with the task of dealing with the drug problem in its various aspects, including working with opium growing and processing countries and with those countries through which illicit narcotics pass on the way to the United States.

In order that A.I.D.'s Office of Public Safety can more effectively assume its proper role in supporting this initiative, its various resources must be focused on the problem and its special skills refreshed. The Office of Public Safety must apply these resources vigorously in the improvement of indigenous police abilities to prevent and cope with narcotic problems in those countries in which its advisors are assigned. Finally, this effort must move forward in concert with other United States efforts in the drug control arena.

Accordingly, a seminar was held in Washington, D.C., at the Department of State from October 12 through 19 in which Chief Public Safety Advisors from 25 field programs participated, (See Annex 2). This report represents a synopsis and summary of the subject matter presented and the discussions held during the seminar. Contributors to the seminar were representatives of the White House and various U.S. Agencies seeking solutions to the

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drug abuse problem facing our nation, (Annex 3), and their help in this regard is sincerely appreciated.

The Office of Public Safety Seminar on Narcotics was the first time that Chief Public Safety Advisors had been brought to Washington for a working session - - - and it could not have been for a better reason.

Byron Engle
Director
Office of Public Safety

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October 12, 1971

U.S. PRIORITY ON NARCOTIC CONTROL

Mr. Egil Krogh, Jr., Deputy Assistant to the President for Domestic Affairs

Mr. Krogh reiterated President Nixon's position on narcotics abuse and particularly underlined the priority and urgency with which the President is treating this problem. By virtue of the magnitude of drug abuse in the U.S. and the number of deaths of young people due to narcotics, the President declared the problem as "Public Enemy Number One" and is calling for action by all federal agencies to curb the supply and demand for drugs.

The supply side of the equation is the flow of drugs from overseas into the United States. Efforts to stop this flow will be directed into three areas: law enforcement, diplomacy, intelligence.

In law enforcement, it will be to develop capabilities and strengthen current efforts. Foreign countries will need assistance, which will be provided by the Office of Public Safety and the Bureau of Narcotics and Dangerous Drugs. Immense resources in terms of time, money and professional expertise will be required to build even the basic structure and professionalism. This is not to be a sophisticated structure but is to contain basic police requirements, such as adequate telecommunications and detection devices directed against growing, manufacture and distribution.

The second area against the supply side will be in the diplomatic field. The breakthrough in this respect was the Turkey agreement in which the Turkish Government announced plans to ban the cultivation of opium poppy.

President Nixon considers the narcotics problem a matter of foreign policy and has specifically called for action by all agencies involved in foreign affairs. The White House is gearing up for this all out effort and has formed the Cabinet Committee on International Narcotics Control to be chaired by the Secretary of State. At the country level the Ambassador will play the key role in implementing the program.

The President's Cabinet Committee is presently developing a worldwide strategy, that is, a policy document to form the matrix of

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action for the coming years.

Intelligence, the third area, is needed for the interdiction of the supply side of the drug problem. The effectiveness of efforts to stop the flow is only as good as the intelligence. Mr. Krogh emphasized the importance of A.I.D. and its contacts with the officials of the foreign countries and the invaluable aid Public Safety can provide.

Mr. Krogh declared that, if the problem is not curbed in Southeast Asia today and is allowed to be entrenched, as in the Near East, there will be a much greater drug problem in the U.S. within the next two or three years. This area is the main target of the tremendous drug traffic. Internal law enforcement of the U.S. must be built up and must be able to detect the drug flow.

On the demand side of the equation are the education, rehabilitation, treatment, and research aspects of the drug problem. At present, the White House supports treatment through the use of methadone, however, not at the exclusion of the other forms of treatment. Mr. Krogh added that methadone is not a cure but a step to help addicts escape from the criminal syndrome of heroin. The Special Action Office of Drug Abuse Prevention has been formed and is presently developing a bill which will add legislative authority to what they are now doing under the Executive Order.

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DEPARTMENT OF STATE POLICY

Mr. Malcolm Lawrence, Acting Senior Advisor to the Secretary and Coordinator for International Narcotics Matters, U.S. Department of State

In his special message to the Congress on June 17, President Nixon called for an all-out offensive on the drug problem. His appeal was not only for effective measures on the national front, but for world-wide cooperation. In citing the most calamitous drug, the President stated that our country does not grow opium or process heroin, but we have the largest number of heroin addicts of any nation in the world. Our domestic efforts to control the traffic and dry up the demand for narcotics cannot succeed, therefore, unless the problem of drug abuse is attacked on an international plane. What is today a serious situation in the United States could well move into other countries unless a total battle is waged.

Let us look briefly at the opium problem. The user and addict populations consuming the world's illicit supply of opium and opiates number more than two million persons. The largest single grouping of users consists of overseas Chinese in the Far East and Southeast Asia. Burma, Laos, and Thailand together account for three-quarters of a million, with Burma having the highest share. Hong Kong, accounting for 150,000, has the highest per capita opium-based drug abuse rate in the world. Iran accounts for about 400,000; India 300,000; and Afghanistan, 150,000.

Most of these users consume opium in its raw form either by smoking or eating. From Iran through India, eating is generally the main form of use, whereas in the Far East and Southeast Asia, smoking is more common. The illicit consumption of opium derivatives is overwhelmingly in the form of heroin. The number of heroin addicts in the United States is estimated at 250,000 to 300,000. But the heroin problem is extending to other countries. A major heroin population os some 50,000 exists in Iran, and the number for Western Europe is in the order of 75,000. Addiction to heroin also accounts for a significant and increasing part of the opium consumed in Thailand, Hong Kong, Taiwan, Japan, South Korea, and the Philippines. And the inroads made by heroin among our troops in VietNam are beginning to extend to the native population.

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While heroin is the principal demon, the international control problem extends to all forms of harmful substances -- marijuana and hashish, cocaine, amphetamines, barbiturates, and the hallucinogens.

Before discussing the actions being taken internationally, I want to emphasize that the problem in any country is primarily a national responsibility. For the United States, we cannot avoid our responsibility as a government by simply calling upon other countries to impose stricter drug controls or upon international organizations to be more effective. International action is a supplement to, not a substitute for, responsible action on our part.

The principal effort which we are making in the United States and which we must continue to make will be at the local level, in our communities, especially in our cities where the problem is most acute.

The Federal Government has greatly expanded its programs against drug abuse in the United States in the field of drug education, drug abuse information, law enforcement assistance to cities and states, training in prevention and treatment of drug abuse and research on dangerous drugs. The National Clearing House for Drug Abuse Information has been created to give the citizens a central office to contact for information; it has distributed 1.5 million copies of a Federal Source Book about drug abuse. The Law Enforcement Assistance Administration makes grants to cities for drug control activities including drug prevention, treatment, rehabilitation and education. The Office of Education designs and directs teacher training programs, workshops and conferences on drug education. The National Institute of Mental Health is conducting research programs on controlled drugs, including marijuana on which it published its first progress report on January 31. As Mr. Krogh indicated, most of the domestic programs designed to deal with the demand for drugs will be coordinated by the new Special Action Office of Drug Abuse Prevention, about which you will be hearing a good deal more tomorrow.

The Department of State, in coordination with other agencies, devotes its energies to the supply side of the equation, concentrating on international aspects of the problem.

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The drug production or manufacture at least for the natural substances takes place for the most part in other countries. The illicit traffic moves across international borders. The demand for misuse or abuse which leads to drug dependence and addiction exists in all countries, varying only in nature and degree. Supply and demand interact on one another, so that it is difficult to say whether there are greater supplies available because of demand for abuse or more abuse because supplies are readily available. It is certain, however, that if illicit supplies can be reduced or eliminated, this will reduce the opportunities for drug abuse and that if addiction can be cured or prevented, there will be less incentive to maintain and increase illicit supplies. So we must keep working at all three critical points, the supply, the demand, and the traffic which connects them.

In the international field we have been working bilaterally with countries which have a special relationship with us or to the problem of drug control as it affects us. Cooperation with Canada and with Mexico is especially important because of our common frontiers. Cooperation with France is important because morphine from Middle East opium is processed into heroin in clandestine laboratories in southern France.

On June 30, President Nixon made a joint announcement with Turkish Prime Minister Erim that Turkey is banning all production of opium within one year. A decree issued by the Prime Minister specified that production will be restricted to only four provinces for the Fall 1971 planting, and that complete abolition of opium production will go into effect when the crop is harvested in June of next year. Hopefully, this farsighted step will provide an example to be followed by other countries, and bring about an improved condition in the United States.

-- We hope to be able to work with the Turkish Government to see how farmers' income in those areas affected by the opium ban can be supplemented by activities that will produce equal, if not greater, income than before the ban. The most important part of this problem is technological, and this far overrides the other aspects.

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-- As the first step, the U.S. plans to send a high level agricultural mission headed by Secretary of Agriculture Hardin to Turkey to explore possibilities of modernization of agriculture and introduction of agro-industries.

-- We have also undertaken to make up foreign exchange losses from legitimate exports of opium gum and other poppy products for a transitional period and to assist in financing some of the income producing activities needed.

The agreement with Turkey was particularly significant because opium illegally diverted from legal production in that country is the single most important source at present for the heroin marketed in the United States. We are interested in similar cooperative arrangements with governments of other countries along the illegal trade route, which runs from the Middle East through Europe to North America and increasingly through South America. We are also seeking cooperation with governments of countries in Southeast Asia where there is substantial illegal or uncontrolled production of opium, to which the illegal traffickers will turn increasingly as existing sources of supply in the Middle East are closed to them.

A significant step in Southeast Asia was the U.S. - Thailand Memorandum of Understanding signed on September 28, by which our two countries pledged mutual action against the supply and trafficking of illicit narcotics and dangerous drugs. The Agreement outlines the following plans to attack the problem:

(1) Disruption and elimination of narcotics trafficking, processing and storage within the two countries and across their borders through stringent law enforcement efforts and other means.

(2) Efforts to work with other concerned countries "to achieve elimination of illicit agricultural production of poppies."

(3) Medical and social rehabilitation of narcotics addicts.

(4) Publicizing the medical, social and economic dangers of narcotics use.

(5) Greater cooperation with other nations and the United Nations in seeking narcotics controls.

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On September 23, the Royal Government of Laos promulgated a rigorous new anti-narcotics measure which, for the first time in Laotian history will prohibit the growing, processing, trading and use of opium, morphine and heroin in the Kingdom.

A Franco-American Intergovernmental Committee on Drug Control has been meeting periodically to review the cooperative arrangements and to discuss how to improve them. At the invitation of the Americans and French, Canadiam representatives from the Royal Mounted Police have also participated in the work of the Committee since November 1970. During and between meetings of the Inter-governmental Committee, Working Groups meet to exchange information on cases under investigation, to present progress reports and to consider specific ways in which the three enforcement agencies may assist each other.

The primary objective of this Franco-American-Canadian cooperative effort is the discovery and closing of the heroin conversion laboratories in southern France and the interception of the illicit heroin traffic from France to North America. To find and close the heroin laboratories is difficult; they are undercover, relatively simple to operate and easily moved to another location. But the French with our full cooperation and with such assistance as we can give are making a determined and sustained effort against the illicit traffic. Since mid-1970, France has made a substantial increase in manpower, equipment and resources devoted to fighting the narcotics traffic. Fifty additional agents have been assigned to southern France alone to keep a closer watch over the illicit trade routes by air, land and sea.

As you may have seen in Sunday's papers, French and American police seized 233 pounds of pure heroin which was destined for the U.S. market. The estimated street sale value placed on the catch was $2 million. Four persons were arrested in Paris and one in New York. It was the third time in three weeks that French and American police had cooperated in making drug seizures.

Bilateral cooperation like this can promote a broader cooperation involving other countries. Last month, the United States, France, and Canada were co-sponsors of a two-week seminar, in which enforcement officers from some 13 countries discussed the drug abuse and control problem in each nation, the illicit traffic, national laws and international treaties, and techniques of and training for enforcement.

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The Governments of the United States and Mexico have been actively cooperating in narcotics trafficking programs since 1969 when a Joint Working Group was established. The Attorney General of Mexico and the Attorney General of the United States have held three meetings in the past two years in this regard. A part of these bilateral efforts is the eradication of Mexican opium poppy fields. All opium poppy cultivation is in violation of Mexican law. The United States has provided 5 helicopters and 3 fixed-wing aircraft to locate clandestine crops of opium and marijuana. The Mexican Government has active eradication programs in thirteen of its states. The equipment was furnished pursuant to an A.I.D. program.

In the international field we have also been working multilaterally, within the United Nations, with its specialized agencies and other international organizations and within the framework of the international drug control system established and operating under treaties. The long history of the international effort to bring opium and other narcotics under effective control is a demonstration of the necessity of this. Moreover, it may be possible to accomplish through multilateral action what is not achievable bilaterally. Multilateral pressures may be less objectionable and consequently more persuasive than pressures from a single country. Multilateral assistance may be more acceptable than the offer of help from a specific country.

Moreover the international resources are greater, the international experience richer, than those of a single country or group of countries. There is experience and knowhow in the international drug control bodies and their secretariats of international civil servants, many of whom have made their careers in drug control and are devoted to its objectives. The international control system has been successful in controlling the legal manufacture of narcotic drugs for medical use. Although world requirements for morphine have increased more than 5 times since the 1930s, there is no evidence of leakage to the illicit traffic from the licensed factories. Now the challenge to the international control system is to bring the illegal and uncontrolled production of narcotic raw materials under equally effective control.

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The United States is a member of the United Nations Commission on Narcotic Drugs, a subsidiary organ of the UN Economic and Social Council. The United States Representative on the Commission is the Director of the Bureau of Narcotics and Dangerous Drugs in the Department of Justice. The Commission has 24 members who represent governments elected to the Commission with due regard to geographic distribution. It includes the principal producing and manufacturing countries. Both developed and developing countries are represented. The national representatives are generally from national drug control bodies or national health agencies.

United Nations specialized agencies and other international organizations cooperate with the Commission and attend its meetings. At the latest Commission meeting representatives attended from WHO, FAO, ILO, the International Narcotics Control Board (INCB), UNESCO, the United Nations Development Program (UNDP) the Permanent Anti-narcotics Bureau of the League of Arab States, and the International Criminal Police Organization (INTERPOL).

The Commission regularly meets biennially, but in 1970, a year of no regular meeting, it met twice in special session. The first meeting was to develop a draft treaty for the international control of psychotropic substances. In the second meeting, the Economic and Social Council asked the Commission to make both short-term and long-term recommendations for integrated international action against drug abuse.

In taking the lead at the second meeting, the United States urged more intensive international action against drug abuse and cited the increasing gravity of drug abuse in the United States. The United States Representative described the efforts being made by federal, state and local governments in the United States, to demonstrate that we are trying hard to do all we can as a nation to stop the illicit traffic, and by education, research, treatment, and rehabilitation of drug dependent persons, to reduce the demand for drugs.

The United States challenged the international community to act. The Commission, recognizing both the special concern of the United States and the common interest of all nations, responded to the challenge. It adopted a resolution introduced by the United States

and cosponsored by 8 other countries recommending the establishment of a United Nations Fund for Drug Abuse Control. That was on October 2, 1970. In March 1971, the Secretary General established the Fund and informed all members of the United Nations. On April 1, 1971, the United States representative to the United Nations delivered to the Secretary General a letter of credit for one million dollars as the first payment on the United States initial pledge, endorsed by the Congress, of $2 million dollars to get the Fund started.

Pending the completion and submission of a proposed long-term policy and plan of action which would deal with all aspects of the problems related to drug abuse control, the voluntary contributions to the Fund will be used for short-term projects to expand the research and information facilities as follows:

a. to plan and implement programs of technical assistance in pilot projects for crop substitution purposes, the establishment and improvement of national drug-control administrations and enforcement machinery, the training of personnel, and in setting up or expanding research and training centers which could serve national or regional needs;

b. to enlarge the capabilities and extend the operations of UN drug-control bodies and their secretariats;

c. to promote facilities for the treatment, rehabilitation and social reintegration of drug addicts; and

d. to develop educational materials and programs suitable for use on high risk populations.

A first general priority is to strengthen the United Nations Division of Narcotic Drugs. The Division needs to have the staff and expertise to be able to respond to requests for assistance and to plan and execute projects eligible for assistance from the Fund. Another prime requirement is to utilize the full resources of the international system in developing programs, short and long-term, and in converting programs into operating projects. The UN specialized agencies have important contributions to make -- for example WHO in the field of treatment and rehabilitation of addicts and in research; UNESCO

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in the field of drug abuse education, FAO in the area of developing economic alternatives to illicit opium production. The cooperation of the International Narcotics Control Board and INTERPOL will be of great value in technical assistance and training programs to improve drug control administrations and enforcement machinery.

The Fund will need to grow to meet even those requests for international assistance of the highest priority in the short-term. Under the longer term plan to be prepared later this year, there will certainly be requirements for additional international assistance. It is hoped that voluntary contributions to the Fund may reach $5 million annually in subsequent years.

The second major international action relates to bringing under international control those dangerous drugs not regulated by the Single Convention of 1961 on Narcotic Drugs. The Commission on Narcotic Drugs at its first special session in January 1970 had developed a draft treaty on the so-called psychotropic or "mind-bending" substances. The Economic and Social Council on March 31, 1970, called a United Nations Conference in Vienna earlier this year for the adoption of a treaty for their control.

Delegations of 71 countries as well as observers from four States, the World Health Organization, the International Narcotics Control Board and three non-Governmental Organizations were present at the United Nations Conference. More than 250 delegates and advisors participated in the work.

The Conference concluded its work on February 19, 1971, with the approval of the text of a Convention on Psychotropic Substances. Twenty nations including the United States signed the Convention subject to ratification. The Convention will be open for signature and ratification until January 1, 1972, and thereafter for accession. It will come into effect three months after forty states have ratified or acceded to it.

The Preamble to the Convention reflects the concern over the public health and social problems resulting from the abuse of certain psychotropic substances and the illicit traffic to which it gives rise. It records the conclusion that rigorous measures are necessary to restrict the use of such substances to legitimate purposes. At the same time it includes the recognition that the use of psychotropic

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substances for medical and scientific purposes is indispensable and that their availability for such purposes should not be unduly restricted.

The psychotropics are identified as substances which have the capacity to produce a state of dependence and central nervous stimulation or depression, resulting in hallucinations or disturbances in motor function or thinking or behavior or perception or mood. Alternatively they are substances that have the capacity to produce similar abuse and similar ill effects as a substance controlled under the treaty. To justify international control, the abuse or likelihood of abuse must constitute a public health and social problem warranting such action. The psychotropic substances include the hallucinogens, such as LSD and mescaline; the central nervous system stimulants (amphetamines); central nervous system depressants (barbiturates), and several sedative-hypnotics (tranquillizers). They are being increasingly used and abused in many parts of the world.

For such items as LSD and mescaline the Convention provides controls which are more strict than the controls for morphine under the narcotics treaties. Their use is prohibited except for scientific and very limited medical purposes by duly authorized persons.

The Convention has provisions requiring the licensing of manufacture, trade and distribution, the supply or dispensing pursuant to medical prescription only, the keeping of records by manufacturers, distributors and individual users, warnings on labels, a system of inspections, and statistical and other reports. An essential part of the Convention is the regulation of international trade. For the more dangerous substances, which are classified in Schedule I, both export and import authorization are required; for the less dangerous items notification of export to the importing country is sufficient. Any party may prohibit imports of a controlled substance and notify other parties accordingly.

The Convention on Psychotropic Substances, when it enters into force, will complete the coverage of the international regulation of dangerous drugs. It will be a complement to the Single Convention of 1961 on Narcotic Drugs. It is the response to the request for international protection by those countries where the principal drugs of actual or potential abuse are substances like the amphetamines.

The United States' objective, shared by other countries, was to negotiate a psychotropics convention subject to ratification. On June 29, the President submitted the Convention to the Senate for advice and consent to its ratification. Beyond that, we shall promote ratification by other nations as a major step toward strengthening international control of all dangerous drugs worldwide.

The third area of multilateral cooperation relates to the 1971 Single Convention. At the meeting of the Commission on Narcotic Drugs in September 1970, the United States served notice of its intention to put forward amendments to the Single Convention on Narcotic Drugs with a view to strengthening it. The United States suffers most from heroin abuse, and therefore looks to the international control system to have sufficient authority to reduce and eventually eliminate the illicit production of and trade in opium and its derivatives.

The international community has long recognized that the legitimate interests of no State are served by illegal narcotics activity. The first general multilateral Convention relating to the Suppression of the Abuse of Opium and Other Drugs was signed at the Hague in 1912. The Single Convention on Narcotic Drugs of 1961 codified earlier conventions. It significantly advanced the principle that the production, manufacture, export, import, distribution of, trade in, use and possession of narcotic drugs should be strictly limited to medical and scientific purposes, and it provided for continuous international cooperation to that end. The United States believes it is now time for the international community to build on the foundation of the Single Convention since a decade has given us a better perspective of its strengths and weaknesses and of the magnitude of the narcotics problem.

The Single Convention provides essentially voluntary restraints on Parties with respect to cultivation of the opium poppy, production of opium, manufacture of opium-derived drugs, and import and export of these substances. The United States proposes that the international community invest the international control system with new authority to control production and illegal traffic of narcotic drugs. In particular, the United States wishes to strengthen the International Narcotics Control Board. This Board, composed of eleven technical experts serving in their individual capacities, has demonstrated its ability to act impartially in seeking to restrict narcotics activity to medical and scientific requirements.

In our view the Single Convention on Narcotic Drugs should provide enforceable and obligatory international controls on the cultivation of the opium poppy, and on the production, manufacture, and exports of opium, opium derivatives and other narcotics, in order to limit these activities to the minimum essential for legitimate medical and scientific needs. To this end, we submitted in March 1971 specific amendments to the Secretary General of the United Nations for circulation to the other parties to the Convention. These amendments, as well as additional ones that have been suggested by other countries, are being discussed at a preliminary meeting now taking place in Geneva of the Commission on Narcotic Drugs. The amendments will be considered further at a plenipotentiary U.N. conference in March 1972.

The U.S. amendments, if adopted, will enable the international community for the first time to require, as a matter of right, full information on the cultivation of the opium poppy and the production of opium;

-- to order reductions in cultivation or production where there is a significant danger of illicit diversion or where world needs are already being met;

-- and to order worldwide remedial measures to be taken, including a partial or full embargo on the export or import of drugs to or from an offending country.

One of the proposed amendments would make the narcotics offenses already enumerated in the Single Convention immediately extraditable by strengthening the extradition provisions along the lines of the new Convention for Suppression of Unlawful Seizure of Aircraft recently adopted at The Hague.

You will hear more details on the U.S. proposed amendments to the Single Convention and other multilateral efforts later in the week.

As for recent activities of the Department of State, we have continued to take the lead in developing and coordinating United States Government efforts to bring harmful substances under control internationally.

The newly-established Cabinet Committee on International Narcotics Control, which is under the Chairmanship of the Secretary of State, is charged with the formulation and coordination of all policies of

the Federal Government relating to the goal of curtailing the flow of narcotics and dangerous drugs into the United States. A number of projects and options are currently under consideration, including as Mr. Krogh mentioned, a wordwide policy guide.

The Department's capacity for dealing with the drug problem has been strengthened and its activities intensified through the establishment of a position at the Assistant Secretary level known as the Senior Advisor to the Secretary and Coordinator for International Narcotics Matters. The position is held by Mr. Nelson Gross, who came on board in August. Mr. Gross is currently in Europe consulting with our posts and foreign government officials. The Secretary's Office of Narcotics Matters has been expanded, and the regional and functional bureaus in the Department have designated drug control coordinators. Furthermore, many of our missions abroad have appointed narcotics control coordinators.

The Department's East Asian Bureau has organized and is chairing an interagency narcotics task force on Southeast Asia with representation from State, AID, BNDD, Treasury, Defense, CIA, and USIA. This interagency group developed the instructions for negotiating a comprehensive program with the Thai Government. The group has also prepared a concept paper setting forth an integrated approach to narcotics control in East Asia to guide missions in preparing country and regional programs.

The Thai program and the East Asian concept paper will be prototypes for cooperative programs in other countries and areas. The accent is on measures of immediate impact to suppress the illegal traffic and close illegal processing plants, while at the same time laying the basis for radical solutions to illegal production and addiction. The emphasis is on local responsibility and mutual aid and on the integration of national, bilateral and multilateral programs.

The Washington interagency approach is matched in the field by Country Team evaluations and program recommendations with coordination facilitated by regional meetings of missions at the ambassadorial and working levels. In September Mr. Gross visited Southeast Asia to discuss the Thai program with Ambassador Unger and to confer with missions and foreign officials in neighboring involved countries.

Our Middle East Bureau is now turning its attention to uncontrolled opium production and traffic in Afghanistan and Pakistan. Suggested programs have been received from the two Embassies, and an interagency

group is currently preparing recommendations. Iran, which resumed opium production in 1969 and appears to have its production under effective control, has publicly declared it will discontinue production when its neighbors do so.

The problem in Latin America is increasing traffic into the U.S. from that area of heroin from Europe and cocaine of native origin. The need is for tighter drug controls, better law enforcement and closer cooperation between foreign and U.S. narcotic control agencies. We are working in close support of BNDD to this end. The Latin American Bureau has requested area missions to evaluate the drug control situation and to make program recommendations which will be given interagency review. A Department official will accompany the BNDD Director on a visit to selected Latin American countries in the near future.

In the European area, the challenge is two-fold, to strengthen cooperative action against the illicit traffic, for example with France, and to marshall European technical, financial and moral support for more effective drug control in Southeast Asia and the Middle East. That Bureau has also established an interagency group.

Worldwide the Department and Foreign Service are supporting BNDD expansion of its overseas staffs, to improve intelligence and provide advice and assistance to foreign drug control and enforcement agencies. The Department is also working with an interagency group to improve the quality, coverage and coordination of USG intelligence on illegal production and traffic.

These then are some of the principal recent initiatives in the international field in drug abuse control.

We realize that the mark of effective international action is cooperation, not coercion. It depends on the building of a climate of cooperation between individual countries and in the international community.

The basis for international action is recognition of a common interest, a common danger, a common need. Other countries will work with us against drug abuse when they recognize that it is in their interest to do so.

In a plea for a more enlightened outlook, President Nixon said in his message to Congress:

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> It has become fashionable to suppose that no drugs are as dangerous as they are commonly thought to be, and that the use of some drugs entails no risk at all. These are misconceptions, and every day we reap the tragic results of these misconceptions when young people are "turned on" to drugs believing that narcotics addiction is something that happens to other people. We need an expanded effort to show that addiction is all too often a one-way street beginning with "innocent" experimentation and ending in death. Between these extremes is the degradation that addiction inflicts on those who believed that it could not happen to them.

If the wisdom of that passage were universally recognized and respected, the drug problem would be minimized. Since it is not, we have much work to do.

Thank you.

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WHAT ARE NARCOTICS?

Mr. Ralph E. Burch, Special Agent, Bureau of Narcotics and Dangerous Drugs

"Narcotics" defined medically are drugs which reduce pain and induce sleep. Legally,they include the opiates and their derivatives, synthetics, marihuana, and cocaine.

The opium plant (Papaverine somniferum) represents one of 250 species of poppies. The 25 alkaloids found in this plant can be classed into two categories: the morphine-type which acts to reduce pain (but does not induce sleep) and the papaverine-type that serves as a muscle relaxant.

Amphetamines are stimulants of the central nervous system and are popularly used for reducing obesity. In the "streets" this drug is often taken to counteract overdosage of barbiturates.

Technically speaking, amphetamines are found in three forms - dextro-amphetamine, which is the most active; the levo-form, which is inert; and bi-amphetamine, which is a combination of the first two.

When used in combination with other drugs, unexpected effects may result. For this reason, Mr. Burch warns against treating a user for hallucinations without having any idea as to the cause.

"STP" is an amphetamine-base drug which produces hallucinogenic effects, which is not normally associated with stimulants. This presents a problem to the medical doctors who must treat the users, but not to the police.

Belladonna (depressant) with "STP" (stimulant) is another combination whose action can be misinterpreted. Theoretically, its effect would appear to be a "downer;" but in actuality the combination produces a strong stimulant effect.

Barbiturates are depressants of the central nervous system. In its free-form (barbituric acid) the drug has no effect and must be chemically combined with another compound. A pento-radical called Ergo is combined with barbituric acid, forming the active pento-barbiturate. It is also combined with the acid form, producing phenobarbiturate.

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These drugs can be divided into four classes, based on the time span of effect (that is, the time between ingestion and beginning of the drug action). The shorter the time span, the shorter the duration of drug action and the least likelihood of drug hangover. The super-fast barbiturate (for example, sodium pentothal) acts within a few seconds and has a very short duration of effect; the fast-acting types include seconal and pentobarbital; the medium-fast types include amytal and butisol; and the slow-acting type produces effects for 4-6 hours and results in drug hangover (examples include phenobarbiturate).

Barbiturates are also found in combinations, for example, seconal with amytal, for purposes of adjusting the time span and duration of action. Seconal produces quick effects, while amytal prolongs the action.

Mr. Burch emphasized the dangers of using barbiturates due to the synergistic effects. When taking alcohol with this drug, one does not receive the total effect of each, but a synergistic (or multiplied) reaction. This action often explains the deaths of individuals who have taken alcohol with barbiturates, but did not ingest lethal doses of either.

Hallucinogenic drugs include LSD, DMT, MDA, mescaline, and peyote. With LSD there is no dose-effect related to the method of ingestion. A given dose will produce the same effects, regardless of the manner in which it was taken. Mr. Burch indicated that the amount which would adhere to the point of a straight pin would constitute one dose, and the amount coated on the mucilage of a postal stamp would be sufficient for 10. Once in the body, LSD very quickly dissipates into the system and cannot be detected. However, it is suspected that a residual amount remains in the body and causes post-effect even though an individual has not taken the drug for days. With LSD there is a toxic and tolerance level build up, but the amount required is not known.

A male marihuana plant cannot be distinguised from a female one until the female has flowered. Nevertheless, both plants bear the active ingredient, THC (Delta-6 form). During pollination, the female plant contains more THC in the resin. The toxic level in marihuana remains unknown.

October 12, 1971

A.I.D. RESOURCES AND EFFORTS

Dr. John A. Hannah, Administrator, Agency for International Development

The United States has been providing police assistance to developing nations for 17 years. This is the first time, as Mr. Engle mentioned this morning, that Chief Public Safety Advisors have been invited to Washington for a conference. Your presence here is an indication of the importance which the President - and the people of this country - attach to finding a solution to the narcotics problem in this country and elsewhere in the world.

In New York City alone narcotic deaths have risen 500% in the last decade. In that city more people between the ages of fifteen and thirty-five die as a result of narcotics abuse than from any other cause. The opiates and cocaine that are involved in "hard-drug" abuse incidents are not from plants grown in the United States. Thus, an over-all attack on the problem demands cooperation of many nations as well as the cooperation of many different agencies within each country.

Within the United States Government alone there are many Departments and Agencies involved in this international effort. The State Department and the Bureau of Narcotics and Dangerous Drugs, of course, bear the primary responsibility. Of a more supportive nature, however, there are important roles for many others, including Defense, Agriculture, Treasury, USIS, CIA, Health Education and Welfare and A.I.D.

The role that the Office of Public Safety can play in developing civil police force capabilities to deal with the narcotic problem overseas is a very important one and the subject with which this seminar will be concerned.

We welcome and appreciate the participation of the various representatives of other agencies of our government that are cooperating toward the achievement of the seminar's purpose.

One of the most apparent needs in combating the narcotic problem is the requirement for enforcement of narcotic laws in the countries where the source of narcotics are grown, or processed, or through which they are transported. This is a problem for all of the nations concerned. Each nation must enforce its own laws. No outside country can do that. We can provide assistance to help other countries develop the capabilities of their own police forces to enforce their own laws.

In the coming months our country will be placing increasing emphasis on encouraging the focusing of attention within nations everywhere on the need for effective narcotic law enforcement in the prevention of the production, processing and trafficking of illegal narcotics.

It is unlikely that adequate narcotic law enforcement can be achieved without first directing attention to the institutional and support elements that are required in administration, communications, scientific laboratory facilities, training and police records. A "special, elite corps" of narcotics investigators alone will not be enough.

The problem facing this country and many others begins with opium grown in foreign lands. The principal villain continues to be heroin. To deal with the problem at its roots and in the longer term efforts must be made to substitute other profitable crops for opium where the latter is now being grown. This job is not going to be simple or easy. For example, in Turkey no crop has been found which can provide the opium farmer with an income equivalent to his combined earnings from licit and illicit opium. In the coming years as efforts to reduce illicit opium production succeed, and these efforts must succeed, this problem may be compounded by rising prices for opium. It is for this reason that many people around the world will be concentrating their energies on finding a solution to this problem. New or different crops will not do the job alone. New methods of farming which increase yields per acre for the substitute crop will need to be introduced and accepted before this phase of the battle will be won.

It is obvious that a prohibition imposed on the grower without providing him with an adequate substitute crop for his livelihood presents a serious political problem for the government concerned. The United States has extensive resources in its agricultural research, development, and marketing expertise. Our Government stands ready to use these to the extent we can in grappling with this aspect of the narcotic problem.

In many countries of the world the abuse of narcotics is on the rise. Not only the young people of North America but those many Asian, Latin American, and Middle Eastern societies are turning increasingly to psychotropic drugs and hashish and too often to the use of heroin. As the number of users grows, the governments of foreign nations are becoming increasingly aware of the problem and alarmed by it. One front on which the battle must be fought is that of public education. The tragedy of narcotic abuse must be expressed clearly and forcefully to the peoples of all nations, in order that they may be motivated against the abuse of narcotic substances.

A way must be found to convince the young people of the world that experimenting with drugs is too dangerous to undertake, and an escape from the world and its problems through drugs is in reality the entry into a prison of misery.

With the rising concern on the part of governments regarding the increase of narcotic users, there is concommitant awareness for the need to treat them medically. Consequently, another front on which this battle must be fought is one of rehabilitation of the user. President Nixon has recently centralized all U.S. Government efforts in this area to hasten the development of more effective methods of treatment and rehabilitation. Many other nations are engaged in this problem. Increasingly in the United States we are learning that drug addiction is as much a psychological problem as it is a physical problem. This requires new methods of treatment which will deal with both. A perfect method has not yet been found. However, recovery rates are improving and with all the efforts underway, they should continue to improve.

The solution to drug abuse and the control of illicit narcotic traffic requires a coordinated international effort. The leaders of each nation must be made aware of the problem and they must deal with it not only for the benefit and health of their own society, but also for the benefit of the world as a whole. A U.N. Special Fund for Drug Abuse Control has been established. The United Nations and its specialzied agencies will be increasingly active in providing assistance to nations to help combat the various facets of the drug problem. The United States is joining with the other developed countries in an effort to mobilize joint resources to provide assistance to developing nations for hopefully a world-wide effort to deal with this tragic problem. With a will and commitment toward the solution of this problem on the part of all nations, we stand a much better chance of solving it.

We in A.I.D. believe we can make a useful contribution. Our Office of Public Safety is important in this effort. The policemen of the world carry the burden for narcotic law enforcement. The staff of the International Police Academy, Byron Engle and the staff of OPS stand ready to utilize their resources to help the police forces and the governments of the LDC's through teaching, demonstration, motivation and equipment to the extent that they have the resources to do it.

The hope and expectation is that the few days devoted to this seminar will refresh your professional knowledge and stimulate your thinking to assist in the development of sound and professional approaches to the various aspects of the narcotic enforcement problem in the countries

to which you are assigned. Somehow we must stimulate all agencies to work together on this problem so that we can make the gains required to battle effectively the narcotics problem with which we are all faced.

The key role of OPS in this country's overseas anti-narcotics efforts will be the making available of technical assistance to law enforcement agencies - making them aware of the international problem and when appropriate helping them set up the mechanism for adequate enforcement of their national laws and in interdicting the movement of narcotic substances which could eventually find their way to the United States. Crop substitution and the rehabilitation of abusers will fall to others but your knowledge and skill extended through technical assistance and the influence you can exercise with your counterparts can be important in getting the countries where you work to do their part. We cannot do it for them but we can certainly provide the advice and guidance and encouragement which will make it possible for them to do it better.

It is encouraging to me to see you here and to know that you will carry this important responsibility to your credit, and for the good of the youth of this country and of the world.

October 13, 1971

THE PROBLEM - HISTORY

Mr. Joseph F. Haley, Jr., Special Agent, Bureau of Narcotics and Dangerous Drugs

The narcotic problem dates back to 6,000 B.C. Opium use was then centered in the Mediterranean Basin. Early writings of that period sometimes referred to opium as "Joy," so it would appear that the problem of drug abuse is not new.

During 4,000 B.C., the use of opium spread to Europe and about the same time into Egypt. Much of the traffic in opium was carried on by the military who found the drug a highly marketable trade item. The compact and nonperishable aspects of the drug lent itself to the needs of the individual entrepreneur, and it was largely through this method that the drug was introduced to both Pakistan and India.

From India opium use spread into the Orient and particularly China. England negotiated a trade agreement with China to exchange opium for tea. The drug was originally taken by mouth but was later refined into smoking opium. The magnitude of the problem had increased to such an extent that in 1800 China prohibited opium imports. With the prohibition came the smuggler and in 1840 to 1842 the first of the three opium wars which resulted in the granting of opium trading rights and England's acquisition of Hong Kong. The subsequent two wars were small and effected little change.

During the 1903 Shanghai Conference, it was agreed to stop the import of opium by a gradual reduction of 10% per year.

The United States experienced a major influx of opium during the railroad construction period. The large number of Chinese imported as laborers brought large stocks of opium with them. About 1805 the method of consuming opium changed from eating to smoking. In 1845, San Francisco found it necessary to ban opium smoking, and in 1882 New York followed with a similar law. The practice of smoking opium is now coming back into the United States.

Significant developments affecting drug usage - 1805

A German chemist named Henry Serterner discovered morphine and originally believed it to be a cure for opium addiction. Eleven years later (1916) it proved to be more addictive than opium.

The hypodermic needle was developed by Dr. Alexander Wood.

1880/1890

Heroin was developed by Alfred Presser of Germany, who thought it to be a cure for morphine addiction. It was merchandized for this purpose by Alfred Bayer. Heroin was subsequently found to be four times more addictive than morphine and ten times as powerful.

1861/1890

The American Civil War was characterized by insufficient and crude medical capability with indiscriminate use of morphine and this continued until 1901. Addiction was referred to as the "soldier's disease." During the early 1900's the addiction rate was the highest in U.S. history, with one in every 400 persons addicted. (Current rate is one in 2,800.)

1924

Congress banned all heroin from the U. S. (Prohibition Laws, Harrison Act, etc.)

1941

World War II Allies agreed that where narcotics were readily available, it would be declared illegal and the addiction rate was held to one in one thousand.

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TODAY'S PROBLEM IN THE U.S.

Dr. B. J. Primm, Consultant for Director, Special Action Office of Drug Abuse Prevention, White House

The President has taken a direct interest in the narcotic problem and has established the Special Action Office of Drug Abuse Prevention, headed by Dr. Jerome H. Jaffee, and reporting directly to the President.

The office has varying authority and budgetary control over govenment agencies involved with narcotics. The office coordinates and in some cases regulates those federal programs dealing with narcotic education, enforcement and rehabilitation. The President has indicated that all citizens are entitled to receive rehabilitation assistance.

The office requires that those who provide a model treatment program not suitable to the recipient shall refer the patient to the appropriate agency providing the type of treatment most desirable, i.e. drug antagonist, psychotherapy, etc.).

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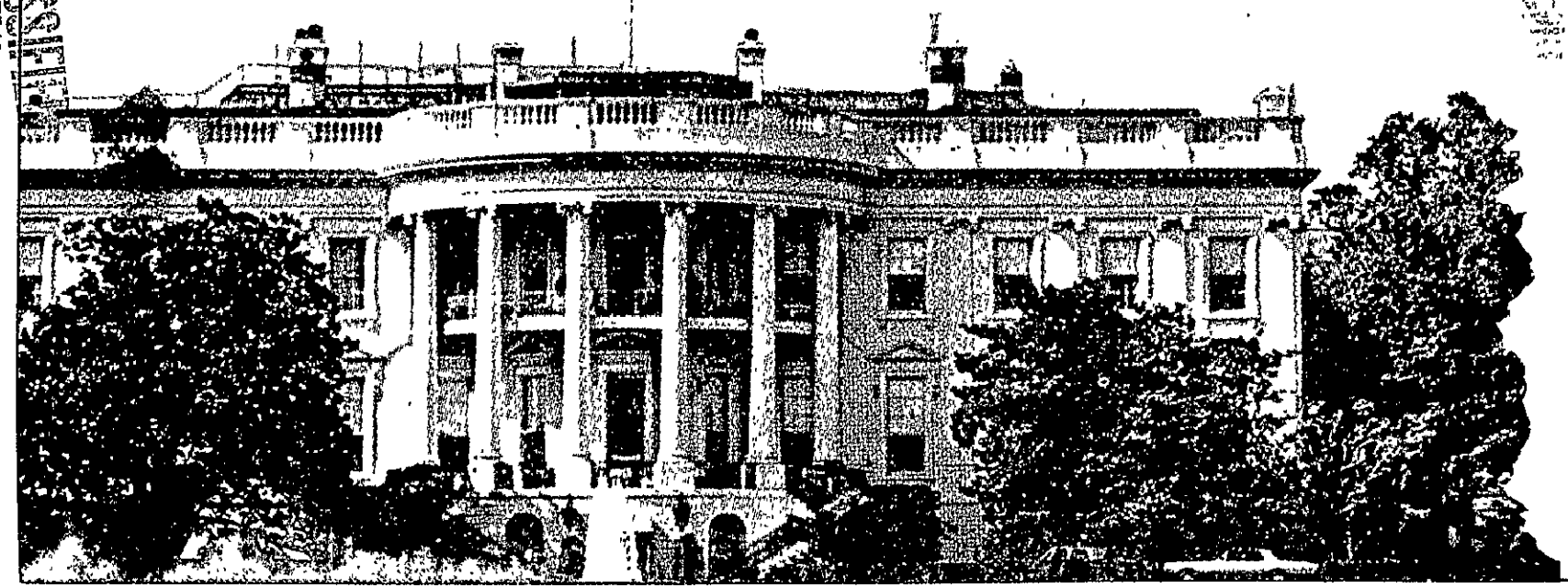
a new
presidential
initiative to

prevent drug addiction and drug abuse



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special action office for drug abuse prevention

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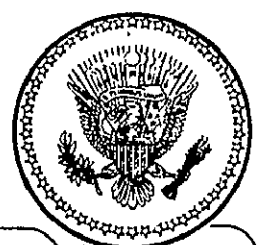
the director is
accountable to the president
for selecting priorities, managing,
allocating budgets and evaluating:



saodap

treatment
rehabilitation
education
training
research

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PRESIDENT

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BUDGET/POLICY	POLICY/PARTIAL BUDGET	POLICY ONLY
NIMH	BOP	DOD
OE	HEW	HUD
OEO	BNDD	SRS
VA	DOL	

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to mobilize
the full resources of
the federal government
to significantly reduce the
incidence of drug abuse
in the nation.

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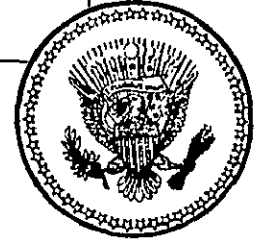

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to maximize federal resources, the office of drug abuse prevention will determine the most appropriate federal agencies to implement programs in accordance with formal working agreements.

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1

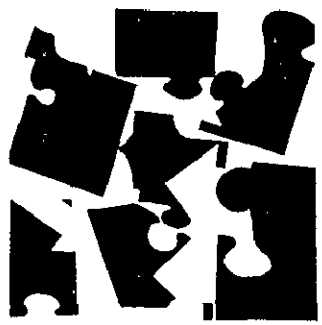
a new white house agency

2

increased funding

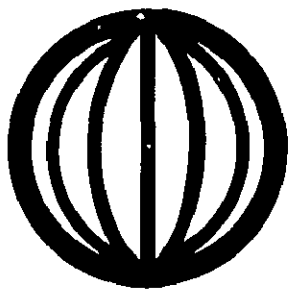
3

right to rehabilitation



4

international initiatives



5

law enforcement

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special action office for drug abuse prevention

director
deputy director

- administration
- planning and evaluation
- reports and statistical indicators
- prevention and education programs
- treatment and rehabilitation programs
- research and program development

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proposed legislation

Domestic

1. Establish new agency.
2. Broaden Narcotic Addict Rehabilitation Act to permit methadone maintenance.
3. Evidence obtained in drug cases in foreign countries in accord with the laws of those countries will be admissible as evidence in U.S. Courts.
4. Reports of chemist's analysis of illicit drugs will be admissible in U.S. Courts without the presence of the chemist.
5. Requesting from Congress money for 140 positions to establish a new BNDD Inspector Corps.
6. Requesting from Congress money for 1,000 positions and equipment for Bureau of Customs.

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proposed legislation

Military

Authority for the Military to detain drug dependent persons for a limited period for treatment.

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rehabilitation services needed for

discharged servicemen

- placement will be made in VA or civilian treatment facilities

or

- military treatment facilities will be made available

those on active duty

additional military treatment facilities are being developed

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drug addiction in the military

- **problem**

  systems are required for the identification and treatment of military personnel throughout the world who use drugs

- **response**

  the president has directed the secretary of defense to begin immediately:

  1. identification of drug-addicted servicemen in vietnam
  2. institution of a detoxification program for servicemen before they return to the u.s.
  3. expand treatment programs
  4. develop a world-wide program of identification and treatment

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international initiatives

1. Consultations with U. S. Ambassadors to France, India, Luxembourg, Mexico, NATO, Thailand, Turkey, The United Nations and Vietnam to improve cooperation in regulating opium production.

2. Meeting of U. S. Ambassadors to Southeast Asian countries with representatives of those Governments to review the growing problem, particularly effects on U. S. servicemen in Southeast Asia.

3. International goal proposed to end growing of poppies and production of opium.

4. Requesting $2 million from Congress for developing detection equipment.

5. Requesting $1 million to help train narcotic agents in other countries.

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international initiatives

6. Requesting authority to provide funds for combatting drug abuse in Communist countries.

7. Submitting to Congress the Convention on Psychotropic Substances for ratification.

8. Pledging $2 million to United Nations effort against world drug problem.

9. Urging support for the Single Convention on Narcotics.

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October 13, 1971

TODAY'S PROBLEM OVERSEAS

Mr. John Warner, Chief, Strategic Intelligence Office, Bureau of Narcotics and Dangerous Drugs

The Director of the Bureau of Narcotics and Dangerous Drugs serves as the Attorney General's primary advisor on narcotics and dangerous drugs.

The Strategic Intelligence Unit of BNDD is a relatively new organizational unit that was established to meet the need of collecting and collating intelligence on individuals and groups involved in drug trafficking. The unit is not prosecution oriented and reports to the Director.

An objective of BNDD is to eliminate drugs at their source, particularly the three major externally produced drugs - heroin, cocaine and cannibis.

The U.S. produces local cannabis and is a supplier of psychodelic drugs.

There are three main drug traffic routes in the world:

(1) Opium is grown and converted into morphine base in Turkey, smuggled into the Marseilles area of Southern France, converted into heroin, and exported to the U.S. and other world markets.

(2) The largest production area in Southeast Asia is the Golden Triangle located near the joint boundaries of Thailand, Burma and Laos. In recent years, some of the opium has been converted into morphine base while in the area. At present, no evidence exists that the Red Chinese are using narcotics to finance their government.

(3) South American cocaine and Mexican heroin are also smuggled into the U.S.

BNDD realizes that effective, elite police narcotic units cannot be created without strong and viable police organizations. With the increasing emphasis on narcotics, OPS will be requested to produce plans and programs to eradicate drug production. The three million dollar loan to Turkey provided for thirty narcotic offices, yet the program has not been as successful as anticipated. Through the efforts of the Mexican Army, the Mexico program has been successful in eradication.

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While many speak of crop substitution, the term is in fact a misnomer since there is no substitute that equals narcotics as a cash crop. There is a need to develop acceptable substitutes.

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October 13, 1971

THE PROBLEM FROM DEPARTMENT OF DEFENSE PERSPECTIVE

Mr. Frank Bartimo, Assistant General Counsel, Department of Defense, Pentagon

During 1964, the military became aware of the magnitude of drug abuse within the armed forces. Little statistical data were available to enable an evaluation and a program to collect and collate data on drug abuse was begun.

By 1967, it was clear that drug abuse was on the increase with enlisted men age 19 to 24 years. Most of these were marijuana users.

The number disqualified annually from the draft for drug addiction increased from 391 in 1944 to 2,633 in 1970.

The number of undesirable discharges for drug addition increased, resulting in less opportunity for the individual drug abuser to obtain rehabilitative assistance on return to civilian life.

The following conclusions were made:

(1) The problem was serious;
(2) The problem extended to servicemen and civilians;
(3) Precise data were needed;
(4) There was no assurance of a cure;
(5) Strong efforts would be required.

It was found that 75% of those using drugs in the armed services had been using them before entry. The major problem was the widespread use of marijuana.

Marijuana will be covered at some length by other speakers, but there are a few little known facts that may be of interest. Cannabis cannot be stored for prolonged periods of time. The active ingredient (tetrahydracannabinol) has a continuing loss of potency, with almost

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a total loss in about four years. When marijuana is used in conjunction with other drugs a dangerous synergistic reaction may result that could produce death.

The seriousness of the problem attracted the attention of the White House and the President has taken a direct interest.

During 1967, the Department of Defense was first within the Executive Branch with a four-point program.

(1) Education. An officer's handbook, special sheet summary on dangerous drugs, posters, TV, tapes and program teams were initiated. The effort has not stratified and continues through movies, schools, etc.

(2) Discipline. It was decided that the Uniform Code of Military Justice was sufficiently flexible to allow Commanders the needed latitude to apply discipline on an individual basis.

(3) Amnesty. The program was a first for the military and provided for necessary emphasis on rehabilitation.

(4) Epidemiology. An effort was undertaken to discover what techniques are successful and the best manner in which to implement them.

Based on our study and experience with the problem, we recommend that narcotic education begin at the junior and senior high school level in order to be most effective, and that hard facts should be presented.

DOD screening program for drug abuse

Personnel are tested by means of urinalysis upon (1) entry on duty, (2) shipping overseas, and (3) deros (rotation). Testing in Vietnam disclosed that 3.7% were using heroin, and that of that number 81% had practiced drug abuse before entry into the military.

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THE PROBLEM FROM CUSTOMS BUREAU PERSPECTIVE

Mr. David C. Ellis, Assistant Commissioner for Operations, Bureau of Customs

Worldwide customs services are complex organizations and are the product of their particular environment and heritage. Their purpose is twofold - to collect revenue and to protect against harmful imports.

Some customs services were set up to permit stealing. This was true in the U.S. during the early British Colonial days. Our first advice to foreign customs officials is that they must have authority to pay proper wages, recruit, train and supervise.

Revenue goes hand in hand with enforcement. The French legacy in Indo-China is an example of a customs service not extended to practice enforcement. People will not pay duty (revenue) unless they believe they will be penalized.

Some major U.S. Customs problems are:

(1) Lack of sufficient staff to control contraband from vessel to baggage locker;

(2) Lack of investigative sections, both at home and abroad;

(3) Need to obtain information from abroad rather than to sit and wait on our frontiers.

U.S. Customs must use its expertise to help other countries upgrade their revenues. We believe the Turkey program will work and that its success will bring about a transfer of the narcotic traffic to East Asia. What must be done now is to apply the proper deterrents. Customs will assist in setting up these deterrents and will work under the USAID, probably Public Administration.

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October 14, 1971

U.S. AGENCIES ACTING ON THE OVERSEAS PROBLEM

Mr. Walter C. Minnick, Staff Assistant, Executive Office of the President's Domestic Council

Mr. Minnick's presentation focused on the organizational structure of efforts in the U.S. and overseas on the supply side of drug control.

On the supply side of the equation, efforts are being directed on intelligence, diplomacy, law enforcement, and international relations by the Cabinet Committee on International Narcotics Control. The short-term objective is to sharply reduce the narcotic supply in the U.S. The long-term objective will be to eliminate the flow of narcotics to the U.S.

On the demand side, the Special Action Office established by the President will review programs and have budgetary authority. Their short range objective will be to make treatment available to all who want it and the long-term objective will be to eliminate the drug culture.

The Cabinet Committee on the supply side will be a coordinating mechanism and will have no budgetary authority. The Committee is chaired by the Secretary of State and will include representatives of Treasury, Defense, Agriculture, Justice, UN, CIA and the White House.

Under this Committee will be a policy making group which will meet on an "as needed" basis. They will be chaired by Mr. Egil Krogh and represented by State/AID, Treasury, BNDD, Customs, Defense, CIA, UN, and the Special Action Office on Drug Control.

Under this working group will be a coordinating sub-committee which will perform the staff work and make policy recommendations. This sub-committee is divided into regional and functional groups. The regional group will include the State Department inter-regional offices and will be concerned with the world-wide situation. The functional group will handle the staff work related to intelligence, law enforcement, public relations, congressional liaison.

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Overseas, the Ambassador will be the field marshall for in-country efforts. He should have a narcotics coordinator at post to keep him informed and he might also establish a working group.

The priority of drug control efforts will be initially on the "hard" drugs (heroin and cocaine).

Mr. Minnick further stressed the need to develop a regional strategy and a country program through which the drug problem may be attacked unilaterally or bilaterally. In the development of the country program, four areas might be covered: law enforcement, crop substitution, treatment, and rehabilitation. In any case, consideration must be given to traffic "choke points".

A.I.D.'s role in the U.S. efforts overseas will be as a channel for material support of the law enforcement agencies. It will be the key, the focal point, in developing law enforcement and strengthening narcotics investigations. A.I.D. has the contacts with foreign governments, and can invaluably assist them in focusing on the drug problem. Mr. Minnick emphasized the need for AID/Public Safety to take the initiative in developing a country program and serving as a catalyst.

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ACTIVITIES OF THE UNITED NATIONS

Mr. Edward P. Noziglia, Agency Director for Health and Drug Control, Bureau of International Organization Affairs, U.S. Department of State

International activity in drug control is carried out principally through two United Nations bodies. The first is the UN Commission on Narcotics Drugs with 24 members whose representatives are drawn from the national health or drug control agency of their respective countries. The Director of BNDD represents the U.S. in this group and meetings are held bi-annually.

The U.S. is encouraging the United Nations to get into technical assistance on drug control, and has sponsored the UN Fund for Drug Abuse Control with an initial contribution of $2 million. Projects financed by the fund will encompass crop substitution, treatment institutions, public information, seminars for law enforcement officials, and research.

Mr. Noziglia commented on the US-Thailand anti-narcotics memorandum and the Thai program with the UN. He noted considerable coordination will be required, since both efforts either dovetail or overlap.

Mr. Stephen Boyd, Assistant Legal Advisor for Near Eastern and South Asian Affairs (L/NEA) continued the discussion and explained the operations of the International Narcotics Control Board. This group, established by the 1961 Single Convention on Narcotic Drugs, coordinates international drug activities and makes recommendations to states parties to the Single Convention. The Convention has been reasonably successful in preventing legally produced drugs from being diverted for illegal purposes. But it has not been successful in preventing illegal production of drugs for the illicit traffic.

The U.S. has proposed certain amendments to the Single Convention to increase the Board's effectiveness. They relate to the reporting of poppy cultivation and opium production, local investigations with the host country's consent, the power to modify a country's estimated narcotics activity, the power to demand an embargo against violating countries, and the improved extradition for drug offenses.

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BUREAU OF NARCOTICS AND DANGEROUS DRUGS-ORGANIZATION, FUNCTIONS, GOALS

Mr. William B. Logan, Deputy Assistant Director for Training, Bureau of Narcotics and Dangerous Drugs, U.S. Department of Justice

Approximately three years ago the Bureau of Drug Abuse Control (Department of Health, Education and Welfare) and the Bureau of Narcotics (Department of Treasury) were merged to form BNDD under the Department of Justice. The present staff of 1,500 men represents an increase of 2 1/2 times the number at the time of the merger.

A BNDD organizational chart and a map showing the 13 Field Offices in the U.S. are attached. While staff agents handle the normal caseload, agents from other regions are temporarily assigned to trouble spots as a "Task Force" to solve special problems. Another type of special operation is the "MEG" (Metropolitan Enforcement Group), which includes police personnel from state, county and local levels working with BNDD.

The foreign operations of BNDD are directed toward the source of the drug problem in a given area. The source of the problem may be the production of raw narcotic material, distribution, processing, or consumption. Examples are:

Country and Area	Nature of Problem
Turkey and the Middle East	Raw Narcotic Material
France and Europe	Distribution/Processing
Indochina and Burma	Raw Narcotic Material
West Pacific	Distribution
Central/South America	Distribution (Heroin) and Raw Material (Cocaine)
Mexico	Raw Narcotic Material
Vietnam	Consumption

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Overseas Offices	Number of Agents
Mexico: Area Hq. in Mexico City; district offices in three other cities.	15
South/Central America: Area Hq. in Buenos Aires, Argentina; district offices in Panama, Caracas and Paraguay.	13
Europe: Area Hq. in Paris, France: district offices in England, two other cities in France, two cities in Italy, three in Germany, two in Spain, and one in Morocco.	29
Middle East: Area Hq. in Turkey, district offices in other cities of Turkey, Lebanon, Afghanistan and Israel.	15
Southeast Asia: Area Hq. in Bangkok, Thailand; with district offices in other cities of Thailand, Laos, Malaysia, and Singapore.	15
Vietnam: Area Hq. in Saigon.	3
Far East/Pacific: Area Hq. in Japan; district offices in Hong Kong and the Philippines.	10
Canada: Three offices	4
Total	105

The Division of Special Training was recently established in Washington with an authorized ceiling of 15 staff members to assist foreign police in seminars and training courses.

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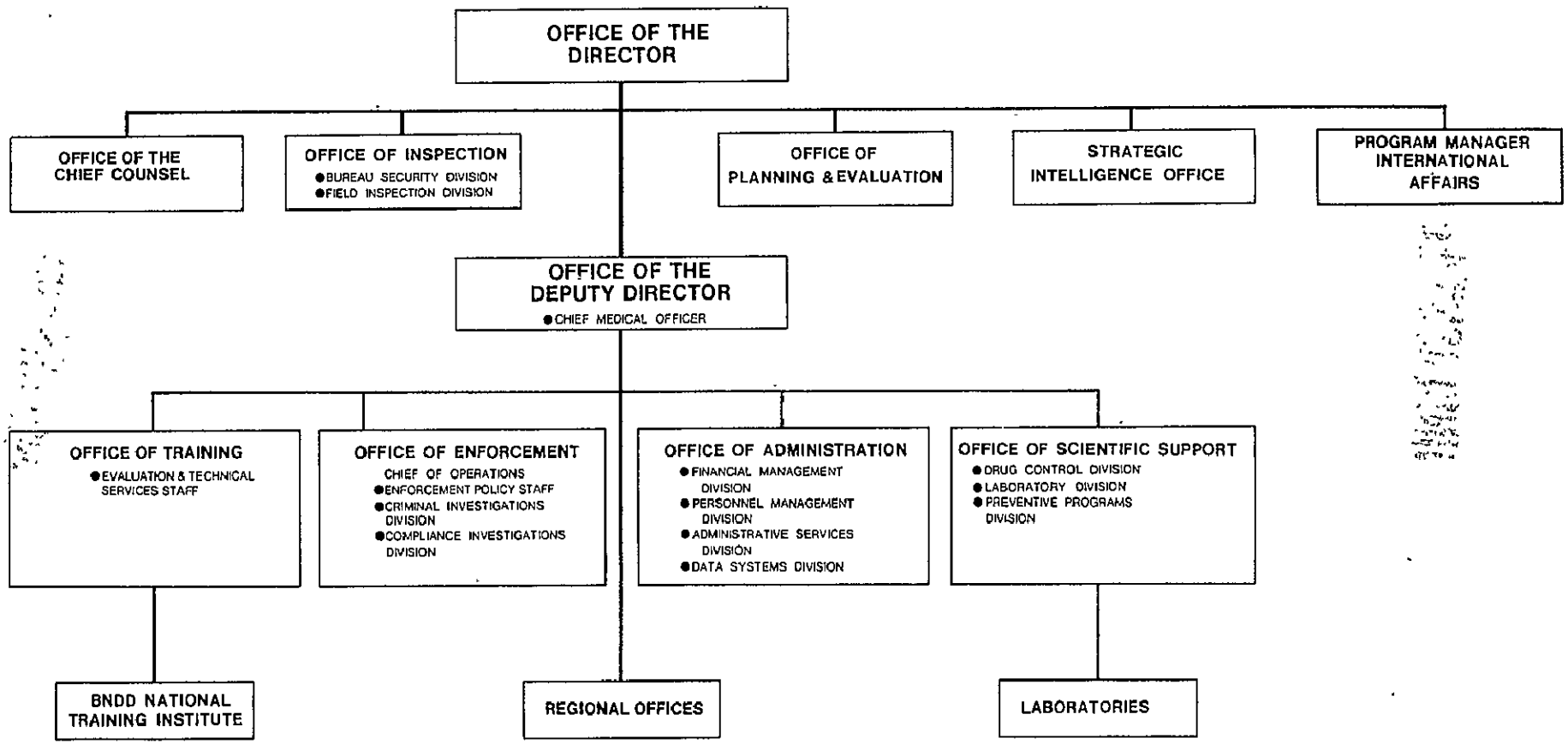
BUREAU OF NARCOTICS & DANGEROUS DRUGS



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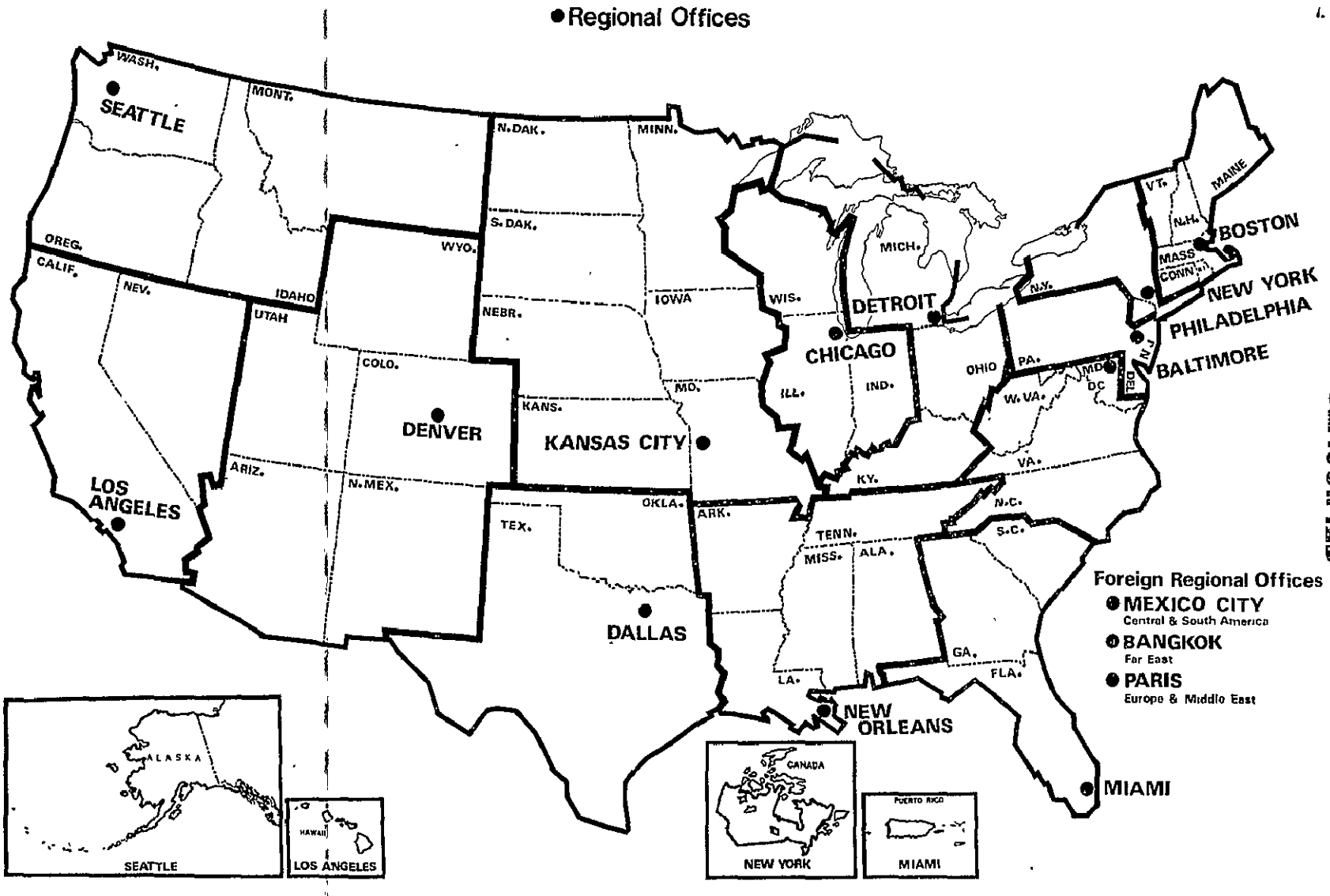

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DEPARTMENT OF TREASURY LAW ENFORCEMENT FUNCTIONS

Mr. Eugene T. Rossides, Assistant Secretary for Enforcement and Operations, U.S. Department of Treasury

Mr. Rossides pointed out the areas where the law enforcement elements of the Treasury Department are being focused in response to President Nixon's guidelines on drug abuse. In particular, the Customs Bureau is developing better interchange of intelligence with cooperating countries and the Internal Revenue Service is concentrating on narcotics tax investigations.

The urgency and importance of the drug abuse program was emphasized. Mr. Rossides stated that the priority being given this problem is long overdue. President Nixon has made the drug problem a multidimensional program involving efforts at all levels, and is making it a matter of foreign policy. U.S. Ambassadors will actively seek the cooperation of foreign countries. The internal law enforcement of the U.S. will be strengthened at the state and local levels as well.

The Assistant Secretary stressed the extreme importance and need for Public Safety to bring the narcotic problem to the attention of its counterparts overseas.

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CUSTOMS BUREAU - ORGANIZATION, FUNCTIONS, GOALS

Mr. Myles J. Ambrose, Commissioner, Customs Bureau, U.S. Department of Treasury

The objectives of the Customs Bureau are to assess and collect duty on imports and to combat smuggling of all goods.

The Bureau is organized in four divisions - administration, operations, investigations and security/audit. Their field operations are divided into 9 regions covering 204 ports of entry; a small fraction of the total number. Approximately 15,000 employees are with the Bureau, including 1,100 special agents and 3000-5000 inspectors.

In furthering their capabilities to detect smuggling, the Customs Bureau has developed a computerized intelligence system covering the Mexican border. There is a radar detection network for low flying aircraft along the Mexican-US border. At present, they are developing sea operations to replace those of the Coast Guard which has been removed from the Treasury Department's control.

Mr. Ambrose stressed the need for interdicting the smuggling of particular drugs into the U.S. He related that the number of seizures during the first 9 months of this year was 4000% higher than for a like period last year. Mr. Ambrose noted that 60-70% of the world's opium comes from the Golden Triangle area and that, although not a threat at this time, Southeast Asia has the capability of producing heroin. The basic problem in South and Central America is the smuggling of heroin and cocaine.

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SMUGGLING - MODUS OPERANDI

Mr. Walter H. Buck, Jr., Senior Special Agent, Staff of the Commissioner of Customs, U.S. Department of Treasury

Slides were shown demonstrating various methods of concealing and transporting drugs. This included areas in seat springs, arm rests, door panels, headlight wells, decorative molding, between truck and camper, a cut-out in a truck bed, and a hollow vehicle drive shaft. Other methods included private aircraft and boats, on a person's body, and in cargo contents or the walls of the cargo container itself.

Mr. Buck stated that the principle of successful interdiction of smuggling are (1) basic, efficient inspection, (2) determination of modus operandi, and (3) interchange of intelligence. The supply-demand problem of drugs is equated to the shape of an hour glass in which the top portion makes up the unlimited supply and the lower the unmanageable demand; the constriction represents the Customs inspection barrier through which the drug must pass, and at which point smugglers are most vulnerable because of the traditional latitude necessarily granted to Customs Officers.

Mr. William J. Knierim, also with the Customs Bureau, continued the presentation. He indicates that while the previous inspection approach was based on "look and luck", today the approach depends heavily on investigation, intelligence and informants.

The overview during the period 1962 - 1967 showed that heroin was being smuggled from Europe to the U.S. through Canada and Mexico, or via direct shipment, while cocaine was coming from South America through Cuba. The method of smuggling included "body carries", false bottom suitcases and inside legitimate cargo. At about this same time an organization of "contrabandistas" was engaged in smuggling goods from the U.S. into South America.

In 1968, drugs were still being smuggled in cargo. Couriers with false passports were entering the U.S. from Buenos Aires, Argentina. Heroin was being brought over from France and Spain. The mode of travel was by air. The "contrabandistas" continued to operate.

During the period from 1968 to 1970, sizable amounts of bulk heroin were being shipped from Europe to South America. Couriers still

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using false passports smuggled the drugs in "body carries" wine bottles, and false bottom suitcases. The "contrabandistas" now were smuggling heroin and cocaine from South America (Peru, Argentina, Paraguay, Bolivia, Ecuador) into the United States (Florida, California, Texas and New York).

From July 1970 to the present, bulk shipment of heroin continues from Europe to South America (Paraguay, Dominican Republic, Argentina, Uruguay, Chile). Cocaine is being smuggled from Bolivia, Chile, and Argentina to the United States with transshipment points in Mexico and Panama.

While the above scenario was based on hard cases of seizures, the situation in Southeast Asia is based on unconfirmed intelligence. In the speaker's opinion, drugs are being shipped from the Golden Triangle, along the Mekong River into Vietnam. Because of law manufacturing cost, heroin is considered a "good" product and its production was not entirely unexpected in view of the strong French Corsican influence in that area. Transshipment points are Singapore, Taiwan, and Bangkok. Much of the drugs being smuggled into the U.S. has been hidden in the household effects of returning Americans.

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CURRENT PLANS - PROGRAM OVERVIEW

John R. Doyle, BNDD, Special Agent Office of International Affairs, Department of Justice

The U.S. Drug problem historically consisted of a group of people, not too visible and not too much of a threat to society. Today the problem has grown to such proportions that it has become a major threat.

Our overseas experience has shown that contacts at the Ambassador level are more successful than at the counterpart level. (E.G., authorized counterpart decisions are too limited.) We are now working toward the Country Team approach. Planning should be both short-term and long-term with stress on cooperation and coordination.

Traditionally, France, Italy and a few other countries, mostly in the Mediterranean area, were considered centers for criminal organizations. Recent events have provided opportunities for criminal elements to establish contact in South East Asia, and it is anticipated that S.E.A. will be targeted by these criminal elements. Latin America is in a similar situation, with more narcotics traffic than previously experienced, and is rapidly becoming a sizable transshipment point along with Spain.

With these changes, BNDD has for the past few years used a systems approach to enforcement. Information was gathered on individuals and organizations, etc., and channeled into nine different systems to enable BNDD to attack at the highest echelon. With the decision to eradicate sources, it became necessary to develop the following criteria for country classification:

1. Source/production
2. Transshipment
3. Clandestine manufacturer
4. Victim Country

To be successful, we must work together but should also realize that each has different obligations and responsibilities. For example, BNDD has a continuing operational responsibility to provide information and assistance in planning for the President's program. On some occasions, BNDD has found it necessary to work under cover overseas, generally with the consent of the host country.

BNDD is expanding to provide 186 overseas agents to serve as attaches, provide advice to the Ambassadors and assist in the implementation of the country plan.

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CURRENT PLANS - PROGRAM OVERVIEW

Edward E. Masters, Director Office of East Asia Regional Affairs, U.S. Department of State

State Department attempts to:

1. Improve coordination in the field and at home.

2. Energize countries to work on the problem.

3. Get multilateral agencies more involved.

On April 15-16 East Asia Bureau along with representatives of the Golden Triangle countries attended a meeting in Bangkok. The following three goals were established:

1. Exchange of information, particularly as it affects U.S. personnel.

2. Formulate and clarify U.S. objectives.

3. Develop mechanisms to coordinate and improve ways of doing the job.

On April 27-28 a meeting of Mission Chiefs was held.

On July 29-30 a meeting was held in Bangkok with representatives of Asian countries, including Japan/south to Australia. Twenty-three recommendations were formulated among which were the following:

1. Establish control list;
2. Energize multi-lateral agencies;
3. Work with U.S. experts;
4. Coordinate Public Safety, Customs, etc., activities.

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On November 1 a regional meeting will be held with representatives of the Golden Triangle countries. The following subjects will be discussed.

1. Ways to control aircraft movement.

2. Advisability of using U.S. commo equipment.

3. Necessity for a program to work on a regional basis.

4. Burma's refusal to accept aid (yet the bulk of poppy growing is in Burma as well as some manufacturing).

5. Methods of exchanging information.

6. Feasibility of some institutions being established to coordinate activities of participating countries.

On November 25-26, Australia will host a conference along the same lines as the regional. We hope to show the world that the problem is worldwide and not just a U.S. problem. We will stress the following points; the problem requires a global view; the need for cooperation and coordination; and ways in which other countries can provide training.

The United Nations has not been too effective. We hope for an improvement in this area.

We in State take a look at the overall program to maintain balance. Our working group has been meeting twice a week and has produced an East Asia concept paper.

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CURRENT PLANS - PROGRAM OVERVIEW

James H. Boughton, Senior Regional Advisor, Bureau of NESA Affairs, Department of State

At the present time, Turkey, which has been the major exporter of illicit opium ending up as heroin in the U.S., has seven provinces in which opium poppies are grown. This fall the number will be reduced to four and during 1972 all poppy growing will be banned. Of the 220 metric tons of opium produced annually, it is estimated that 100 tons ended up as heroin in the U.S. market.

The problems of growing, manufacturing, sales and addiction are common to NESA. A special Central Treaty Organization (CENTO) meeting has been scheduled to discuss the medical aspects of the narcotic problem. Iran has experienced a difficult problem with smugglers from Pakistan and Afghanistan. However, the real problem is in the tribal areas of those two countries where no government control exists. We are developing control programs for both, but Afghanistan will continue to be a problem for a long time. It is interesting to note that Turkey has proposed an ad hoc regional committee to deal with smuggling.

For the present, India, which is the world's largest opium producer (500-1000 metric tons per year), has an estimated illicit export of only 5%. The danger there is that an economic incentive could create a problem, as Turkish production ceases.

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CURRENT PLANS - PROGRAM OVERVIEW

Malcolm Lawrence, Special Assistant for Narcotics Matters, Department of State

Referring to the President's June message, our long-range objective is to remove the crop and eliminate its illegal products. The short-range goal is to contain illicit drugs.

Through good coordination, we hope to put together country programs for targeting opium. We will work bilaterally and support the U.N. Fund for Drug Abuse Control with an initial contribution of $2 million. We hope that this reasonable contribution will stimulate other countries to participate.

USIA will play an important role and will soon issue program guidelines. As for the role of Public Safety, I believe you can provide constructive guidance to the other U.S. agencies that come to your country to work on the narcotic problem.

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CURRENT PLANS - PROGRAM OVERVIEW

Ogden Williams, Special Assistant to Coordinator, Bureau for Supporting Assistance.

Public Safety is the front line for narcotics control activities within A.I.D.

A.I.D.'s role includes:

(1) Law enforcement in a direct Public Safety role and potentially in support of BNDD and Customs.

(2) Education.

(3) Rehabilitation.

As regards possible furnishing of commodity support to BNDD or Customs, the A.I.D. 18-month procurement lag could be unacceptable and procurement waivers would have to be sought.

Countries such as Japan, England, and India are as much concerned over insuring sufficient legal narcotics as containing the illicit flow of drugs.

Most of East Asia's 750-ton annual opium product is consumed within East Asia. While Turkey has traditionally been the principal source of U.S. narcotics which have been refined into heroin in France, the emphasis will probably shift to East Asia if the Turkey-France supply channel dries up.

As of now, the Philippine Plan is the only East Asia country narcotic control plan that has been received in Washington.

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CURRENT PLANS - PROGRAM OVERVIEW

James H. Ludlum, Central Intelligence Agency

The assistance of Public Safety is needed to provide information on local criminal laws, narcotic production, trafficking, etc. These are just a few of the PSD talents needed.

PSD's effort to define its role at this time is propitious because USG may be in a better position now than it was two years ago to use its talents. With the President's personal attention on the narcotics problem, the current White House staff, and the new CCINC, the USG is better led than ever before to take on narcotics problems. Further, USG objectives are clear, priorities have been ordered, overall problems are better understood, and U.S. agencies are determined to work with the hope that progress can be made.

As PSD sorts out its role, it should know that CIA, after two years, is still further defining its own. The CIA member of the White House Working Group of the CCINC recently was designated Chairman of the Working Group's Intelligence Subcommittee. This Subcommittee will provide for a coordinated national effort in the collection, dissemination, and finished production of national foreign intelligence on narcotics and dangerous drugs. This will enlarge CIA's coordinating role and reinforce its efforts to produce strategic data on key traffickers, their facilities, and political supporters not now coming from other agencies. CIA also will continue to concentrate on the political, economic, and social aspects of narcotic production and movement internationally.

CIA's efforts have been keyed to a model in which the U.S. Ambassador plays the central role in persuading the host government to organize itself to effectively suppress opium and/or narcotics traffic. It is the task of U.S. intelligence, including CIA, to provide him and his mission the kind of intelligence needed to carry out this difficult political task. Given the importance of enforcement, CIA attempts to provide information supporting the missions of BNDD and Customs.

In October 1970 CIA, with the assistance of BNDD, produced a World Situation Report on Opium and will put out subsequent reports of this type annually. CIA has also produced a number of country studies which are building blocks for larger surveys or reports. These studies and those that are now on the board are keyed to plans now being produced by the White House and State task forces.

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CURRENT PLANS - PROGRAM OVERVIEW

Walter Buck, Senior Special Agent, Bureau of Customs

We see our role as including some of the following:

1. A Customs Agent assigned to Missions as a working attache on narcotics enforcement.

2. Utilizing our personnel assigned to the Customs Cooperation Council in Brussels to strengthen and improve operations. We will do the same through our membership in INTERPOL.

3. We will continue to engender the philosphy that the key to narcotic enforcement is border control. Our assistance has been requested by Laos to conduct training on inspection systems. There will be PASA assignments to enable procurement of necessary equipment (Transport/Commo). The Laos program will provide Customs stations, boats, radios, etc.

It is our opinion that the program will have an accordion effect, keeping the problem away from our own border.

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THE COUNTRY TEAM MODEL

Mr. Edward Masters, Director, Regional Affairs, Bureau of East Asian and Pacific Affairs, Department of State

There are no hard fast rules for setting up a Country Team. It is more a state of mind. The structure is loose and reflects the will of the individual Ambassador. It is a mechanism through which our problems are analyzed and from which the Ambassador can obtain advice. The Country Team insures that all members speak with the same voice and reflect the official position. From the team, the word is carried down to the lower levels.

The technique serves as an instrument for flexible and total utilization of our national power necessary at any one time. Though evolved in the fifties, it is not an instrument for cold war and is not a substitute for the Ambassador, who is vested with full authority as the President's direct representative.

Application of the Country Team to Public Safety. Three areas of coordination are necessary.

(1) Intelligence.

(2) Plans to insure proper use of U.S. resources and obtain the support of the host government.

(3) Operations - Information must flow three ways:

(a) U. S. counterparts

(b) Up to the Ambassador and perhaps to Washington.

(c) Down to the working levels.

Washington will not tolerate lethargy, inefficiency or bureaucratic in-house fighting.

USIA will participate and have a member on the Coordinating Committee.

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PANEL DISCUSSIONS ON RESOURCES

Lauren J. Goin, Chief, Operations Division, Office of Public Safety, Chairman

Panel Members: Mr. Doyle, BNDD; Mr. Ludlum, CIA; Mr. Williams, AID; Mr. Minnick, White House; Mr. Lawrence, State Department; Mr. Bartimo, DOD; and Mr. Buck, Customs

Mr. Ruiz, PS/Bolivia to Mr. Doyle - Question: We were led to believe that there would be a two-man BNDD office established in Bolivia. Will this be done? Mr. Doyle - Answer: There will be an area office. Buenos Aires personnel will operate on a regional basis. It is anticipated that there will be six personnel assigned.

Mr. Best, PS/Costa Rica to Mr. Lawrence - Question: In reference to the establishment of the Coordinating Committee, what instructions will be issued? Mr. Lawrence - Answer: A follow-up message will be going out.

Mr. McCann, PS/Vietnam to Mr. Ludlum - Question: How is coordination of intelligence to take place, within borders or between borders? Mr. Ludlum - Answer: All of our stations have been instructed that they will function as intelligence coordinator for the USOM. CIA will collate and coordinate narcotic intelligence but will not coordinate enforcement. Mr. McCann - Comment: In Vietnam we have established the largest narcotic intelligence group in the country. We have not reported information to your group (CIA), but to others, simply because we were never informed of your position in this program. I suppose we were doing this wrong but I would like to get it straightened out. Mr. Bartimo Comment: We have a group known as the Inter-Department Action Task Force, Vietnam (IATG(V). This group provides recommendations to the Secretaries, of Defense, State, Treasury and AID as well as dissemination of information (including narcotics) to all concerned in South East Asia.

Mr. Buck - Comment: Operational intelligence needs generalship - with respect to Customs, we have already established lines with BNDD and CIA.

Mr. Caplan, PS/Ghana to Panel - Question: I know what Public Safety does in the field, but what does it do in Washington with respect to coordination? Mr. Minnick - Answer: The White House is not concerned with who represents Public Safety, but that they do have representation. The Law Enforcement Committee Chairman is George Belk. I will speak to him about AID representation. There should also be AID representation on the Congressional Liaison Committee.

Mr. Kindice, PS/Jamaica to Panel - Question: For the small mission, how do we disseminate information? Mr. Doyle - Answer: Information will go through State the same as CIA information comes to us through State.

Mr. Corr, PS/Pakistan - Comment: We had a standing coordinating committee on narcotics in CENTO years ago. During that time Turkey requested Public Safety assistance in narcotics matters and was met with a negative response.

Mr. Goin, Chairman - Question: Why can't we send guidelines to the field as to the role and mission of various U.S. Agencies in enforcement field? Mr. Minnick - Answer: We are in the process of preparing guidelines from roles in Missions established over one year ago. We do feel that Ambassadors should have policy guidelines, but we want to avoid telling them how to do their job.

Mr. Goin, Chairman - Comment: Countries around the world are preparing programs.. It seems that in some the attitude is that BNDD is best equipped to develop these programs. Public Safety is concerned with institutional building to support narcotics efforts while BNDD is operational. It seems that country guidelines should be firmed up.

Mr. Williams - Comment: I don't see why guidelines cannot be formed. I am sympathetic to Public Safety's position.

Mr. McCann - Comment: While we are talking about commodity imports, I wish to give you an example. Some 3,000 vehicles and over 50,000 pieces of communications equipment have been provided the National Police in vietnam through the Public Safety program. When other agencies contemplated the introduction of commodities for the police or for agencies with which the police must work, they should come and work with us and talk to us so that we can help them in assuring equipment compatibility and economics to

contribute to the solution of the overall narcotics enforcement problem. Mr. Minnick - Answer: If you feel strongly, we can define guidelines and we would welcome AID proposed guidelines.

Mr. Engle - Comment: These are problems we have lived with over the years. These men (Public Safety Chiefs) were brought to Washington to feel the problems you are experiencing.

Mr. Lawrence - Comment: An AID member on the Law Enforcement Committee is planned.

Mr. Goin, Chairman, to Public Safety Chiefs - Question: How many countries have narcotic committees? (about 75% of the 25 Chief Public Safety Advisors present responded with raised hands.)

A second question was then asked: How many of you who do have a committee sit on that committee: (Estimated only three hands raised.) Comment from unknown panel member: Incredible!

Mr. Nesbitt, PS/Saudi Arabia, to Mr. Doyle - Question: What about Syria and Iraq, where we do not have diplomatic relations or a Public Safety Mission? Mr. Doyle - Answer: BNDD is still involved and we do have some working relations there. An example is Mexico, where there is not a Public Safety Mission, yet we have been successful in providing commodity support to the Army and they have an eradication program.

Mr. Goin, Chairman, to the Panel - Question: Are the Communist countries involved? Mr. Ludlum - Answer: The Soviets produce to meet their own needs and are currently looking toward India as an additional source. The Soviets convert their opium directly into morphine by using the poppy straw method which is a machine, not a hand system. This method bypasses the opium gum extraction method used by such countries as Turkey and India. There is no evidence that the Soviets are involved in narcotic trafficking and none to support communist participation. Some illicit narcotics does travel overland from Turkey through Eastern European countries on its way to Northern Italy, Germany, and France; however, much of this movement is by truck whose cargos are sealed and are not opened by East European authorities. BNDD reports exceptions to this with the result that some illegal trafficking occurs. In the case of China, the U.S. Government has no evidence to indicate that the Chinese communists are producing opium or heroin for export.

Mr. Engle - Comment: Some years ago, while working with Japan's Security Forces, we were never able to identify the Chinese Communists as being involved in narcotic trafficking.

Mr. Goin, Chairman, to Mr. Bartimo - Question: What role can the U.S. military missions play in the field in dealing with the narcotic problem? Mr. Bartimo - Answer: The military was responsible for the assignment of the first BNDD to Thailand and Vietnam. As we all know, the military has the biggest slice of funds for equipment support. I believe the military can help. The problem does not stop in any one country but spreads into other areas. Under the military we have several groups such as CIS, OSI, ONI, etc., that if asked can be of assistance. Your experience in attempting to stop the illicit trafficking of heroin has previously not been too successful. Hopefully, this will change in the days ahead.

Mr. Batson, PS/Thailand to Panel - Question: How do we handle the United Nations project to which the Thai have subscribed? Mr. Lawrence - Answer: The September 21 memorandum of understanding and the U.N. project acceptance will have to be worked out by the Thai. I don't foresee any problem.

Mr. Minnick - Comment: I am particularly concerned in results during the next thirteen months. We are in favor, and do support, these bilateral and multilateral programs. However, I am also concerned about the Thai commitments, which may result in shifting and delays in sorting out the two programs. The Ambassador will be instructed to coordinate the enforcement programs.

Mr. Doney, PS/Dominican Republic to Panel - Question: Our problem is with drugs in-country, such as barbiturates, amphetamines, etc. If, as had been said, these are coming from the U.S., what will be done to stop it? Mr. Minnick - Answer: We will have to take a look at this. I don't know the answer as I've only been in business here about one month. Mr. Buck - Comment: Most seizures on the Mexican border were drugs manufactured in clandestine factories in Mexico. Mr. Boyle - Comment: The Control Act of 1970 has pretty well brought amphetamines under legislative control. We do have a test that can indicate, in many cases, the localities of origin.

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Mr. Ludlum, CIA - Comment: In reference to the very valid point that Public Safety should be tasked, I think one requirement we might levy upon you would be to determine law enforcement capability. The who's who type of information, good leaders, corrupt leaders, etc.

Mr. Saenz, PS/Panama - Comment: The recent high level meeting in which Mr. Ingersol and General Torrjos participated was very beneficial. Now Panama is on the spot and must act.

Mr. Goin, Chairman, to Panel - Question: In those countries without Public Safety programs and where law enforcement capabilities are deficient, how can such a capability be developed? India was mentioned earlier, why not make here a model country for the program? Mr. Lawrence - Answer: The individual missions will have to work their own programs out.

Mr. Ludlum - Answer: India would be a poor test case despite her claims that she has no problems controlling opium production. India has a large opium addict population which is satisfied by illicit production and some diversions from controlled production. India does provide to the U.S. the bulk of opium that is purchased legally for medicinal purposes. India is not a significant exporter of illicit narcotics. Mexican authorities, with U.S. Government help, has initiated a good opium crop eradication program carried out in part by the Mexican Army. It also appears that France is now moving forward with increased enforcement resources.

Mr. Manopoli, C/OPS/VN - Question: Do we intend to develop intelligence for ourselves or for the indigenous countries? Mr. Buck - Answer: We must be working toward the long-term building a viable law enforcement capability.

Mr. Guth, PS/Philippines to Panel - Question: What is being done about undesirable "floaters" in foreign countries? Mr. Minnick - Answer: We do regard this as a serious problem. Mr. Williams - Answer: Where evidence is produced of a criminal act, the passport can be revoked. However, we must obtain a U.S. warrant before the passport can be pulled.

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Mr. Williams, Special Assistant for Narcotics, AID, to Mr. Buck - Question: What is statutory authority for Customs presence overseas. Mr. Buck - Answer: Customs presence overseas is by virtue of unilateral, bilateral or multilateral agreements.

Mr. Goin thanked the Panel and adjourned the meeting.

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October 16, 1971

OFFICE OF PUBLIC SAFETY EFFORTS IN VIETNAM:

Mr. Michael G. McCann, Director, Public Safety Directorate, Vietnam Operations, U.S. Agency for International Development

Environment: South Vietnam has a population of 17 million spread throughout the four regions and the capital area. Their efforts in national defense are handled by 1.1 million armed forces personnel, 1.5 million others involved in civil defense and a police force numbering 115,000.

The security threat in Vietnam ranges from full scale combat to terrorist activities. Efforts at controlling this situation have been hampered by the infiltration of the Viet Cong into the ranks of the civil security forces. The economy of this country is based on the war; prostitution, blackmarket and corruption were cited as some of the ills being experienced as a result.

While the number has since been reduced, in 1969 there were 500,000 U.S. troops dispersed throughout Vietnam, plus an additional 50,000 from other countries.

Police: In the late 1950s, the police and civil guard forces were strengthened due to the increase in insurgency. Soon thereafter, the force of 75,000 was greatly reduced by 54,000 who were transferred to the military. As a result of the coup during this period, and the low priority the new regime gave to developing the civil security force capabilities, U.S. Public Safety efforts and progress were minute.

In 1968, in view of the Paris talks, there was a surge of renewed interest in developing the civil police who would be expected to have the principal security role during the post-war period.

Today, as a result of the pacification efforts, the National Police has been expanding rapidly. As an example, 3 new police stations had been established each day for a period of 22 months.

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Narcotics Problem: The drug abuse problem is an American one. As a vice, there is no complaining victim, certainly not by the Vietnamese. The peddlers have no feeling or conscience toward selling narcotics. Drugs bring big money and are "hot" items, which the elders or young children sell as they would any other ware in demand. To the police, narcotics is another problem being added to other situations which they give higher priority - assassinations, attempts and kidnappings.

Evolution of the Problem: Opium has been illegal since 1919, although the French did permit its use. The use of opium is given no social significance by the Vietnamese, but rather is considered as "an old man's disease".

The problem began in 1965-1966 when marijuana, native to the country, was being repacked into cigarettes and sold by street vendors. There was no widespread use during this period. Amphetamines and the barbituarates were not widely used, although they could be purchased in the drug stores without prescription.

In early 1970, heroin or "red rock" was sold as cocaine. The explanation for this was the the Vietnamese did not have a word for heroin and hence called this drug "cocaine". The users soon became addicted. The U.S. troops were the big users, also some Thais. The Vietnamese were not interested.

In late 1970, the problem rose to critical proportions, as evidenced by the notoriety it received.

Public Safety Efforts: Public Safety efforts in narcotics began in 1966 and were reemphasized in 1967 when a narcotic working bureau was established. Since then, 974 investigators have been provided in-service training on narcotics. By 1970, every police course at all levels has included a subject on narcotics and over 25,000 police officers have been sensitized to the problem.

Present efforts have included the establishment of a Public Safety Narcotics Suppression Group, chaired by the Office of Public Safety. A coordinating committee was formed and includes representatives from interested agencies (USAID Public Health and Pharmacy, MACV, CORDS, JUSPAO and BNDD). Voluminous quantities of publications on certain of the drugs, namely, heroin, opium and marijuana have been printed and distributed in country, providing information for the first time to the police at the working or local level.

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Pertinent Vietnam Police Statistics on Narcotics: The following illustrates the increase and magnitude of the drug problem:

Arrests related to drugs: 1159 (1967) vs 5,156 (1971 - 9 mos.)
Opium seized: 1-lb. (1967) vs 942-lbs. (1971 - 9 mos.)
Bulk marijuana seized: 873-lbs. (1967) vs. 11,000-lbs. (1971-9 mos)
Marijuana plants destroyed: 504, 954 (1969)
Marijuana cigarettes seized: 160,468 (1971 - 9 mos.)
Heroin seized: 19-lbs. (1969) vs 236-lbs. (1971 - 9 mos.)
Barbiturates: 20,043 units seized (1971 - 9 mos.)
Amphetamines: 14,920 units seized (1970)

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OTHER ASSISTANCE EFFORTS

Lauren J. Goin, Chief Operations Division, Office of Public Safety, U.S. Agency for International Development

A general review of U.S. assistance efforts outside the Southeast Asia area was presented by Mr. Goin, followed with a briefing by Mr. Stan Guth, Chief Public Safety Officer on the narcotics program in the Philippines.

Middle East. In Pakistan the Mission has been looking at the problem and sees it as one of cultivation in West Pakistan, the area contiguous to Afghanistan. The emphasis as assessed by the Mission is in crop substitution with relatively minor input in the law enforcement side of the drug problem.

Africa. Little or nothing is being done in this region. There is little activity in Washington indicating concern about narcotics in Africa.

Latin America. The Office of Public Safety coordinated with the Latin America Bureau in a joint circular message (AIDTO Circ A-1543) asking each Mission to examine the narcotic problem and to estimate possible assistance by the U.S. The summary of the response follows:

Threat: (1) No threat to the interests of the local government - Bolivia, Colombia, Guyana and Uruguay: (2) Definite drug problem and threat to the interests of the local government - Costa Rica, Ecuador, El Salvador, Honduras, Jamaica, Nicaragua, Panama, Paraguay, Dominican Republic, Mexico.

Recommended Action: (1) To establish a BNDD office in-country - Bolivia, Ecuador, Paraguay, Peru.

(2) To increase public and official awareness through local and USIS efforts - Bolivia, Colombia, Costa Rica, Ecuador, El Salvador, Guyana, Nicaragua, Panama, Uruguay, Peru, Dominican Republic, Mexico.

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(3) To encourage assistance from and/or in collaboration with the U.N. - Bolivia, Costa Rica, Ecuador, Honduras, Mexico.

(4) To provide U.S. participant training and briefings (a) through TDY by BNDD officials - Honduras, Uruguay, Peru, Costa Rica; (b) through TDY by OPS - Colombia, Guyana; (c) through the IPA in the U.S. - Colombia, Costa Rica, Ecuador, Guyana, Uruguay, Honduras, Panama, Dominican Republic.

(5) To procure modern investigative equipment - Colombia, Guyana, Honduras.

(6) To expand the Public Safety program (a) through supervision and programming of narcotics enforcement projects - El Salvador Ecuador, Jamaica, Panama; (b) to include border/customs assistance, improvement of laboratory facilities, telecommunications and transportation - Colombia and Costa Rica.

(7) To assist through USAID Public Health projects to develop drug treatment and rehabilitation centers - Colombia and Panama.

(8) To provide joint liaison efforts between BNDD, the Host Country and AID/PS - Bolivia and Jamaica.

(9) Mission prefers to wait with concrete recommendations until after USAID CPSO returns from the drug conference in Washington - Costa Rica.

Philippines. At the Mission in Manila, the Chief Public Safety Officer is the Coordinator on Drug Abuse which was established in response to President Nixon's speech in June 1971 when he declared the drug traffic as Public Enemy No. 1. In this country, heroin addiction constitutes 541 cases out of 779 total addiction and morphine addiction in 108 cases.

The U.S. Mission efforts include a Task Force Commander, Watch Committee and various Working Committees in the fields of Drug Abuse Policy, Liaison/Legislation, Prevention/Education and Enforcement, in which all elements of the Mission participate. These groups meet each month and have initiated drug abuse programs at the U.S. bases at Clark and Subic.

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On the Filipino side there has been established an Inter-Organization Council on Drug Addiction in which the problem is studied and recommendations are made. A Narcotics Foundation of the Philippines has also been initiated to assist in solving the drug abuse problem.

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POSSIBLE INITIATIVES - DISCUSSION

Mr. John F. Manopoli, Chief, Vietnam Division, Office of Public Safety, Agency for International Development

Some initiatives toward developing narcotics law enforcement capabilities were taken years ago, when the U.S. entered into foreign police assistance. However, until this time this specialized criminal investigation aspect of host country civil police forces was not given high priority.

Today the priority for drug law enforcement must be met. Mr. Manopoli continued that we should not underestimate our role in the narcotics program, that we should not narrow the assistance to only narcotics law enforcement, but that we should continue in the overall development of the police institution to support narcotic enforcement services. A good criminal investigator can detect narcotics.

In regards to resources to carry out the narcotics program, they can be obtained. Proposals to this effect, where needed, should be made to the Mission and also submitted to OPS/W. The required equipment, training and technicians should not disrupt the normal police institution building program.

Mr. Manopoli requested four Chief Public Safety Officers to present the narcotics program in their respective countries.

1. Mr. Anthony Ruiz, CPSO/Bolivia, stated that in this country the coca leaves are chewed to delay hunger by the laborers. Growing coca leaves is legal in Bolivia, but their import into the surrounding countries is prohibited. Over the past three years, the number of factories has increased from 3 to about 45. It was added that one kilo of coca leaves will produce one half kilo of refined cocaine.

A survey of Bolivia narcotics law enforcement was conducted by the Office of Public Safety. This was followed with a specialized training course in which 12 Bolivian police officers were instructed in narcotics investigations. The unit is not yet entirely operational since the recent coup. However, they have made significant buys and seizures.

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2. Mr. Michael McCann, Director for Public Safety in Vietnam, again emphasized the approach of general institutional building and warns against specializing too much.

In Vietnam 12 advisors are assigned to this specialty area, including one who is a narcotics specialist. The group's objective is to develop the host government's resources and capabilities as quickly as possible and with realistic goals. Included must be an intelligence system to collect and review information and an adequate records/statistics system.

In closing, Mr. McCann expressed that we must take the initiative in this narcotics program and not wait for others to discover Public Safety's capabilities.

3. Mr. Stan Guth, Chief PSO/Philippines, commented on the public information aspect. The first question that should be asked is how to implement this mass public information program. He suggests that a study of the populace's habits should be made, as was accomplished in the Philippines. As a result, drug abuse information was disseminated via movie theaters, radio announcements, newspapers and magazines, the lending of drug films to appropriate groups, and the printing of brochures.

4. Mr. Ray Langren, CPSO/Laos, described PSD assistance in drafting legislation against drug abuse in Laos. From his experience, he strongly suggests that the nature of the existing law in-country ought to be checked to see if all drugs are covered; to note if addiction is considered to be a violation and if the law includes adequate provision for curbing narcotics trafficking.

October 18, 1971

SESSION

This day was devoted to workshops. The participants, in three groups, considered the following topics:

GROUP 1

1. What non-enforcement activities, which would probably involve community elements, should the police undertake to assist in dealing with the narcotics problem?

2. What are guidelines to accomplishment?

GROUP 11

1. How to apply OPS resources in furtherance of United States programs to eliminate narcotics and drug abuse problems domestically and internationally.

GROUP 111

1. What U.S. and Host Country resources are needed to prevent and cope with the growing problem of trafficking and use of narcotics?

2. Develop a model.

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OPS SEMINAR ON NARCOTICS

WORKSHOP GROUP NUMBER I

James L. McMahon, Chairman pro tem

Philip D. Batson, Chairman

Problem:

1. What non-enforcement activities, which would probably involve community elements, should the police undertake to assist in dealing with the narcotics problem?

2. What are guidelines to accomplishment?

INTRODUCTION

In trying to offer practical suggestions as to what non-enforcement activities should be assumed by the police in dealing with the narcotics problem, this workshop group made reasonable basic assumptions concerning the kind of government and police with which we are dealing as a model. A further assumption is that of maximum concern on the part of the Model Country with the narcotics problem so as to insure the greatest practicable initiative by the various government elements and the elements of the community at large. Needless to say, such a degree of motivation is rarely found and, even more, rarely sustained for long periods of time. However, it is felt that the assumption of maximum concern resulted in useful guidelines for police participation in countries where there are Public Safety programs.

BASIC ASSUMPTIONS

Our Model Country has a strong central government with the usual range of ministries at the national level such as Health & Welfare, Education, Defense, Interior (including police), and others providing the full range of services.

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The government also has an educational system, public information facilities, an Army and a Customs Department. It also has provincial and local governments but they are highly dependent upon the Central Government. It is assumed that there has been a decision at the top level of the national government based upon awareness of a national and local narcotics problem. The National Police have participated in the preparation of the decision, have been given the major role in narcotics enforcement and, in addition, are expected to have an important cooperative role in the various non-enforcement activities related to the government program. However, the other Ministries have their own primary functions in the program. It is the purpose of this discussion to determine which non-enforcement activities are appropriate for this kind of police organization and what lines of implementation should be followed.

The Workshop discussed at some length the logical limitations upon non-enforcement activity of the police in the narcotics field. It was agreed that the enforcement role is basic and should not be displaced or weakened by non-enforcement activity. It was considered important that, in order to maintain police credibility and acceptance, the police should act well within established expertise realizing that drug addiction has many ramifications and mysteries.

KINDS OF NON-ENFORCEMENT ACTIVITY

Within the limitations set out above, the Workshop suggests the following list of ten kinds of activity in which the National Police in the Model Country could participate effectively without sacrificing its law enforcement role:

1. The police should participate in the decision making process of the government for planning and implementation of narcotics control.

2. As a result of the above participation, the police should sharpen its capability in detection and reporting upon all aspects of the narcotics traffic.

3. The police should participate and be represented in various working committees set up by the government to resolve the narcotics problem, such as enforcement, education, medical, public information, judicial and legislative.

4. The police can participate through their medical facilities in a national treatment and rehabilitation program under the Minister of Health, particularly in remote or sparsely inhabited areas where there is no other government representation.

5. The police should assist in formulating narcotics control legislation.

6. The police should assist in disseminating approved educational material through public relations channels.

7. Police personnel should be trained appropriately to assist, as feasible, in orientation of the public on the question of narcotics.

8. The police should participate in discussions concerning integrity of government employees and the temptation of the narcotics traffic in corrupting government employees.

9. A role for the police in handling corrections as differentiated from enforcement is foreseen.

10. The police should participate at an international and regional level in the exchange of information and the development of programs in friendly border areas.

GUIDELINES FOR ACTION

It is assumed that where top level policy has been formulated to deal with the narcotics problems at the cabinet level with participation of the Director General of the National Police, then working committees are appointed under the Minister of the Interior with the various functional responsibilities such as legislation, public health, public information and other sectors.

The Director General will designate a Deputy Chief in charge of narcotics matters who will coordinate the enforcement activity under the operations division, and the non-enforcement activity which will occur mainly under the service divisions. He will do this through a special action group consisting of representatives of the divisions concerned, usually the same representatives who serve on the functional working committees in the Ministry of the Interior. This Special Narcotics Action Group (SNAG) should have the following membership:

1. Internal information representative - includes records and statistics, communications facilities, intelligence and reporting. A special program for expediting narcotics information and statistics would be required.

2. Public information representative - dissemination of approved educational materials, use of media, assignment of educational activity to police in absence of other means, handle contacts with community action groups. The police public information program would exploit existing police contacts and experience in community relations; would disseminate only those narcotics materials approved at the top coordinating level; and would be careful not to appropriate the main responsibility for public information.

3. Training - training selected corps of police personnel for low level narcotics education program in the field.

4. Medical representative - program to feed information, referrals, identify victims, and conduct some outpatient programs as "civic action" where other government facilities are not available.

5. Personnel representative - probably the Inspector General concerned with integrity of police personnel, and with interest in integrity of government employees in other departments.

6. Graphics representative - plan audiovisual aids and other graphic services. Make estimates of costs.

7. Legal representative - advise on legislation, jurisdictional matters, disposition of contraband narcotics and related problems where legal questions arise.

8. Administrative, Budget and Fiscal representative - advice and estimates of added costs, special funding, equipment needs, sustaining revenue.

9. Operations representative - coordination with enforcement activity, operational information, assistance with non-enforcement activity, especially in remote or frontier areas.

It should be stressed here that the representatives on the Special Narcotics Action Group should operate at the highest level of the police and have full authority to carry out decisions not only concerning those non-enforcement activities which should be carried out but concerning those which should not be carried out by the police. In the final analysis, the police will have the greatest impact upon the narcotics problem through effective law enforcement, complemented by those non-enforcement functions which do not require a large diversion of police resources.

Finally, the action group would have an important responsibility in submitting periodic evaluations of the program to the Minister of Interior, evaluations and recommendations not only related to the police effort, but concerning the overall effort.

WORKSHOP I

James L. McMahon, Chairman pro tem
Philip D. Batson, Permanent Chairman
John H. Doney, Recorder
Joseph J. Corr - Pakistan
Albert L. Bryant - Guyana
Andrew J. Best - Costa Rica
Andrew Gussie - Ecuador
Richard R. Martinez - El Salvador
Roy W. Driggers - Uruguay

OPS SEMINAR ON NARCOTICS

WORKSHOP GROUP NUMBER II

John A. Lindquist, Chairman pro tem

Michael G. McCann, Chairman

Problem:

How to apply OPS resources in furtherance of United States programs to eliminate narcotics and drug abuse problems domestically and internationally.

I. ASSUMPTIONS

A. Public Safety Advisor's existing counterpart relationship within countries where assigned offer the most direct, expeditious, and effective means to influence the establishment, or improvement of a pertinent narcotics and drug abuse law enforcement program by the force, or forces advised.

B. The International Police Academy has an established worldwide reputation for training foreign police officials. It has unique experience and capabilities in coordinating the presentations of diverse government agencies, universities and individuals in its programs.

C. The Technical Services Division, Office of Public Safety, has extensive, detailed experience relating to the practical, technological, and cultural problems inherent to commodity support aspects of law enforcement assistance programs.

II. DISCUSSION

President Nixon has stated in his message to Congress of June 17, 1971, that "the magnitude of the problem, the national and international implications of the problem reinforce the conclusion that coordination of this effort must take place at the highest levels of the Federal Government. The magnitude and the severity of the present threat will no longer permit a piecemeal and bureaucratically dispersed effort at drug control".

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The purpose of this paper is to spell out what resources OPS has and in our best judgment what would be needed in moving to an effective solution to the problem and to be responsive to the Presidential Directive.

The A.I.D. Administrator has charged the Office of Public Safety with Public Safety responsibilities through line and staff functions and OPS has been accorded the means of exercising these functions.

Public Safety Officers are the primary channel for A.I.D.'s relationship with other U.S. Government Agencies in overall Public Safety matters and our programs are coordinated with other agencies in programs with related objectives. Traditionally, the Director of OPS has served as the Chairman of an Interagency Police Group, which established a mechanism that enhanced coordination and cooperation. The key role of OPS in overseas Anti-Narcotic efforts should include:

(1) Keeping the host governments aware of the international problem and help them set up mechanisms for adequate enforcement of their laws in interdicting the movement of narcotics.

(2) Training of indigenous law enforcement personnel.

(3) Technical Assistance.

The International Police Academy of the Office of Public Safety is in a position to support the entire spectrum of USG-host government contacts related to the drug question. In furtherance of U.S. goals, and while assisting a foreign government to develop its capability to control its own drug problem, any overseas U.S. program or mission may call upon this Academy to perform a wide variety of manpower development, institution building functions. Existing programs of proven value are directed toward sensitization of trainees and participants, from the mid-level supervisor to those of ministerial rank.

While skill-building may be one special task of the Academy, its principal effect is a change of attitude among attending participants. Broadened perspectives and new awareness of how

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their country is a part of a community of nations affected by the narcotics problem serve to produce receptive officers within the host government.

The International Police Academy is unique in its coordination role. It is the only such entity in the United States; established and functional contacts with institutional resources throughout the country, and in fact throughout the world, are drawn upon to enable it to meet existing needs. The capacity exists to meet a diversity of needs yet undefined.

Programs currently offered can be adapted to any U.S. sponsored activity directed toward control of eith narcotics source or demand situations. Expansions of the scope of instruction can readily be built upon existing courses, be they general in approach or along the lines of the technical specialties.

The IPA has established capabilities for coordination of civil law enforcement training activities, and its capability to respond to the needs of cooperating countries with little delay has been demonstrated. Its successful use of seminars, in programs involving both foreign police officials and personnel of our own government, is unmatched.

Further, with regard to human resources, the multi-faceted counterpart relationship which Public Safety Advisors have established in their years of experience working with foreign police enables them to effectively communicate with senior leadership within the host government. Existing counterpart relationships are a most efficient means by which these governments may be influenced to develop meaningful narcotics law enforcement programs. Enhancement of these counterpart relationships will be a product of ongoing in-service training of all Public Safety Officers.

In summary, adequate mechanisms exist within the Office of Public Safety to develop or provide human resources to meet needs in connection with the worldwide narcotics control effort.

The OPS Technical Services Division's long years of experience and its accumulated knowledge in equipment procurement and utilization give it a unique capability to make a major contribution to the U.S. efforts in international narcotic suppression.

Some of the capabilities of this Division which already are in operation and can effectively be brought to bear on an immediate basis are:

1. Knowledge of applicable types of equipment and ongoing contacts with manufacturers and vendors.

2. Arrange procurement and shipment on an expedited basis.

3. Establish standards and specifications for procurement of commodities.

4. Tests and evaluation of equipment and collection of vital end use information such as operational problems, maintenance problems and any deficiencies arising which may hinder field performance.

5. Analysis and evaluation of field inspections, audits and end use checks, to be used as a basis for appropriate recommendations and follow up action.

6. Advise on appropriate types of equipment such as air surveillance craft, dogs, boats and electronic gear, etc.

7. Advise on cost effectiveness, environmental factors and experience gained in use of equipment.

8. Advise on maintenance requirements and on matters in the field requiring urgent attention.

9. Take prompt remedial action to correct field commodity problems.

10. Provide TDY technical specialists to support field needs on limited basis.

11. Provide technical training where needed for utilization of equipment.

III. RECOMMENDATIONS

1. Revitalize the Interagency Police Group, which repeatedly demonstrated its value in counterinsurgency matters, to focus on specific law enforcement problems considering the parochial interests of all concerned agencies and recommend coordinated actions to the executive.

2. Public Safety Advisors overseas should be fully utilized by the Ambassador and Country Team as a focal point for coordinating overall narcotics control efforts.

3. A regional fund should be established to allow the International Police Academy to serve the needs of all concerned countries of the world, utilizing the substantive inputs, the specialized skills and knowledge of the appropriate U.S. Government agencies.

4. The Interagency Subcommittee for Training should begin efforts to assure dissemination of information as to the capabilities of the Academy and to solicit participation of specialized law enforcement agencies in the development of narcotics training programs in response to determinations of training requirements.

5. Orientation and in-service training for Public Safety officers should include material to enable Generalists to better meet their new responsibilities in the narcotics control program.

6. TSD will advise on all equipment procurement and technical training requirements.

7. Appropriate Country Team elements should have available to them TSD expertise, commodity procurement, and technical training assistance.

8. TSD furnish on a continuing basis to all appropriate Country Team elements, vital information concerning equipment employed in the overall narcotics suppression effort.

WORKSHOP II

John A. Lindquist, Chairman pro tem
Michael G. McCann/Vietnam, Permanent Chairman
Arthur L. Russell/Honduras
Harold Caplan/Ghana
Donald J. Bennett/Tunisia
Robert L. Barnes/Brazil
Herbert O. Hardin/Guatemala
Gunther O. Wagner/Nicaragua
John P. Longan/Venezuela
Charles I. Leister/Congo

OPS SEMINAR ON NARCOTICS

WORKSHOP GROUP NUMBER III

John F. Manopoli, Chairman pro tem

Stanley W. Guth, Chairman

Problem:

1. What U.S. and Host Country resources are needed to prevent and cope with the growing problem of trafficking and use of narcotics?

2. Develop a model.

BASIC CONSIDERATIONS IN DEVELOPING THIS MODEL

1. THE PROBLEM

a. Develop a fictitious country with all problems of production of narcotics, international and internal trafficking, history of permissiveness of use and a lack of understanding of the problem.

b. Develop all possible aspects of U.S. assistance to police and other government institutions.

c. Develop all required activities by host country police and other government institutions, and their interrelationship to U.S. interests and assistance.

2. U.S. RESOURCES

U.S. resources are expressed in a Country Team Model utilizing a U.S. Mission Narcotics Control Coordinator who is the CPSA. Considerations include:

a. PSD program (addressed to police deficiencies)
b. USAID program (agriculture, health, etc.)
c. Embassy (development of new laws, CAS involvement)
d. USIS (communications media)
e. BNDD
f. Customs
g. MAAG or MILGROUP

3. HOST COUNTRY RESOURCES

Host Country resources are based on a mythical organization of San Martin with primary consideration being given to:

a. Police

(1) Narcotic Bureau - existent - nonexistent - capability

(2) Criminal investigation ability

(3) Marine Police

(4) Laboratory

(5) Equipment

(6) Training (is it included in basic courses, specialized courses, mobile teams?)

(7) Budget (identifiable item for narcotics control, including rewards system)

(8) Intelligence exchange, including other countries.

b. Customs

c. Immigration

d. Military

e. Education/Rehabilitation

f. Health

g. Agriculture

h. Information

i. Culture/youth/sports

j. Legislative bodies

k. Public/civic organizations

4. OTHER RESOURCES

Other resources, both from a proposed and established sense include consideration of:

a. Regional
b. U.N.
c. Other Donora (i.e., International Customs Coordinating Council, etc.)

5. MANNER OF PRESENTATION

The method of presentation will include a one-hour briefing with supplementary handout material to be delivered at a later date.

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DRUG ABUSE PREVENTION PROGRAM

REPUBLIC OF SAN MARTIN

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DRUG ABUSE PREVENTION PROJECT

I. Summary Description

The goal of this project is to develop a national awareness in the Republic of San Martin of the harm that can result from narcotics and drug abuse, to develop a nationwide preventive maintenance environment in which the problem in the Republic can be reduced and to deal effectively with production, trafficking and organization in the illicit drug area.

In recognition of a growing drug abuse problem, the Government of the Republic of San Martin (GOSM) should establish a Council on Drug Addiction to coordinate drug problems of the government. A high level government official should be appointed directly by the President to head this council.

The U.S. Mission has already established a Drug Abuse Prevention Committee to alert all official U.S. personnel to the dangers of drug use and to formulate programs for curbing abuse.

Because of widespread interest in drug problems in the United States, the Mission has prepared a project proposal designed to assist the GOSM to control the trafficking and misuse of drugs. Details of this proposal have not been formally discussed with the GOSM; however, liaison has been established with a high government official and it is believed the GOSM will be most receptive to developing a bilateral program.

We note, however, that there are no Mission funds or manpower allocation available for this program. Therefore, for it to go forward the Mission will require Washington approval for funding and personnel ceiling increases. Upon receipt of approval, Mission will further develop project plans with the GOSM including estimates of San Martin financial contributions.

It is hoped within a five-year period that the following will be accomplished: (1) a measurable reduction in drug abuse; (2) increased community awareness of the problem and participation in curbing drug abuse; (3) nationwide educational levels about the seriousness of this threat; (4) a treatment and rehabilitation program established; (5) progress toward development of a specialized law enforcement structure to deal with production, trafficking, sale and use of narcotics and dangerous drugs; (6) enhanced ability to control domestic production and international trafficking of drugs; and (7) revised legislation consistent with and necessary for the implementation of a national policy on drug abuse.

The U.S. Government will provide technical assistance, commodities, participant training and contract services (in-country training by U.S. personnel) as a contribution to this effort. Financial assistance for the project will be of a bilateral approach.

II. Setting

A. The Nation of San Martin

Geography: Land area is approximately 400,000 sq. miles and is approximately the size of the state of Texas. The nation is approximately 1,500 miles in length and 500 miles in breadth (see Annex 1: Sketch Map of San Martin).

The topography of the country is varied with hilly areas in the north along the border; a central plains with areas of thick jungle; swampy areas along the coast. On the eastern border is a stretch of arid land that is non-productive due to lack of irrigation; this desert border is shared with a friendly nation.

Climate: Generally sub-tropical with a six-week rainy season. There is a certain amount of seasonal change in the highlands.

Population: Approximately 30,000,000

There are 28,000,000 nationals and about two million aliens. The latter are composed of several ethnic groups, including some 150,000 immigrants from the communist nation to the north. Approximately 50,000 of these immigrants reside in Capital City.

There is an increasing migration of the population to the urban areas, particularly to Capital City, which has a population of 2,000,000. This increased urbanization has presented a variety of related sociological and economical problems, which directly affect law enforcement.

Government: (See Annex 2: Political Organization Chart) San Martin has a democratic form of government headed by a president who is elected by popular vote every four years. Legislative power is constitutionally delegated to the National Assembly composed of 200 Senators and Deputies, also elected by popular vote. Constitutionally, extensive power is vested in the Executive Office,

although the National Assembly may veto a presidential decision by a two-thirds vote. The President appoints a cabinet of ministers for the following ministries: Justice, Defense, Treasury, Interior, and External Affairs. There are five provinces which are administered by elected governors responsible to the President.

The government is generally stable and popular, but a degree of unrest has been created by subversive elements who have capitalized on certain economic and political factors. This has been especially true among the college students and industrial workers.

Politics: The country has two major political parties which are the National Liberty Party (NLP) and the Peoples Popular Party (PPP). The NLP is currently the party in power. Subversive elements from the neighboring hostile state have infiltrated the opposition party (PPP), which is vigorously campaigning against the party in power.

The party in power is sincerely attempting to institute reforms and economic prosperity via constitutional means but the opposition has created a mood of unrest among certain segments of the society. Subversive elements have fostered and inflated this mood among the lower socio-economic groups through clever propaganda, and the exploiting of government mistakes, or necessary slowness in certain reforms. There are also splinter groups which represent all shades of the political spectrum. Several of the splinter parties have been so dominated by subversive penetration that they have lost all measure of independence and are the tools of the subversive elements.

External Threat: From the capital of the communist nation, a powerful radio station broadcasts a barrage of propaganda against the GOSM. In the mountainous border region, there is a portable communist radio transmitter which broadcasts to the rural areas and calls itself "Radio Free San Martin." A small group of exiles has proclaimed a "Free San Martin Government-in-Exile," and is attempting to establish a base in the mountains along the border. The group is highly organized in the production of opium crops.

Banditry and acts of terrorism are increasing on the border of the communist nation. The communists have conducted troop movements and military exercises on the

border during periods of tension. As of yet, there have been no military clashes. There have been overflights which the GOSM has vigorously protested. The situation between the countries can be best described as potentially explosive.

Economy: Generally, the economy is agrarian with crops applicable to the climate. Fishing is San Martin's second largest industry. A lively import-export business is developing due to the fine port facilities of Capital City and the rather extensive rail industrial complex in Capital City with its oil refineries and vehicle assembly plant. Also, light manufacturing is on the increase. Approximately 65% of the opium production is illicit and 50% of this production is exported.

Though the economy is rising, there is considerable unemployment among the untrained and unschooled lower socio-economic class. The economy is in a state of flux as the nation becomes more industrialized. Due to the trend toward urbanization, there is an excess of unemployed, unskilled labor in the cities. The problem is especially acute in Capital City. The growth of industrialization, though rapid, has not been expansive enough to absorb the numbers of rural migrants.

Transportation: San Martin has a fairly extensive standard gauge railway system linking the capital to the four other provincial capitals.

The road network is varied. The five main population centers, Capital City in particular, have paved roads in the commercial and industrial sections. In the rural and lower socio-economic areas, there are cobblestone and/or dirt roads; the majority of these are unpassable during the rainy season. In the developing districts, most streets are in reality merely alleys capable of accommodating only foot and animal traffic. A freeway is currently under construction from Capital City to the border, but, at present, is only completed to a point some two miles north of the city line.

There are approximately 1,000,000 vehicles in the country with the bulk in the Capital City area.

There are several rivers which are navigable for shallow draft vessels to the inland towns.

A passenger-cargo airline equipped with DC-3's and smaller aircraft operates within the country and the neighboring states. There are numerous registered and unregistered airstrips throughout the country.

Points of Entry: (See Annex 1: Sketch Map of San Martin.)

1. Main harbor (Capital City)
2. International Airport (Capital City), serviced by several international airlines
3. East border immigration and customs post
4. North border immigration and customs post

Communications: State owned public telephone and telegraph system with 70% coverage of the territory. A radio network exists between the Capital, four towns, and two border posts. In Capital City, a small television station has been completed recently.

Health: Rural clinics are scattered throughout the country. A large state hospital is located in the capital. There are also small hospitals in each of the four main towns. Main endemic diseases are malaria and intestinal parasites.

Education: The illiteracy rate is 40%. The government is currently involved in a crash program to eliminate illiteracy. Both the Army and the rural police are being utilized in literacy programs.

There is a rural school system which goes to the sixth grade. In the population centers there are high schools. The National University in the capital has approximately 40,000 students. It has graduate schools in law, engineering, public administration and medicine.

Law Enforcement: (See Annex 3: National Police Organization Chart.) The National Police handle the majority of the nation's law enforcement. The immigration unit, railways, harbor and waterways, and airport all fall under the jurisdiction of the National Police in regard to law enforcement and security. The Regional Police have law enforcement jurisdiction within the boundaries of their respective regions which coincide with the provincial boundaries.

The Regional Police Commanders have the duty to coordinate activities with the respective provincial governors. The National Police Commander retains command and operations control over the Regional Police. An integral part of the National Police is the Metropolitan Police which has jurisdiction in the capital.

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There is a close liaison between the National Police and the National Intelligence Agency (NIA). The NIA handles all political intelligence, both interior and exterior.

Military: There is a small, well-equipped Army, the bulk of which is stationed along the northern border facing the hostile nation. There is a military camp outside Capital City which acts as the Army Headquarters. A battalion of tanks and a battalion of armored infantry are permanently stationed here with other supporting units.

The Navy consists of a small coast defense force with the largest craft being four WW II destroyers.

The air force has one squadron of jet fighters plus several squadrons of propellor craft including twin engine light bombers. The majority of air force units are stationed in a separate area of the International Airport outside Capital City. There are several other small fields scattered throughout the country which are utilized by the military and the state airlines.

B. The Drug Abuse Problem in San Martin

1. Production - The opium poppy is grown in the country. Eight hundred tons of opium are produced each year.

Marijuana is also grown in the country. It is of high quality and is a major illicit export item.

A large number of clandestine laboratories are operational in the country. Heroin laboratories are scattered throughout the country. Good quality (90 to 95% pure) heroin is produced.

2. Trafficking - A well organized syndicate is functioning in the country. Heroin, marijuana, amphetamines and barbiturates are readily available.

A major worldwide syndicate is operational, contributing greatly to the flow of narcotics especially into the United States and to U.S. military forces stationed in San Martin.

3. Use - The country has 300,000 heroin addicts. Addiction is increasing rapidly.

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4. Host Country Problems - The present laws are inadequate to cope with the problem of production, trafficking and use of narcotics and dangerous drugs. The present statute was promulgated in 1930 and fails to cover most dangerous drugs and any psychedelic drugs.

The law enforcement agencies of the country have had little training in narcotic investigation. Laboratory facilities are non-existent. There is no exchange of information with other countries.

The government has made only limited efforts to educate the populace on the dangers of drug abuse.

The government has only limited facilities to treat and rehabilitate the addict.

III. Strategy

This project aims to help the GOSM control (1) its own narcotic or dangerous drug threat and (2) illegal international narcotic trafficking. To achieve these objectives a program will be developed covering five major areas, as follows:

A. Prevention and Education

Goal: To develop within the community setting an awareness of the dangers of narcotics and dangerous drugs. Civil, education and law enforcement groups will be encouraged to form a coordinated and intensive effort to inform and educate the public concerning these problems.

B. Enforcement, Intelligence and Training

Goal: To develop within the narcotic enforcement community a cadre specializing in the techniques of the enforcement of drug laws and the collection of intelligence information, its use and coordination. It will also provide basic knowledge of narcotic enforcement techniques to all enforcement personnel. It is hoped that through this program there will be an increase in the number of arrests associated with the drug problem.

C. Treatment and Rehabilitation

Goal: To establish expansion of facilities specializing in the treatment of persons addicted to narcotics and dangerous drugs. To rehabilitate these people and bring them into meaningful employment and use in their communities.

D. Legislation

Goal: To establish through legislation or Executive Order a nationwide system for the control and distribution of narcotics and

dangerous drugs through legitimate channels. Also, enactment of appropriate legislation dealing with production, use and trafficking of narcotics and dangerous drugs not now codified, not carrying sufficiently harsh penalties to deter drug trafficking or not consistent with treaty provisions or international comity.

E. Production Control

Goal: To control the legal production of opium and to eliminate its illegal production together with marijuana production.

IV. Courses of Action

In San Martin, relatively little is known about the extent of drug-associated problems. Growing urbanization, cultural changes in family relationships and increased exposure to the drug culture have heightened society's susceptibility to the use of drugs and poses a potentially severe problem unless prevention measures are taken now.

The proposed program will be focused in five inter-related areas, each of which requires substantial research for establishing base line data. It is anticipated that project personnel will develop such data concurrent with the evolution of project activities described below. U.S. advisory assistance will be ranged in all five areas concurrently in helping the San Martin counterparts develop, carry out and evaluate their programs.

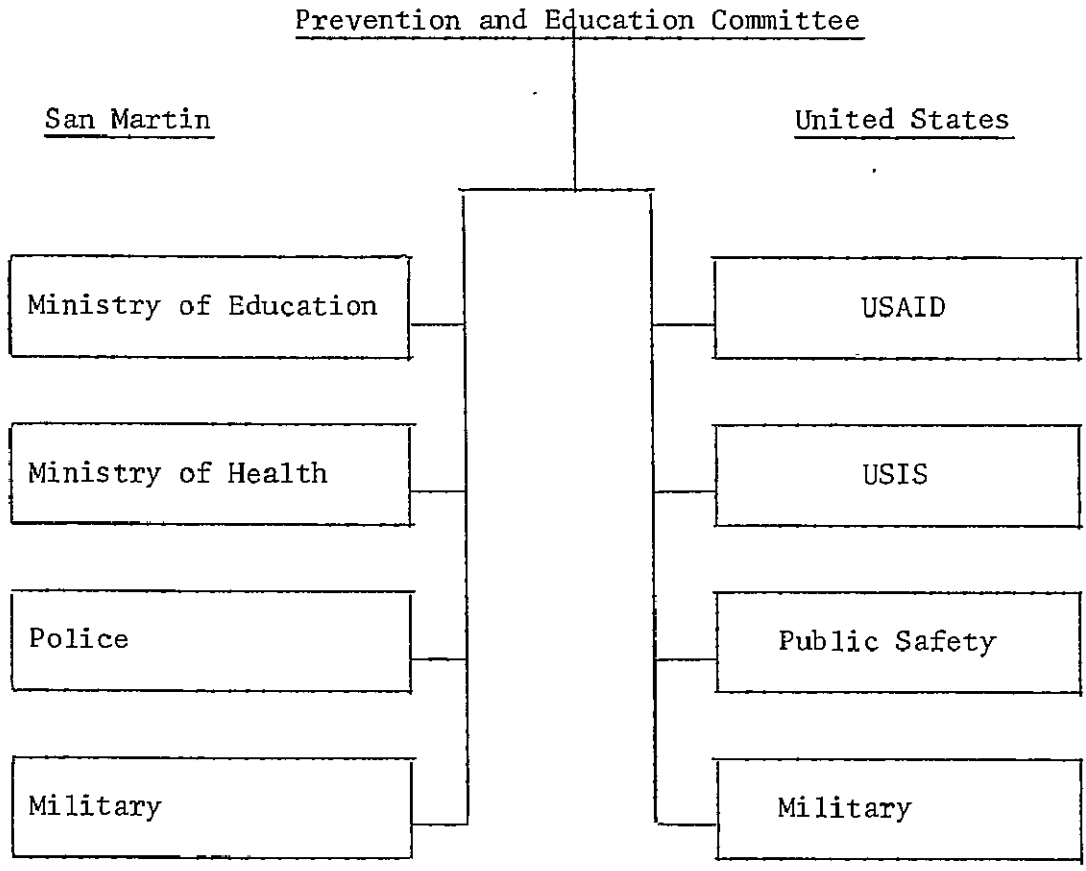
A. Prevention and Education

Situation: Government officials are extremely cooperative with U.S. officials in matters pertaining to international drug traffic. However, local authorities generally do not view the use of or traffic in hard drugs as a threat to their country's own interests, even though close to 300,000 addicts exist in the country. The rapid increase in the use of soft drugs has awakened a few members of the medical and educational professions, as well as a few police officials, to the threat; however, the number so awakened is far more outnumbered by the smugglers, traffickers, producers, etc., and corrupt officials who view the traffic in drugs as a source of revenue, especially a source of foreign exchange.

There is a general lack of public awareness concerning the drug problem as it affects San Martin at this time and the potential problem for the future.

Goal: To develop within the community setting an awareness of the dangers of narcotics and dangerous drugs. Civil, education and law enforcement groups will be encouraged to form a coordinated and intensive effort to inform and educate the public concerning these problems.

Courses of Action: First, the government officials must be made aware of the seriousness of the worldwide problem and the growing problem in San Martin. The active cooperation of leaders in the San Martin government must be enlisted in efforts to educate the general public and especially the youth as to the inherent dangers in drug abuse. This could be accomplished through the use of various media and special education programs in grade school, high school and college supported by U.S. agencies. A joint San Martin/U.S. Drug Prevention and Education Committee could be organized as follows:



Research studies by independent groups could be financed by various U.S. agencies and/or international foundations to determine the effects on the society, methods of treatment offered addicts, and effectiveness of drug control under existing laws. The results of such research by the local organizations themselves could be publicized to increase the awareness of both the general public and government officials.

It is believed that the major responsibility will fall under the Ministry of Education and the Ministry of Health for development of the educational program on narcotics and drug abuse. The ministries will maintain liaison with other governmental and prevention agencies using their

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expertise as may be appropriate in the development of the program. The overall thrust should have both short and long range goals.

These ministries will also be responsible for organizing a central office on narcotic and drug abuse information.

1. The educational program will utilize the various media (television, radio, newspaper) to disseminate information concerning the drug abuse problem throughout the country.

2. The Ministries will develop, in conjunction with the police and the military, a program for Public Relations/Community Relations officers of both units.

3. The Ministries will develop a program and hold seminars to educate teachers and police and military officials on how to implement the various programs.

4. The Ministries will prepare and develop a program for narcotic and drug information.

The overall general plan could be as follows:

1. School

   a. Determine the nature of the problem and the terms of needs

   b. Background data or information required for a drug program

   c. Program philosophy of narcotic and drug education

      - Age or grade to start program

   d. Educational approached for drug prevention program

      - What can be done at home?
      - What can be done at school?
      - What can be done in the community?

   e. Objectives of drug education

      - School administration
      - School teacher
      - Teacher relationships with their students
      - Objectives in terms of parent and community relationships.

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f. Law enforcement and school cooperation and relationships

g. Narcotics and drug prevention courses of study

- Suggestions for the elementary through junior high schools
- High School
- College level

2. Teacher

a. Teachers training program in Narcotics and Drug Abuse Prevention

3. Program Supporting Materials and Resources

a. Type of pamphlets and written materials to include all levels of education.

- Handout materials, posters, etc.

b. Films and slides to be used

- Must be reviewed

c. Resource persons

- Medical doctors
- U.S. Armed Forces - bases located in country
- BNDD personnel, military, etc.
- Psychiatrist
- Ex-drug abusers
- Local San Martin government officials

4. Parents

a. Program to educate the parents

- Through school
- Through the military bases
- Through private organizations
- Through community groups

b. Develop parent interest seminars

- Students/Parents seminars
- Mix seminars involving resource people, such as doctors, ex-addicts, police officials,etc.

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5. Community Activities

   a. Role private and civil organizations should play in their responsibility.

   b. What responsibilities should government take, such as Ministry of Health, Ministry of Education and law enforcement agencies?

   c. What type of activities should be developed for the youth?

   d. Are strong youth activities a preventive to drug abuse?

6. Media

   a. Role to be played by the news media

      - Newspapers
      - Radio
      - Television

7. U.S. Support

   a. Provide San Martin agencies with films and other visual aids.

   b. Provide educational material for school system - grade school through college.

   c. Provide resource data for civil action programs. Consider data for:

      - Schools
      - Churches
      - Businesses
      - Civic groups
      - Government

        - Department of Health
        - Department of Education
        - Law enforcement agencies.

   d. Support and provide resource material for seminars

      - Consider the possibility of organizing a regional conference to be hosted by the GOSM.

   e. Provide current data on the drug problem to San Martin news sources.

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f. Provide clipping service of U.S. newspapers, magazines and periodicals; make appropriate information available to San Martin agencies.

g. Develop a monthly kit of publications, brochures, handouts for distribution to the appropriate San Martin agencies.

h. Bring prominent U.S. experts to San Martin to meet and assist appropriate agencies.

i. Maintain close liaison with counterpart national prevention and educational committees to assure maximum coordination and cooperation.

j. Research continually current U.S. and world data.

B. Enforcement, Intelligence and Training

1. Situation: The police force in the country of San Martin consists of approximately 50,000 men organized in the traditional para-military sense and has limited capabilities in the field of criminal investigation and crime control. Approximately 2,000 men are assigned to criminal investigative tasks with 20 officers assigned to a specialized internal investigative unit.

Customs personnel are present at all ports of entry but exercise little control over border areas and inland waterways. An intelligence unit consisting of 50 men operates from major urban areas and deals principally with political intelligence. An INTERPOL office exists in San Martin but insufficient utilization is made of INTERPOL facilities.

2. Narcotics Problem: The narcotic problem in San Martin is multi-dimensional and consists of the following:

a. Production of opium, morphine, heroin and marijuana in large quantities

b. Transshipment of narcotics utilizing the country of San Martin as a funnel for international drug trafficking.

c. The internal consumption of narcotics has reached formidable proportions with the addict population reaching 300,000 and several deaths occurring regularly as a result of narcotics overdose.

A good quality of heroin, marijuana and hashish can be readily obtained at low prices on the local market. Cultivation of opium and marijuana is accomplished in the rural areas, some of which are largely inaccessible,

and processed in laboratories located principally in two major cities which are separated by a distance of approximately 500 miles. San Martin serves as a center for commerce and is geographically located between Country W and Country Y; both utilize the excellent harbor and port facilities of San Martin. One large international airport services the country.

3. U.S. Interests and Objectives: The United States objective is to assist the country of San Martin to effectively use its own resources to deal with the narcotic problem in all its aspects and within the context of U.S. interests. The resources available to the police of San Martin include several small sea vessels used for patrolling the coast line. Additional water patrols are conducted by San Martin Navy in areas outside a 15-mile limit from the shoreline. The resources of the San Martin Navy are generally available to assist the police and consist of LCM's, minesweepers and an old destroyer. The police do not have an Air Arm but can obtain assistance from the armed forces for a limited amount of air transport. U.S. resources available to assist the country of San Martin include Public Safety program assistance, BNDD representatives, U.S. Customs Advisors and other concerned agencies.

4. Desired Results or OUTPUTS (in terms of U.S. assistance)

Establishment of a specialized Investigative Division capable of investigating all narcotics violations and international drug traffic in San Martin.

5. INPUT Requirements (BNDD, Customs, Public Safety)

Input 1: In-country training in narcotics enforcement in basic and in-service training programs; specialized training for narcotics investigations and enforcement units training for Customs and Border Control personnel; U.S. and third country participant training for senior officers, to be implemented and coordinated by the Public Safety program with the assistance of the U.S. BNDD and U.S. Customs Service.

Output 1: Training of all host country personnel involved in narcotic enforcement and control to be accomplished within a two-year period or sooner.

Input 2: Advisory, commodity assistance and training to be provided by Public Safety Advisors in conjunction with BNDD officers to establish the Special Investigations Division in narcotics and to fulfill criminalistic requirements.

Output 2: Develop and reorganize the resources of the San Martin Intelligence Agencies for the purpose of obtaining, collating and disseminating information on narcotics production, trafficking and other violations of drug laws.

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Input 3: Provide the technical assistance necessary to organize, train and equip the Intelligence Agencies of San Martin.

Output 3: Establishment of a Task Force oriented operational group consisting of U.S. BNDD and host country narcotics investigations officers for a period of one year.

Input 4: Two U.S. BNDD officers to furnish operational advice to host country narcotic investigation units and to carry out principal liaison functions in all matters dealing with narcotics.

Output 4: Border Control and Customs units will be expanded,provided additional personnel and trained to identify drugs and other narcotic substances being smuggled into the country.

Input 5: Provide technical assistance, commodity support and training in Customs matters, drug identification and border control procedures.

C. Treatment and Rehabilitation

Situation: The country has 300,000 heroin addicts and addiction is spreading rapidly.

The Ministry of Public Health maintains stations in each city of over 25,000 population with six stations in the capital city. However, these stations are inadequately staffed and very few employees have expertise in the treatment of addicts. The budget of the ministry is not sufficient to allow expansion of personnel and facilities.

Very few schools provide vocational training.

USAID provides advisory and commodity support to the Ministries of Health and Education.

Goal: To establish expansion of facilities specializing in the treatment of persons addicted to narcotics and dangerous drugs and to rehabilitate these people,bringing them into meaningful employment and use in their communities.

Courses of Action:

1. A Committee for Treatment and Rehabilitation should be created with representatives from the Ministries of Labor, Health and Education, the Medical Association, existing social agencies, the National Police, USAID/Public Health and USAID/Education to develop

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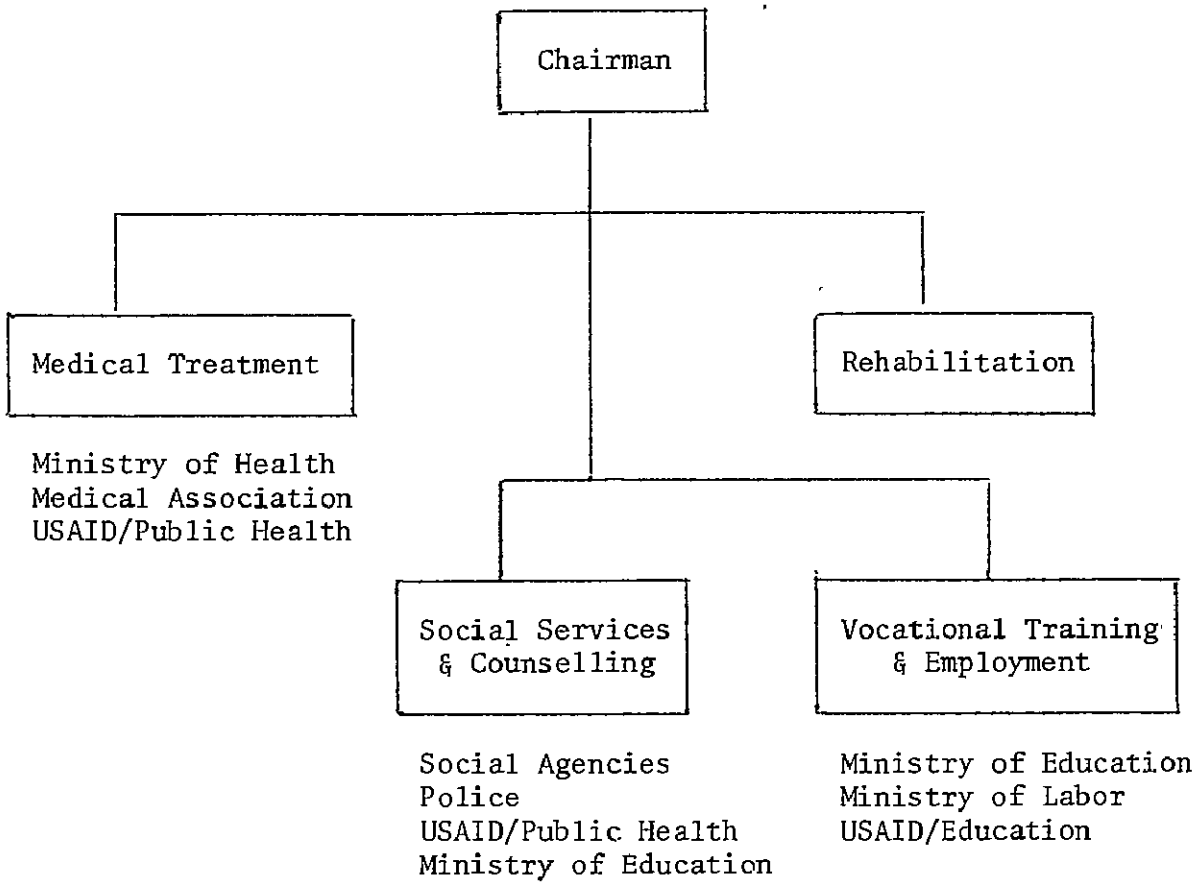
systems of treatment and to provide rehabilitation through training and vocational guidance and to coordinate the effort in these fields.

COMMITTEE FOR TREATMENT AND REHABILITATION



2. A request should be made by the host government for a United Nations rehabilitation program.

3. USAID should assign qualified personnel on TDY basis to develop with the Ministry of Health an interim treating and rehabilitation program and plan long range assistance. Also, establish three new positions in USAID/PH, one an M.D. and two social workers/rehabilitation.

4. Since addicts are generally identified as such when arrested, Public Safety will assist police agencies in the development of initial humane treatment.

5. USAID should provide minimal budget to allow procurement of drugs, supplies and equipment required for addict treatment and rehabilitation

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D. Legislation

Situation: Existing laws governing the control of narcotic drugs in general within the GOSM are antiquated and need to be bolstered by supplemental legislation. In keeping with the spirit of the Presidential Decree of June 17, 1971, it is mandatory that immediate steps be taken to bring about required initiative to curb the production, trafficking and use of illicit narcotic drugs. The political climate within San Martin and the current structure of its legislative bodies are such that enactment of appropriate legislation can be reasonable assured.

Goals: By diplomatic means and application of political pressures, induce the government of San Martin to enact immediate emergency legislation to cope with the existing narcotics problem.

Courses of Action:

1. That the GOSM become a signatory to the Single Convention on Narcotic Drugs, 1971, as amended.

2. That the GOSM ban forthwith

   a. The illegal cultivation of the opium poppy and illegal manufacture of its opiate derivatives.

   b. The cultivation of coca leaves and illegal manufacture of cocaine.

   c. The cultivation of cannabis sativa in all of its forms.

   d. The manufacture and export of synthetic psychotropic and hallucinogenic drugs.

3. That the GOSM expressly forbid the illegal human consumption of narcotic drugs in any form and provide for punishment of violators.

4. That the GOSM provide for the death sentence for any person or persons convicted in connection with narcotics production or trafficking, both internal and international.

5. That the GOSM be encouraged to enlist its total enforcement resources to ensure fulfillment of the legislation concerned.

E. Production Control

Situation: The production of the opium poppy and marijuana is extensive throughout the country. San Martin makes a major contribution to the illicit heroin production of the world.

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Goal: To control the cultivation of the opium poppy, thereby reducing the illicit production of opium, morphine and heroin.

Courses of Action: The two substances produced, opium and marijuana, have different legal status, requiring different approaches to action. Marijuana is completely prohibited; therefore, its production cannot be tolerated. Opium, on the other hand, has legitimate medical uses. Consequently, an authorized level of production has to be established with actions to control the crop and to eliminate production beyond the authorized level.

Three basic areas require attention: developing knowledge of the existing situation, establishing controls over the legitimate production of opium, and changing the production situation.

Adequate information has to be developed on the current production situation, including levels, locations, and producers. This information, in large part, will require aerial survey activity. Producers should also be required to declare their activity. Since marijuana is forbidden, obviously producers will not acknowledge their activity. Reporting will also be obtained from the National Police throughout the growing areas, as well as civil administrators and agricultural administration personnel.

Information on the actual level of opium production is compared with the authorized legal production level established by the United Nations to determine what amount of production needs to be eliminated.

Control mechanisms must be established to provide authorizations for specific persons to grow specific quantities in specific locations. These permits will be issued by an Opium Authority established by law which will have a staff of inspectors to determine compliance and illicit production. This will also be a responsibility of local National Police personnel. Appropriate legislation is required, with diplomatic support as necessary.

The Opium Authority will purchase all legally produced opium. It will also receive all seized opium. All exports and local medicinal sale will be handled by the Opium Authority. Appropriate checks will be carried out by the Customs and the Ministry of Health. Constant effort will be made by the police to prevent purchase from growers by anyone other than the Opium Authority.

Changes will involve the elimination of marijuana production and of illicit opium production. An education and propaganda campaign will be carried out by the Ministry of Information (assisted by USIS) in cooperation with the Opium Authority and the National Police. Research toward crop substitution will be carried out by the Ministry of Agri-

culture and USAID/Agriculture, with substitution activities to be carried out as soon as feasible.

In the interim, pre-emptive buying of illicit opium for one year should be considered. This would require U.S. funding assistance. Thereafter, an Opium Bank, similar to the U.S. Soil Bank, should be instituted. This would pay farmers for not growing opium until effective crop substitution could be instituted.

Destruction of all marijuana cultivation would be instituted immediately by the National Police with troops to assist. Illicit opium would also be destroyed if not presented for pre-emptive buying during the first year. Thereafter, all illicit opium cultivation would be destroyed, and those responsible would be arrested.

ACTION:	HOST COUNTRY	UNITED STATES	UNITED NATIONS
Existing Situation			
1. Develop Information	Require production declaration Police/Civil Administration	Advise and provide ground and air survey support	-
2. Determine Authorized Legal Level	Take Administrative or Legislative Action	Support action	Provide Level
Establishing Controls			
1. Establish Opium Authority	Pass legislation	Support action	-
2. Issue permits	By Opium Authority	Agriculture and PSD technical assistance	-
3. Inspect for Compliance	Opium Authority and Police	Advise; provide air support	-
4. Purchase crop	By police to prevent outsiders from purchasing	Observe	-
5. Sales, Exports	Checked by Police and Customs	Observe; advise Police, Customs	-

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ACTION:	HOST COUNTRY	UNITED STATES	UNITED NATIONS
Establishing Changes			
1. Educational campaign for transition	Ministry of Information, Opium Authority, Police	USIS, Media Technical assistance	Technical Assistance
2. Crop substitution	Ministry of Agriculture	USAID/Agriculture	FAO
3. Substitution	Legislation, Ministry of Agriculture	Funding, Diplomatic Support	FAO
4. Pre-Emptive Buying (one year)	Opium Authority Legislation	Funding Diplomatic Support	-
5. Establish Opium Bank	Opium Authority Legislation	Funding Diplomatic Support	-
6. Destruction of illicit crops, Arrest of growers	Police Army	Equipment, PSD advice, MAAG support	-

V. U.S. Technical Assistance Required

A. Personnel Requirements

USAID will provide technical assistance, both direct hire and PASA, to facilitate the in-country program. U.S. advisors will also assist in developing motion picture and slide presentations for the program and will act as instructors in various training courses. Commodity assistance will be programmed to meet specific operational requirements.

B. Participant Training

The following table represents the number of persons planned for participant training for the life of the project. Approximately half are for enforcement programs and the other half for treatment and rehabilitation efforts.

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PARTICIPANT TRAINING
FY 72-76

Type of Training	Total	FY 72	FY 73	FY 74	FY 75	FY 76
Total Training	101	22	27	22	18	12
BNDD	20	5	5	3	5	2
IPA	19	5	5	2	5	2
Bureau of Customs	14	5	3	2	2	2
Laboratory	2	5				
Social Work	19	2	4	5	2	3
Vocational Rehabilitation	14	5	5	5	2	2
Medical Rehab. Treatment	10		5	5		
Nurse Rehab. Treatment	3				2	1

C. Commodity Support

The following table lists the financing requirement for major commodity items for the life of the project:

COMMODITIES
FY 72-76 ($000)

Items	Total	FY 72	FY 73	FY 74	FY 75	FY 76
TOTAL	1,150	250	300	300	200	100
Vehicles	150	50	70	30	-	-
Enforcement Equipment	23	5	10	5	3	-
Narcotic Testing Equipment	38	5	8	10	10	5
Laboratory Equipment	52	25	10	7	5	5
Police Dogs	11	3	4	4	-	-
Office Equipment	14	4	4	3	3	-
Hospital Equipment	160	20	50	60	20	10
Educational Materials (including audio/visual aids)	702	138	144	181	159	80

D. Project Funding

The following table indicates the funding requirement for the life of the project:

FUNDING
FY 72-76 ($000)

Item/Year	Total	FY 72	FY 73	FY 74	FY 75	FY 76
TOTAL	1,850	385	455	455	350	205
Commodities	1,150	250	300	300	200	100
Participants	265	60	70	55	50	30
Technicians (Direct Hire and PASA)	435	75	85	100	100	75

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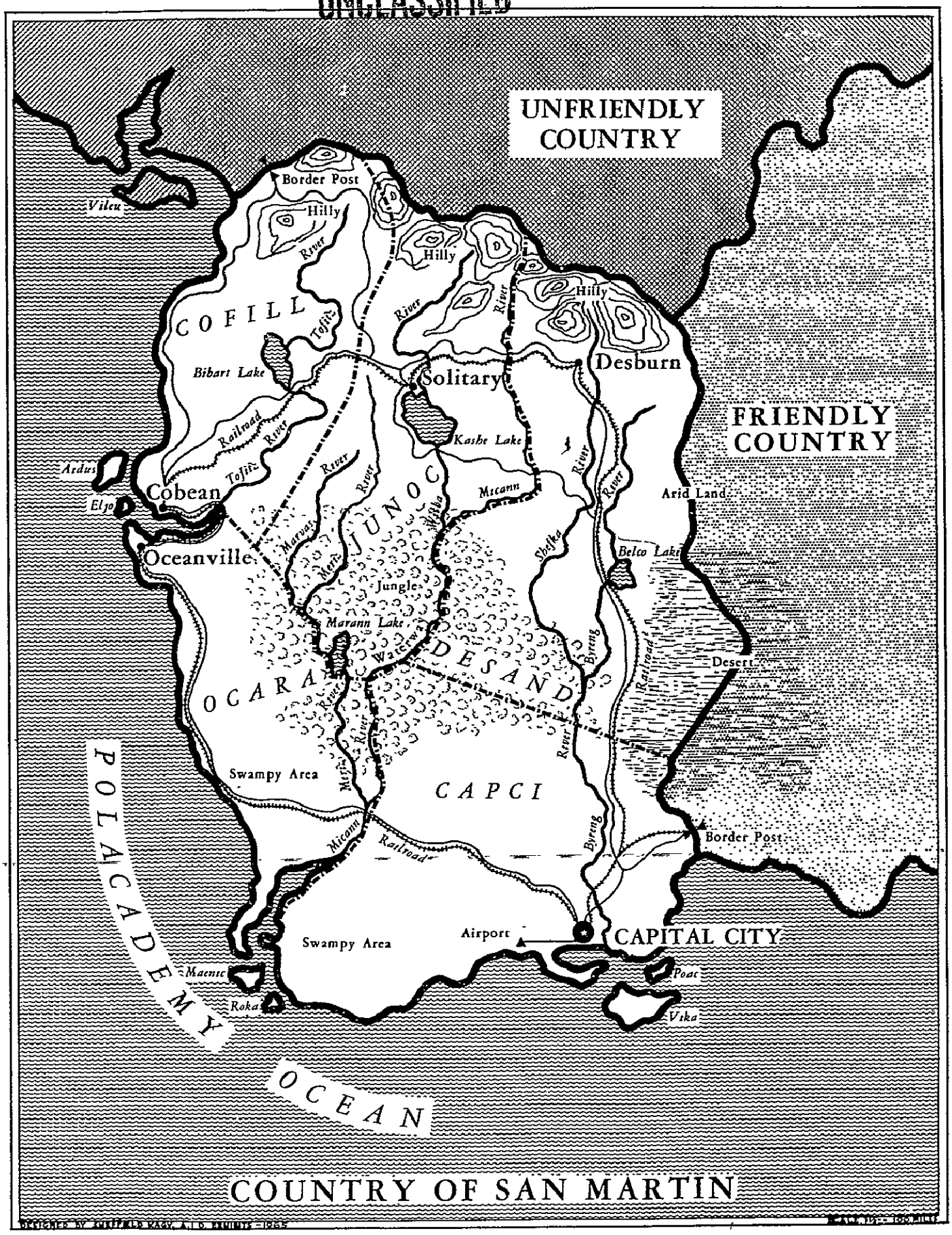

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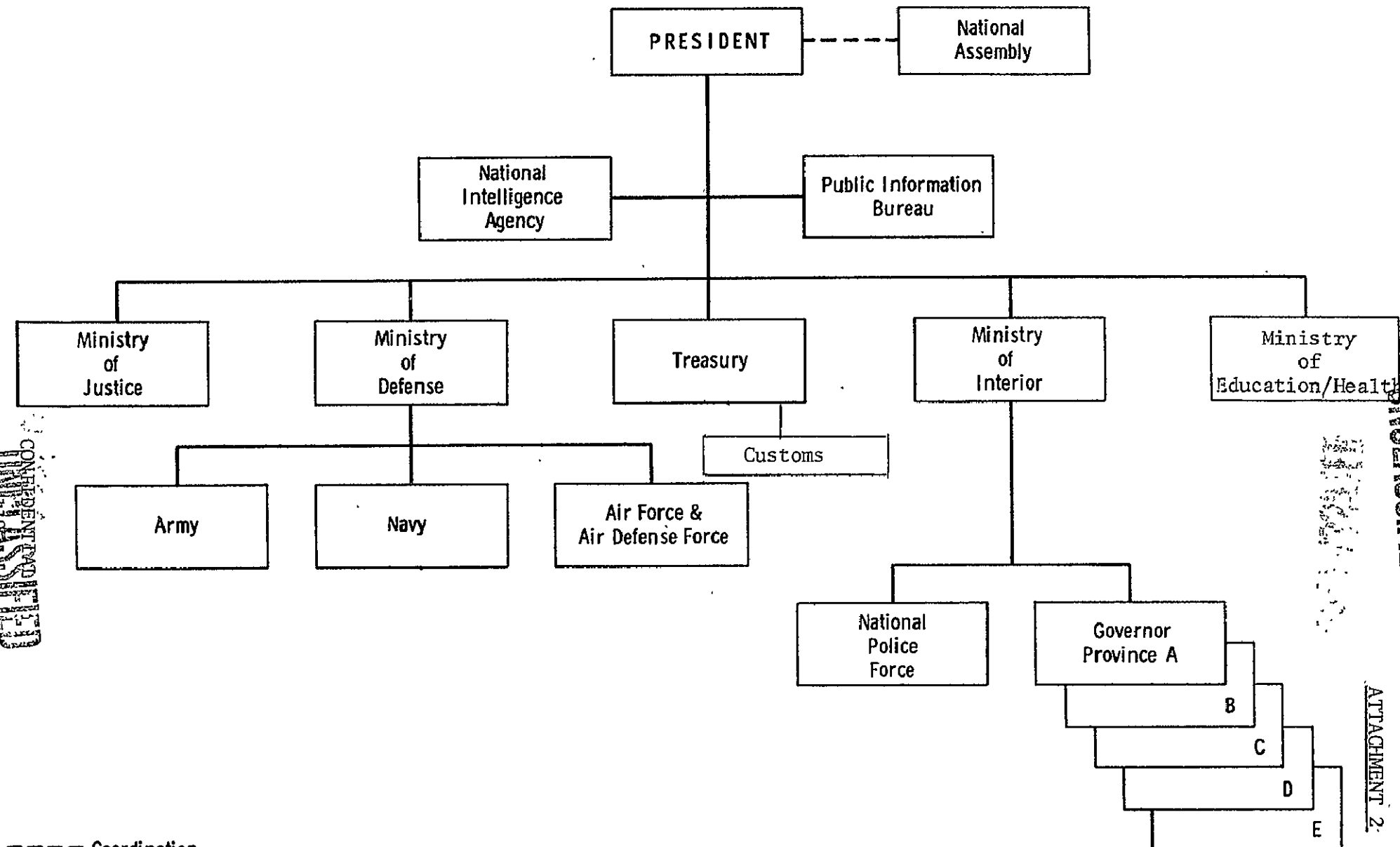
POLITICAL ORGANIZATION



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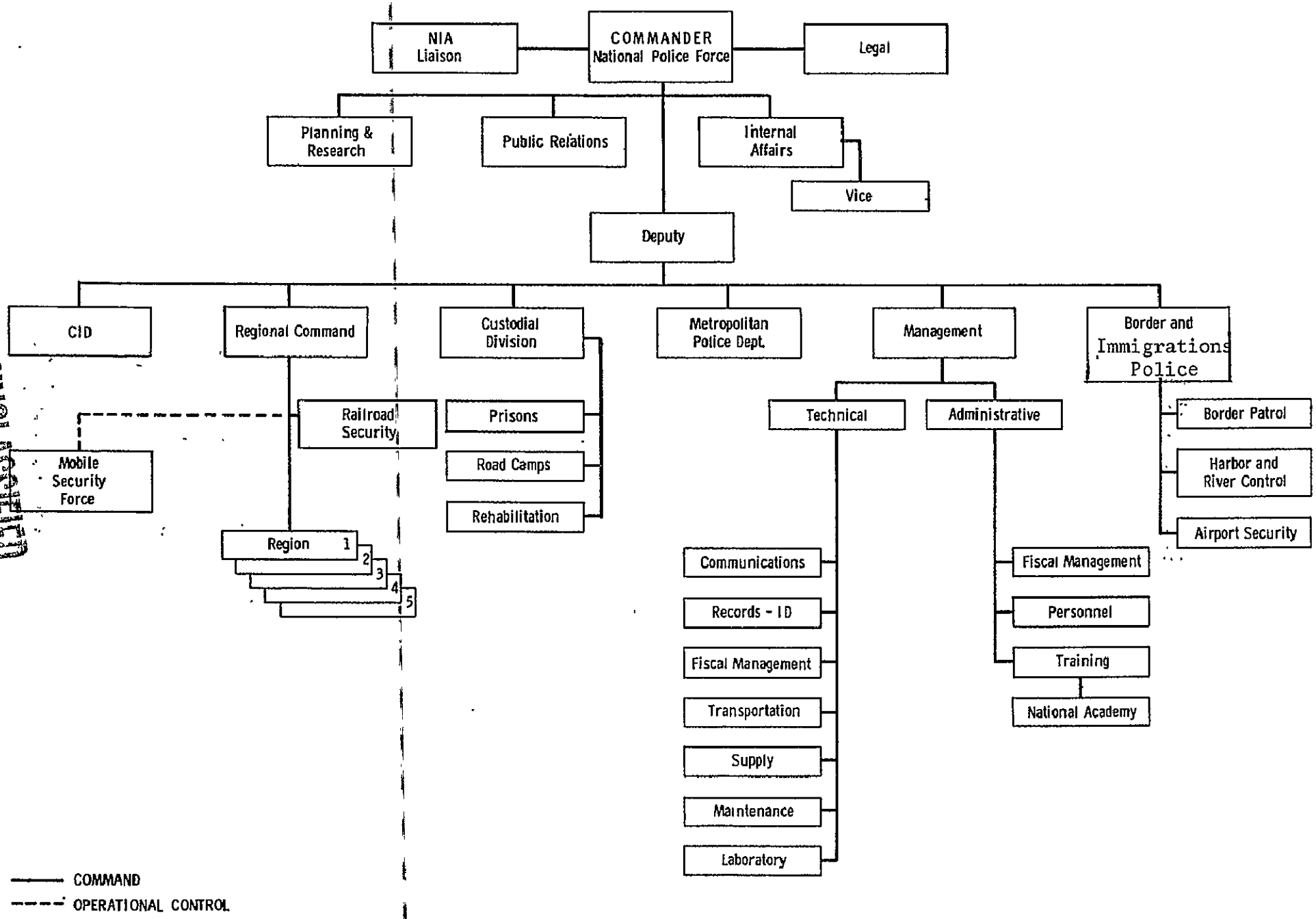
NATIONAL POLICE ORGANIZATION



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ATTACHMENT 3

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ATTACHMENT 4

OFFICE OF PUBLIC SAFETY

"DRUG ABUSE PREVENTION PLAN"

MODEL

October 19, 1971

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PUBLIC SAFETY DRUG ABUSE PREVENTION PLAN

I. - Purpose and Intent

II - Planning Cycle

III - The Plan

A. Definitions

B. Assumptions

C. Organization

D. The Drug Abuse Prevention Program

IV - Financial Planning

V - Evaluation

VI - Appendices

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I - Purpose and Intent

The purpose of the plan is to provide a framework for developing a Public Safety program --a model--to prevent and cope with the growing problem of trafficking and use of narcotics and dangerous drugs.

The model will provide a framework for developing a complete range of programs involving enforcement, prevention and education, treatment and rehabilitation, legislation and production.

The plan develops a format to initiate a program which is responsive to the United States and selected countries needs.

II - Planning Cycle

A. Phase I - Planning Policy

1. Assess needs.
2. Assess resources. U.S. (Attachment 1). Host Country (Attachment 2).
3. Define alternatives for action.
4. Establish priorities.

B. Phase II - Implementation

1. Set goals and objectives.
2. Develop new programs, assess ongoing programs.
3. Evaluate progress of programs relative to goals and objectives.
4. Reassess goals and objectives; reassess needs.
5. Establish priorities.

III - The Plan

A. Definitions

1. The system for determining needs and developing specific programs throughout the world is called the Drug Abuse Prevention Plan. The combined project elements based on the plan is called the Drug Abuse Prevention Program.

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2. Elements were determined by the "United States-Host Country Resource" workshop to be those broad areas to be considered in developing a worldwide plan.

   They are:

   a. Enforcement and intelligence.
   b. Prevention and education.
   c. Legislation and diplomatic initiatives.
   d. Treatment and rehabilitation.
   e. U.S. and host country resources.
   f. Production (if applicable).

3. Projects are those specific tasks designed to meet needs within the worldwide Office of Public Safety program.

4. Priority projects are those projects which are felt to have the greatest potential positive effect on the drug abuse problem.

5. Drugs for the purpose of this plan includes all illicit and licit drugs commonly abused. The basic reference to the drugs is found in schedule I through V of the U.S. "Comprehensive Drug Abuse Prevention and Control Act of 1970".

B. Assumptions

1. A drug abuse problem exists in the United States and in other countries of the world. It is an international problem.

2. Drug abuse affects all social systems. All systems must provide inputs toward the solution of the drug abuse problem.

3. The drug abuse problem varies from country to country, e.g., "Golden Triangle" countries are major producers; therefore, the plan must be flexible enough to meet the varied needs.

C. Organization

The Drug Abuse Prevention Plan must develop on the basis of data from the United States and host countries. The Director of the Office of Public Safety shall maintain

liaison with all national drug abuse prevention committees especially in the field of enforcement and intelligence and be responsive to the U.S. internal as well as the world interests and needs.

The Director of the Office of Public Safety shall establish a drug abuse prevention advisory committee to represent all interests within the organization and to insure active communication for worldwide program development (Attachment 3).

The responsibilities of the Drug Abuse Prevention Advisory Committee will be:

1. To review and evaluate the Office of Public Safety (worldwide) drug abuse prevention program needs and resources.

2. To review the programs which meet the stated needs and recommend priorities for action.

3. To continually evaluate the latest techniques and innovations and provide all field offices with appropriate resource data and support. Each Public Safety field office shall establish the position of "Drug Abuse Prevention Officer" who shall have the responsibility of coordinating all Public Safety activities in this area.

D. The Drug Abuse Prevention Program

Five elements will be considered in developing a worldwide drug abuse prevention program. Specific projects will be dependent upon the degree of drug abuse in a particular country, usage by U.S. Military personnel abroad and the illicit trafficking of drugs to the U.S.

1. Enforcement and Intelligence

The primary goal is to eliminate the production, trafficking and use of narcotics and dangerous drugs.

Major effort will be directed to eliminate production, eliminate the supply at points of manufacture, process, entry into the country and distribution to include

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transshipment centers to other countries.

Specific goals are:

a. Training

(1) Law enforcement officials will receive training in the field of narcotics and dangerous drugs. Organized training programs will be developed:

(a) Specialized training in United States

This program would provide a comprehensive background in physiology, pharmacology, deviant behavior, youth problems, self defense and advancing into criminal drugs investigative techniques, identification of drug substances, illicit laboratory operations, infiltration techniques and other phases of criminal investigation appropriate for the drug investigator. Length of course - 2 months.

(b) Specialized Training-General Course

This would include 4 weeks of highly specialized training upon the completion of the General Course.

(c) Ambulatory Training

Teams of Public Safety Narcotic specialists will provide two weeks of specialized training in the field of narcotics and dangerous drugs for host countries. The training will be conducted in the host country.

(d) Training programs (2 days) of short duration will be included in the Basic Police Science Courses now ongoing in Public Safety programs throughout the world. The program will be geared to provide a broad, generalized approach for a basic background in narcotics enforcement.

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(e) Periodic bulletins, papers, brochures, and articles of significance will be regularly distributed to all Public Safety Field Offices.

b. Intelligence

The drug trafficker knows no boundaries. He has considerable freedom in traveling from country to country.

(1) Programs will be developed to provide operational and intelligence data. Where possible the information will be computerized for instant retrieval and available for national and international law enforcement agencies.

(2) Public Safety technicians will work to develop inter-ties with all regional (countries) law enforcement agencies.

c. Operational capability

(1) Public Safety programs will be geared to establish a sound administrative foundation with the country's police agencies in order that they may cope with the drug problem.

(2) Public Safety programs will provide technical assistance to the law enforcement agencies of countries thereby inproving their operational capability to intercept shipments of narcotics.

(3) Public Safety programs will support the country's criminal laboratory facilities to provide adequate equipment and a competent staff for analysis of drug evidence.

(4) Public Safety programs will support the nation's law enforcement agencies in attacking the problem of production.

2. Prevention and Education

The goal of the prevention effort is to reduce to a bare minimum the number of individuals who choose to use

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drugs to achieve a mind altered state of being. Law enforcement agencies have a role to play in this area.

a. A multi-faceted educational approach will be developed through Public Safety programs:

(1) Police Community Relations Divisions (units) will be developed to take an active role in community drug education.

(2) A police drug educational program will be developed that will utilize various media available to disseminate information concerning the drug abuse problem throughout the country.

(a) Prepare spot announcements for radio, TV, movie theaters.

(b) Prepare posters, borchures and literature.

(c) Write articles for newspapers, magazines.

(d) Develop films with local talent.

(e) Organize a speakers bureau.

(f) Develop a narcotics information center.

(g) Coordinate with civic, and business organizations.

(h) Sponsor and encourage seminars, lectures, and open forum to citizenry.

(3) Develop police support for recreation and youth programs.

(4) Provide police support to the Department of Education, public and private schools, in drug education programming.

3. Legislation and Diplomatic Initiatives

The Public Safety program will provide technical assistance

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in the area of legislation and regulatory controls.

a. Assist the law enforcement agencies to develop proposed legislation to eliminate or reduce production, trafficking and use of illicit narcotics and dangerous drugs.

b. Develop a greater awareness on the part of the host government officials of the problems of misuse and abuse of controlled substances within the regulated industry (if any) and among interested groups and organizations.

c. Provide current information on national and international treaties, laws, rules, and regulations.

d. Obtain support for U.S. and international initiatives in seeking worldwide compliance with drug control treaties and agreements.

4. Treatment and Rehabilitation

The Public Safety program will assist in the development of humane treatment programs for the drug victim. Most persons identified as physically dependent (addicted) to narcotics or dangerous drugs are those who are arrested.

a. Support will be given to agencies to provide treatment to persons incarcerated.

b. Technical assistance will be provided to develop comprehensive drug abuse treatment programs.

c. Technical assistance will be provided (for the first offenders--addicts) to provide a system of treatment, counseling and rehabilitation.

d. Technical assistance will be provided to develop a probation system (supervision and guidance) for offenders (addicts).

e. Develop personnel training programs for drug addicts.

5. Development of U.S. and host country resources

The resource requirements will vary in different areas

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of the world. Basically personnel and funding are the two major resource elements.

a. Enforcement and Intelligence

(1) Services directed to stop the production and flow of narcotics and dangerous drugs especially heroin.

b. Prevention and Education

(1) Services directed toward the non-user, experimenter and user of narcotics and dangerous drugs.

c. Legislation and Diplomatic Initiatives

(1) Services directed to government officials and agencies to regulate and control the drug problem.

d. Treatment and Rehabilitation

(1) Services directed to individuals, regular or habitual users, who come in contact with the enforcement arm of the government.

6. Consideration of Production

Programs other than those already included in the enforcement section are outside the scope of OPS Planning.

IV - Financial Planning

A. The current and future funding requirements will be developed on individual country basis.

V - Evaluation

A. Each country program will be evaluated periodically as prescribed in the project management system.

B. As special criteria is developed, the programs will be evaluated.

C. No research projects are planned at this time.

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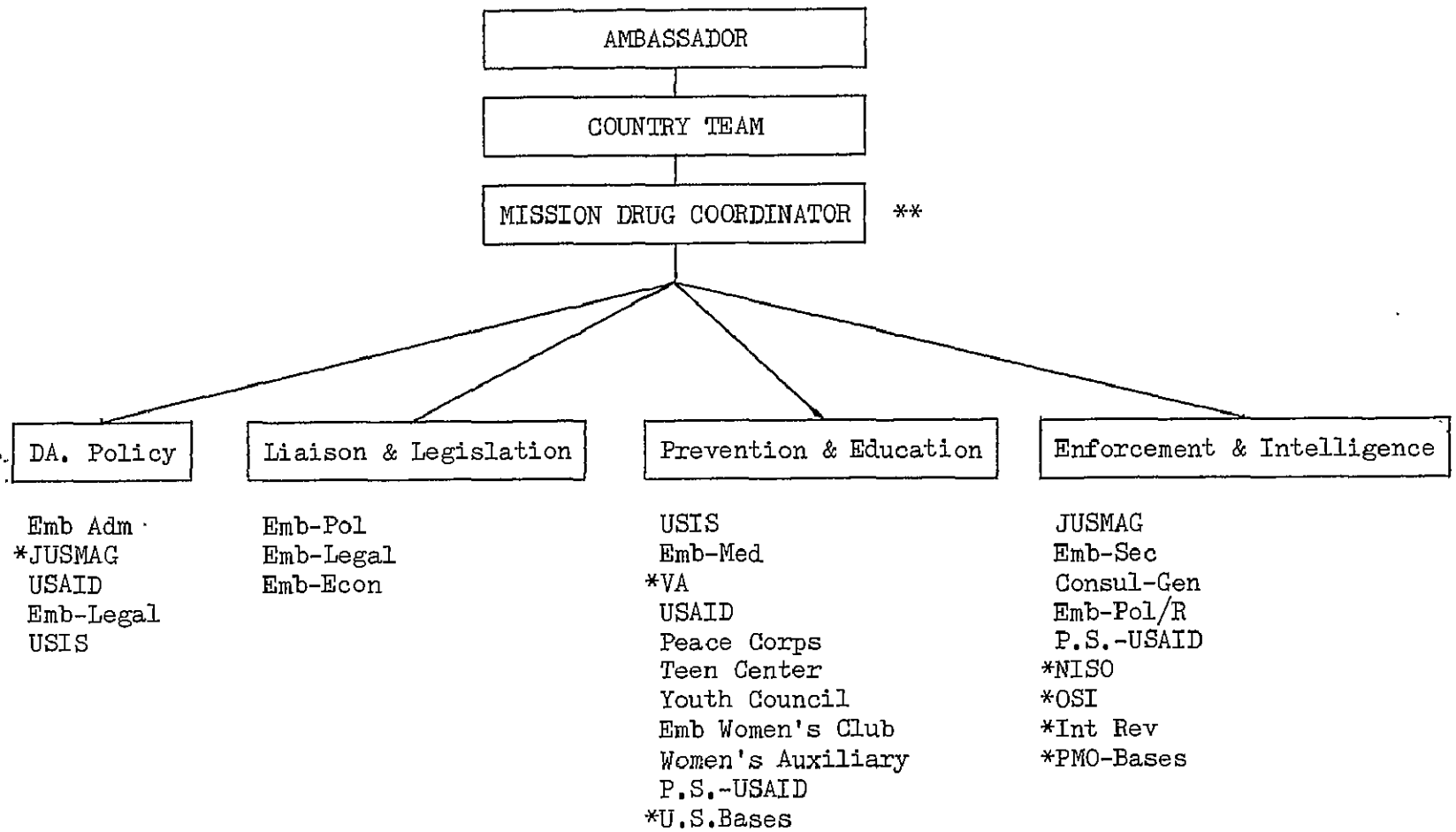
APPENDIX 1

FIELD ORGANIZATIONAL CHART



* If applicable
** Chief Public Safety Officer

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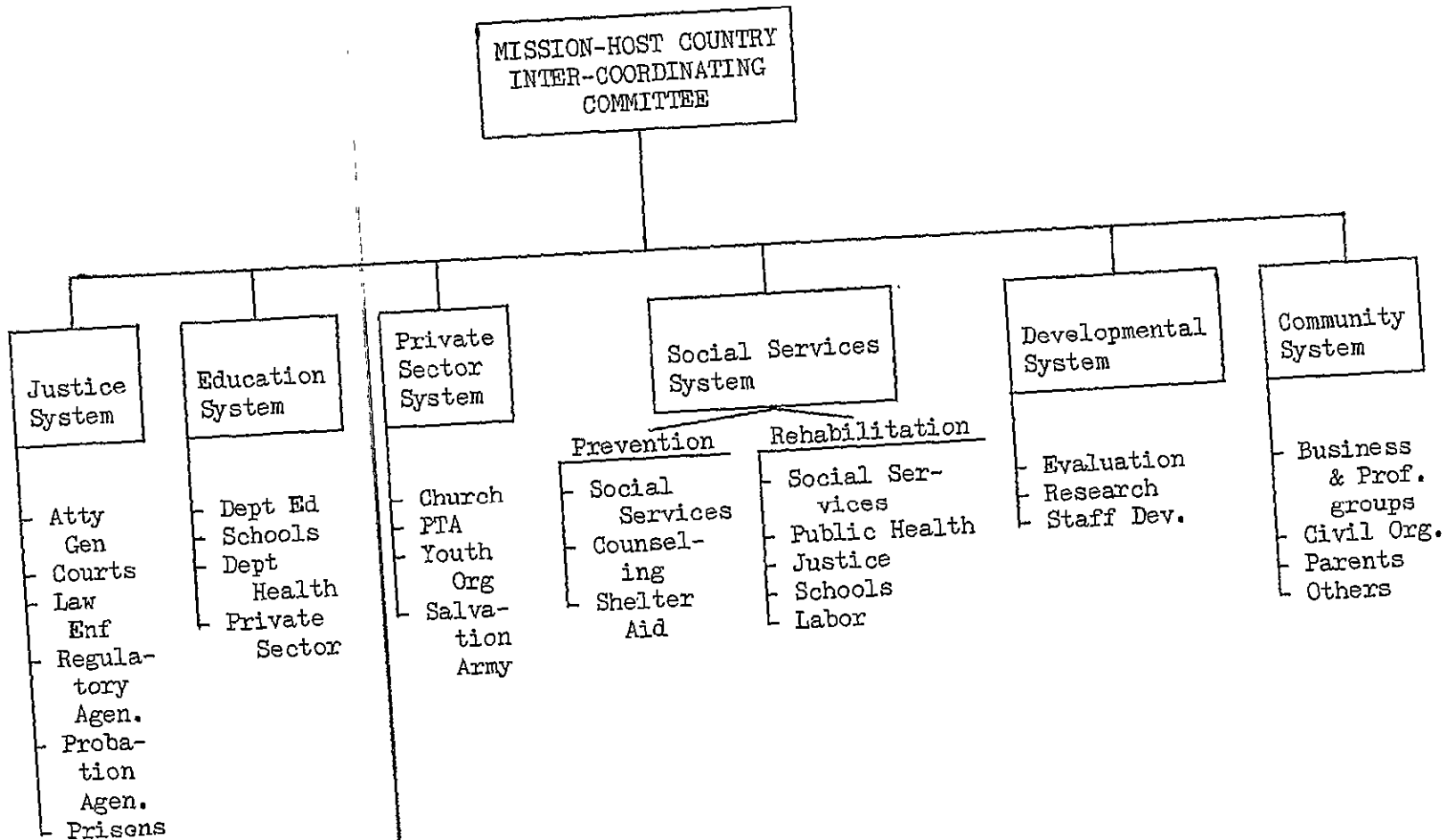
PROGRAM DEVELOPMENT ORGANIZATIONAL CHART



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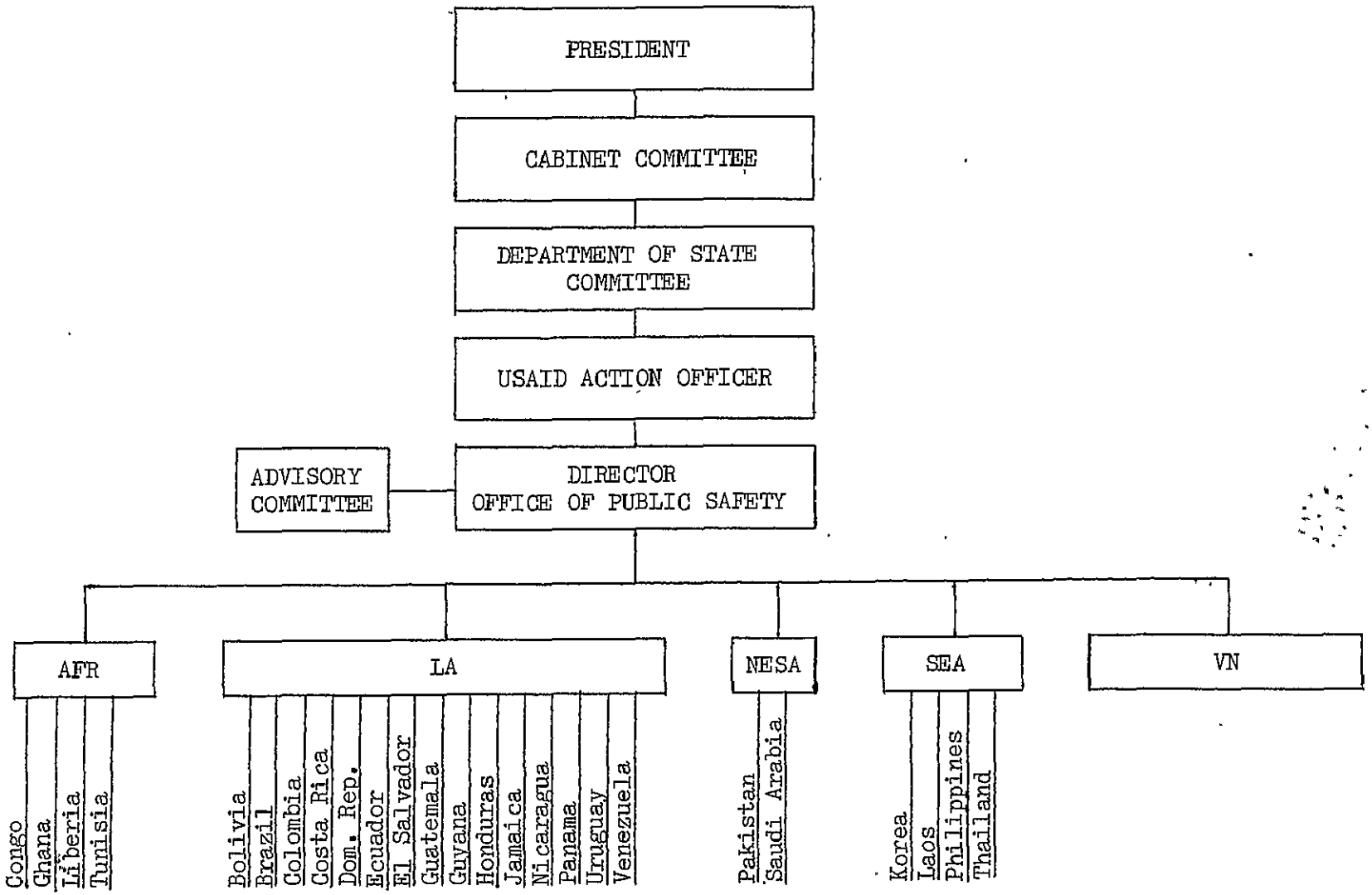
APPENDIX 3

ORGANIZATIONAL CHART



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WORKSHOP GROUP 111

John F. Manopoli, Chairman pro tem
Stanley W. Guth/Philippines, Permanent Chairman
Jon P. Kindice/Jamaica/Recorder
Raymond H. Landgren/Laos
Ralph T. Hood/Liberia
Charles J. Nesbitt/Saudi Arabia
Anthony A. Ruiz/Bolivia
William L. Bartreau/Colombia
Adolph B. Saenz/Panama

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PANEL DISCUSSION - SOLUTION TO NARCOTIC PROBLEMS - EFFECTIVE USE OF OPS RESOURCES - QUESTIONS AND ANSWERS

Mr. Lauren J. Goin, Chief, Operations Division, Office of Public Safety, Chairman

Panel Members: Mr. Michael Picini, BNDD; Mr. Ogden Williams, AID Special Assistant for Narcotics; Mr. Malcolm Lawrence, State Special Assistant for Narcotics Matters; Mr. Frank Bartimo, DOD; Mr. Walter Buck, Customs.

Mr. Buck - Comment: Approximately one and a half years ago, Dr. Melvin Lerner, our Chief Chemist, put together a narcotic test kit (kit, "Narcotest," displayed). I have brought a sufficient number of these, so that each of you may have a kit and one of our booklets. The booklet is a combination narcotic identification book and manual of instructions for using the testing kit.

Mr. Goin, Chairman, to Mr. Buck - Question: How susceptible are the chemicals to temperatures and humidity changes? Mr. Buck - Answer: Dr. Lerner recognized this and the tubes have been heat-tested to withstand reasonably high temperatures. Old kits should be discarded.

Mr. Best, PS/Costa Rica, to Mr. Buck - Question: Does the Narcotic ID manual come in Spanish? Mr. Buck - Answer: Plans are underway to print the book in several foreign languages by the foreign countries themselves.

Mr. Caplan, PS/Ghana, to Mr. Buck - Question: Can we obtain additional copies and/or kits? Mr. Buck - Answer: Yes, give us a memorandum and we will get them for you. Mr. Lawrence - Comment: We are in the process of sending them out. Each large and medium post will receive them.

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Mr. Kindice, PS/Jamaica, to Mr. Picini - Question: Do you have a reference reading list? Mr. Picini - Answer: We have such lists and we want to furnish you with anything we have. Just give us a letter and if we have it we will get it for you. We can send you a list and anything on it. If we have it, we will send it to you.

Mr. Goin, Chairman - Comment: The "BNDD Fact Sheet" has a bibliography on page 12.

Mr. Guth, PS/Philippines, to Mr. Picini - Question: Do you have copies of a color slide series depicting the narcotic problem from source to street sale? Mr. Picini - Answer: I believe we have a limited number. If you can duplicate them, we will make them available.

Mr. Goin, Chairman - Comment: The "BNDD Fact Sheet" mentioned earlier lists several such slide series. They are priced at $55 per set and can be procured on a PIO/C.

Mr. Goin, Chairman, to Panel - Question: Regarding opium and derivatives has anyone established a base line to determine volume, so that we can measure our interdiction? If so, who keeps this information? Mr. Picini - Answer: We try to compile such information but our statistics are not accurate enough to make such a measurement. Mr. Buck - Comment: True, we don't have a measuring stick.

Mr. Goin, Chairman - Comment: The President's message referred to less than 20% of the illicit narcotic flow into the U.S. as being interdicted. Mr. Picini - Comment: We have had a difficult time to estimate crop growth even. We are attempting to do these estimates worldwide. If we can do this, we can estimate our effectiveness.

Mr. Lawrence - Comment: I suppose effectiveness is measured in how close you can get to the source. Perhaps the best is while it's in the seed stage prior to planting. This is not possible in SEA. The morphine base stage is best subject to interdiction. What we need is an agreement or law to enable us to get a handle on the problem. It is estimated that about 3,000 tons are produced worldwide, of which 1,200 to 1,300 tons are legal and 1,700 to 1,800 tons are illicit.

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Mr. Buck - Comment: Our purpose is to keep illicit narcotics out of our country. Interdiction is extremely difficult to evaluate. If the White House approves the establishment of narcotic units within police in foreign countries, we may be able to get better facts.

Mr. Picini - Comment: In the past, we have had just a few people - now, we hope, through team work, we will be able to effect more interdictions. Narcotics travel through a narrow corridor, but on arrival in the U.S. it fans out and from then on, interdiction is extremely difficult.

Mr. Goin, Chairman, to Panel - Question: How much heroin is in the U.S.? Mr. Lawrence - Answer: We estimate it takes five to six tons per year to feed the U.S. heroin population. Mr. Picini - Comment: I would hate to try to estimate the amount. I can't recall, of late, any addict experiencing difficulty in getting a sufficient supply.

Mr. Ruiz, PS/Bolivia, to Mr. Picini - Question: Do you have figures on Mexico? Mr. Picini - Answer: No, but we estimate 15% of the heroin in the U.S. comes from Mexico, 80% from Europe, the rest from miscellaneous other sources.

Mr. Best, PS/Costa Rica, to Mr. Picini - Question: Doesn't the street price indicate the extent of interdiction? Mr. Picini - Answer: Yes, but we haven't seen a panic in some time.

Mr. Saenz, PS/Panama, to Panel - Question: Outside Panama there are several islands with marijuana fields; could not estimates be made on the basis of acreage? Mr. Picini - Answer: It varies as marijuana dries out-affecting its weight and over a period of time its potency. Off hand, I would estimate 300 to 400 pounds per acre.

Mr. Landgren, PS/LAOS, to Panel - Question: Can the source be traced? Mr. Picini - Answer: Yes, but we need a library of samples for comparison. We are now building such a library.

Mr. Ruiz, PS/Bolivia, to Mr. Picini - Question: Can you identify the source of cocaine? Mr. Picini - Answer: Yes, to the extent that it comes from the same batch.

Mr. Nesbitt, PS/Saudi Arabia, to Mr. Picini - Question: How do we know the ultimate disposition of confiscated narcotics? Can we be sure they are not put back into the market and only reported as destroyed? Mr. Picini - Answer: We try to get a sample of seizure for comparison with subsequent seizures.

Mr. Lawrence - Comment: Some countries have public burnings.

Mr. Saridakis, IGA, to Mr. Lawrence - Question: How and to what extent is the U.N. involved? Mr. Lawrence - Answer: During the March 1972 meeting, we will submit several proposed Amendments to the 1961 Single Convention on Narcotics Control. The U.N. drug abuse fund will be used to allocate funds to various projects. The U.S. is currently programming two million each for the first and second years with a larger amount for the third year.

Mr. Goin, Chairman, to Mr. Lawrence - Question: Are periodic reports submitted to the U.N. by the various countries? Mr. Lawrence - Answer: Yes, raw material is available to us and we are now formulating a systems use of the data. In the future, this could become a good evaluation guide.

Mr. Goin, Chairman, to Mr. Lawrence - Question: Will the field missions receive copies of these reports? Mr. Lawrence - Answer: Yes, I believe it would be a good thing.

Mr. Goin, Chairman - Comment: Copies should be requested through OPS, Washington.

Mr. Goin, Chairman, to Mr. Lawrence - Question: Who will determine the source of funds? Mr. Lawrence - Answer: Responsibility for funds is with the Ambassadors; however, we don't have any hard and fast rules.

Mr. Hardin, PS/Guatemala, to Panel - Question: How much country briefing or orientation is planned for overseas U.S. hires, both BNDD and Customs? Mr. Picini - Answer: Our policy is to brief thoroughly on the country. Mr. Buck - Answer: We call our people in and brief them, then run them through the FSI training center.

Mr. Goin, Chairman - Comment: At the FSI training center, Public Safety will provide a briefing. We have not as yet participated in the BNDD program.

Mr. Manopoli, C/OPS/VN, to Panel - Question: It was stated that the Ambassador and council would decide which law enforcement agency would handle specific aspects of narcotics assistance to host countries. Isn't there a need for an established roles and missions for U.S. agencies applicable to assistance to indigenous enforcement authorities? Mr. Buck - Answer: BNDD has the primary responsibility. Demonstration type training is provided by Customs to teach search and control. This is the extent of our operation. We do have guidelines for exchange of information with the BNDD which has responsibility for indigenous personnel such as police in narcotic enforcement.

Mr. Picini - Comment: This will vary from country to country and will be reconciled by each Ambassador. BNDD is interested in intelligence and encouraging countries to bilaterally furnish information to other countries. Program will be related to countries on an individual country basis.

Mr. Goin, Chairman - Comment: Yesterday I attended (as a member) the Law Enforcement Committee meeting and our task is to prepare guidelines for roles and missions.

Mr. Grodsky, OPS, to Panel - Question: Seems like this is a war against the crops. Is there a biological antagonist that could be used? Mr. Lawrence - Answer: This has been considered, but first we need crop research. We find this to be an extremely sensitive subject.

Mr. Bartimo - Comment: Defense was given this task on marijuana. A chemical has been developed that can be dropped upon the cannabis plant. This causes a bitter taste when smoked. We discussed the chemical's use with Mexico and they tended to shy away. Mr. Lawrence - Comment: Would appreciate this subject not being bandied around.

Mr. Gussie, PS/Ecuador - Comment: It would have to be a chemical as even the bugs keep away from narcotic plants.

Mr. Kindice, PS/Jamaica, to Mr. Lawrence - Question: Both short-term and long-term programs will require a viable and strong police force. Public Safety is in the business of building foreign police institutions; wouldn't it be wise to have a Public Safety program in the more critical countries? Mr. Lawrence - Answer: I"m not sure exactly what the role of Public Safety is. I think this will come out on the Law Enforcement Committee. I do believe all four working together will be more effective. I also think that groups like OPS will play a bigger role.

Mr. Bartimo - Comment: For years I have promoted Public Safety as the nuts and bolts type of organization that has the know-how. I believe there is no better place than the police to obtain raw intelligence. I would hope that all of this doesn't lay fallow. I think it very important that Public Safety's expertise and ability is tapped and I hope that all of you will have continuing dialogues on the problem when you return to your assignments.

Mr. Picini - Comment: I have spent seven years using Public Safety's cooperation. I hope to continue this when I go back overseas.

Mr. McMahon, C/OPS/TSD - Comment: Public Safety has been in business overseas approximately 17 years. Based on our experience I would like to make three observations:

1. Where two or more donors are operating, the tendency is for the recipient to play off one against the other.

2. With separate donors, items needed by one often lay dormant with the other.

3. The commodity support given must be compatible with that on hand or in the pipeline to avoid operational and maintenance problems.

Mr. Buck - Comment: These questions will be reconciled on a higher committee level. We certainly don't want to waste money by duplication. All of those who will play a part in the program will have to work these things out.

Mr. Lawrence - Comment: This becomes particularly important where host countries turn over lists of material needed. OPS can come into this on the Washington end.

Mr. Bartimo - Comment: I have been impressed with OPS choice of simplicity in equipment. Unfortunately, too often the right hand doesn't know what the left is doing. For example: the military generates over two billion surplus per year, one billion in Vietnam alone. In Vietnam, AID earmarked one million to rehabilitate some of that equipment which would cost over three million to purchase. I suggest that you could consult the surplus catalog and consider using surplus to meet some of your needs.

Mr. Picini - Comment: We try to equip our offices for agent use. We cannot give commodities to a host government nor can we turn government property over to just anyone.

Mr. Batson, PS/Thailand - Comment: The question now taking place at mission level is who is going to buy what!

Mr. Landgren, PS/Laos - Comment: Another example is Customs communications equipment in Laos, which is not compatible with police and other government equipment.

Mr. Saridakis, IGA, to Panel - Question: What about a country like Iran where we have no program? Mr. Lawrence - Answer: We do have cooperative programs where no AID program exists. If they agree to bilateral agreements, I believe money would be forthcoming.

Mr. Picini - Comment: BNDD will cooperate with countries in that area and funding will be coming from the top level coordinators.

Mr. McMahon, C/OPS/TSD, to Panel - Question: Are the participating agencies aware of prohibited type commodities, such as audio surveillance equipment, etc?

Mr. Bartimo - Comment: Defense is being squeezed hard in the executive branch, particularly with its large scope of responsibility. I think the philosophy of buying favors should end. Our philosophy is that they should be doing something to help themselves.

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Mr. Goin, Chairman, to Mr. Picini - Question: How will BNDD agents function in a foreign country? Will they operate in overt manner? Mr. Picini - Answer: BNDD will operate both overtly and covertly. It is not likely that we will have exposure to the public, but will with the police. We would expect you to work along with this.

Mr. Goin, Chairman, to Panel - Question: Are the plans for crop substitution practicable? Mr. Lawrence - Answer: It's tied into the program. How can you abolish a crop without providing a substitute? However, I don't think it's a practical problem at this time.

Mr. Picini - Comment: Buying up crops is a very dangerous business. Mr. Buck - Comment: We have some misgivings, but it has been mandated and we will go along with it.

Mr. Goin, Chairman, to Panel - Question: What is INTERPOL's position and what does U.S. contribute? Mr. Bartimo - Answer: INTERPOL is the only organization of its type. The membership is made up of representation from 107 countries. INTERPOL is interested in the narcotic problem and has recently passed four resolutions dealing with the problems of drug and narcotics.

Mr. Lawrence - Comment: We hope that committees will be established at mission level as a result of recommendation of the Committee headed by Dr. Frank Johnson and charged with keeping American communities free of drugs. We are in the process of revising the Foreign Affairs Manual on how to handle narcotic cases for committee use. Public Safety should involve itself in forming and assisting these committees at the mission. Teaching aids will be provided to the American schools overseas.

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Mr. Goin, Chairman, to Mr. Lawrence - Question: In discussing available resources, will personnel cuts hamper the narcotic program, and is the program of sufficiently high priority to ease these cuts? (By end of FY, Public Safety is scheduled to reduce from 372 to 305 personnel.) Mr. Lawrence - Answer: Exceptions will be made on cutbacks, but I don't know how it will affect Public Safety. I don't believe we are going to worry about one or three million dollars or even forty men; we want to get the job done.

Mr. Goin, Chairman, to Panel - Comment: Clear policy, even speaking from the highest level, tends to get blurred at the program level.

Mr. Bartimo - Comment: What we need is people who show constant concern - send people out to the field - not to needle but to show concern.

Mr. Goin thanked the Panel and adjourned the meeting.

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SEMINAR WRAP-UP

Mr. Nelson G. Gross, Senior Advisor to the Secretary and Coordinator for International Narcotics Matters, U.S. Department of State

Mr. Gross noted that since the Turkey Agreement some people think the drug problem is solved and the efforts should now turn to the Golden Triangle. The fact remains that more drugs may go from Turkey into Europe.

In Italy there are three independent police operations - the Carabinieri, National Police and the Customs Agency. None has received any training on narcotics. There has not been any seizure of morphine base in the last two years.

In Germany there is no National Police nor any central narcotics agency. Three special agents have been designated to handle the drug problem. Under the circumstances, the Germans have no capability in terms of field narcotics investigations and bilateral intelligence. A law was just passed to strengthen their capability; however, the new law against selling drugs requires that the pusher be proven a "professional".

In France there has been remarkable improvement in drug control. The Minister of Interior has really pushed this program. The interest in the country has even extended down to the policeman on the street, as evidenced by the vigor in which they make seizures.

Even in the developed countries that have sophisticated law enforcement there is no capability to interdict the drug traffic. If this problem exists in these countries, one can imagine the difficulty found in the developing countries. A consolation, however, is that in building narcotics law enforcement one would be starting from the beginning.

Mr. Gross emphasized that there must be a commitment of law enforcement officials in the foreign countries; it must be a multilateral effort. He added that we can not scratch the surface with just two or three BNDD agents in a country.

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The urgency of the narcotics program is again stressed. If we do not develop law enforcement capabilities, the difficulties will be tremendous in rooting out the drug traffic.

While the Geneva Conference (Committee on Narcotics Drugs) is a long range project (4-5 years before implementation), the most important in the short term is immediate training of foreign police officers. To accomplish this, Mr. Gross re-emphasized the need for Public Safety efforts.

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SEMINAR WRAP-UP

Mr. Egil Krogh, Jr., Deputy Assistant to the President for Domestic Affairs

In closing the seminar, Mr. Krogh reiterated the urgent need for sustained efforts by all international agencies of the U.S. Government to solve the domestic issue - the narcotics problem.

In spite of the accomplishments overseas and in the U.S., we are still faced with a critical situation. There are more hard drugs in the streets of the United States than ever before and the problem is increasing, not decreasing.

Mr. Krogh stated that Public Safety has a unique position through which new approaches to solving the problem can be developed. Hopefully, the Public Safety Advisors can generate new ideas for consideration and are strongly encouraged to submit them to Mr. Engle or directly to the White House.

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CONCLUDING REMARKS

Byron Engle, Director, Office of Public Safety, Agency for International Development

The seriousness of the narcotic problem has caused many people to want to charge full speed ahead to get the job done. Public Safety is not looking for credit but feels strongly our obligation to do our part and get the job done.

I hope that when all of you return to your assignments you can help implement the President's policy. When you single out a specific area and the nation puts its prestige on the line, a lot can be accomplished.

I hope that after having attended this session, and having listened to the highly qualified speakers from the upper levels of government, all of you can go back and convey the sense of urgency that this program deserves. I think you ought to talk to the people at the mission and I think you should write a report. One way is to write an interim report as we must get that sense of urgency across. Use Dr. Hannah's excellent speech and use this program itself to convey the message.

Public Safety's input is one in which each of you can contribute. Coordination will continue to be a major problem. You must assess this and insure that our efforts are cooperative. Without the cooperation of all U.S. efforts, the program loses and the U.S. will lose. I know we will not be guilty of this type of failure but give it our highest priority.

I want all of you to come up with ideas; don't wait to be found. Assess the situation and your resources and report back here to us on your assessment and let us take advantage of your ideas. In this big government, communication is a problem, so make your assessment and bring resources into play.

Time is of the essence. The problem is growing and we must get on top of it within the next few months. Let's assess our resources, skills and people. What are our roles? In some places Public Safety men don't sit on committees. This is probably a mission oversight. Talk to these people and explain Public Safety's

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position; if you have problems, let us know so we can help. If we don't know, we are certainly disadvantaged in trying to help.

It is vital that each of you transmit to your counterparts the solutions to narcotic trafficking. The tendency has been to underestimate the drug problem. Because they may not have the problem today doesn't mean they won't have it tomorrow. The problem will continue to shift as the program affects the presently critical areas.

We are not seeking unrealistic programs; they must be realistic in terms of men and money. It is better to program with less than to have no program at all. I feel that realistic programs are those that will get the job done. We don't want to see resources create problems rather than solve them.

I would like to make just a few points before we conclude:

1. The problem is serious in our country; it differs from most other countries in that we are a victim country.

2. Routes of supply may now cross your country. These conditions will change drastically during the next few months.

3. Dangers of marijuana have been minimized here, but there are many who feel strongly that it is a real threat. We in Public Safety can play a major role in stimulating our counterparts to the dangers of all narcotics and dangerous drugs. Among those of us here we can stimulate some 900,000 law enforcement people. There need not be any set plan, but get them and their resources focused on the problem. The effort must be made at all levels to achieve a total result.

We sincerely want to work with and help the BNDD and Customs. They have not been in the business as long as we have and we can help them. I feel we should exercise the role of helping and coordinating our activities with theirs. Before law enforcement can bring its forces to bear, it must have an institution, and building that institution is our job.

The systematic approach and the understanding you have of how to get a job done will prevail. You will have to assess the capacity of the host country to absorb resources. And be sure you talk with your Ambassador, Mission Director and staff and keep them informed.

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I have been told by my opposite member in the British program that there isn't an asset in the world as valuable as our advisory personnel. I want you to know that I certainly agree with his statement.

If any of you have any questions that you would like to ask, I will try to answer them for you; if not, we will meet for dinner.

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ANNEX 1

June 17, 1971

THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

In New York City more people between the ages of fifteen and thirty-five years die as a result of narcotics than from any other single cause.

In 1960, less than 200 narcotic deaths were recorded in New York City. In 1970, the figure had risen to over 1,000. These statistics do not reflect a problem indigenous to New York City. Although New York is the one major city in the Nation which has kept good statistics on drug addiction, the problem is national and international. We are moving to deal with it on both levels.

As part of this administration's ongoing efforts to stem the tide of drug abuse which has swept America in the last decade, we submitted legislation in July of 1969 for a comprehensive reform of Federal drug enforcement laws. Fifteen months later, in October, 1970, the Congress passed this vitally-needed legislation, and it is now producing excellent results. Nevertheless, in the fifteen months between the submission of that legislation and its passage, much valuable time was lost.

We must now candidly recognize that the deliberate procedures embodied in present efforts to control drug abuse are not sufficient in themselves. The problem has assumed the dimensions of a national emergency. I intend to take every step necessary to deal with this emergency, including asking the Congress for an amendment to my 1972 budget to provide an additional $155 million to carry out these steps. This will provide a total of $371 million for programs to control drug abuse in America.

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A NEW APPROACH TO REHABILITATION

While experience thus far indicates that the enforcement provisions of the Comprehensive Drug Abuse Prevention and Control Act of 1970 are effective, they are not sufficient in themselves to eliminate drug abuse. Enforcement must be coupled with a rational approach to the reclamation of the drug user himself. The laws of supply and demand function in the illegal drug business as in any other. We are taking steps under the Comprehensive Drug Act to deal with the supply side of the equation and I am recommending additional steps to be taken now. But we must also deal with demand. We must rehabilitate the drug user if we are to eliminate drug abuse and all the anti-social activities that flow from drug abuse.

Narcotic addiction is a major contributor to crime. The cost of supplying a narcotic habit can run from $30 a day to $100 a day. This is $210 to $700 a week, or $10,000 a year to over $36,000 a year. Untreated narcotic addicts do not ordinarily hold jobs. Instead, they often turn to shoplifting, mugging, burglary, armed robbery, and so on. They also support themselves by starting other people -- young people -- on drugs. The financial costs of addiction are more than $2 billion every year, but these costs can at least be measured. The human costs cannot. American society should not be required to bear either cost.

Despite the fact that drug addiction destroys lives, destroys families, and destroys communities, we are still not moving fast enough to meet the problem in an effective way. Our efforts are strained through the Federal bureaucracy. Of those we can reach at all under the present Federal system -- and the number is relatively small -- of those we try to help and who want help, we cure only a tragically small percentage.

Despite the magnitude of the problem, despite our very limited success in meeting it, and despite the common recognition of both circumstances, we nevertheless have thus far failed to develop a concerted effort to find a better solution

to this increasingly grave threat. At present, there are nine Federal agencies involved in one fashion or another with the problem of drug addiction. There are anti-drug abuse efforts in Federal programs ranging from vocational rehabilitation to highway safety. In this manner our efforts have been fragmented through competing priorities, lack of communication, multiple authority, and limited and dispersed resources. The magnitude and the severity of the present threat will no longer permit this piecemeal and bureaucratically-dispersed effort at drug control. If we cannot destroy the drug menace in America, then it will surely in time destroy us. I am not prepared to accept this alternative.

Therefore, I am transmitting legislation to the Congress to consolidate at the highest level a full-scale attack on the problem of drug abuse in America. I am proposing the appropriation of additional funds to meet the cost of rehabilitating drug users, and I will ask for additional funds to increase our enforcement efforts to further tighten the noose around the necks of drug peddlers, and thereby loosen the noose around the necks of drug users.

At the same time, I am proposing additional steps to strike at the "supply" side of the drug equation -- to halt the drug traffic by striking at the illegal producers of drugs, the growing of those plants from which drugs are derived, and trafficking in these drugs beyond our borders.

America has the largest number of heroin addicts of any nation in the world. And yet, America does not grow opium -- of which heroin is a derivative -- nor does it manufacture heroin, which is a laboratory process carried out abroad. This deadly poison in the American lifestream is, in other words, a foreign import. In the last year, heroin seizures by Federal agencies surpassed the total seized in the previous ten years. Nevertheless, it is estimated that we are stopping less than 20 percent of the drugs aimed at this Nation. No serious attack on our national drug problem can ignore the international implications of such an effort, nor can the domestic effort succeed without attacking the problem on an international plane. I intend to do that.

A COORDINATED FEDERAL RESPONSE

Not very long ago, it was possible for Americans to persuade themselves, with some justification, that narcotic addiction was a class problem. Whether or not this was an accurate picture is irrelevant today, because now the problem is universal. But despite the increasing dimensions of the problem, and despite increasing consciousness of the problem, we have made little headway in understanding what is involved in drug abuse or how to deal with it.

The very nature of the drug abuse problem has meant that its extent and seriousness have been shrouded in secrecy, not only by the criminal elements who profit from drug use, but by the drug users themselves -- the people whom society is attempting to reach and help. This fact has added immeasurably to the difficulties of medical assistance, rehabilitation, and government action to counter drug abuse, and to find basic and permanent methods to stop it. Even now, there are no precise national statistics as to the number of drug-dependent citizens in the United States, the rate at which drug abuse is increasing, or where and how this increase is taking place. Most of what we think we know is extrapolated from those few States and cities where the dimensions of the problem have forced closer attention, including the maintenance of statistics.

A large number of Federal Government agencies are involved in efforts to fight the drug problem either with new programs or by expanding existing programs. Many of these programs are still experimental in nature. This is appropriate. The problems of drug abuse must be faced on many fronts at the same time, and we do not yet know which efforts will be most successful. But we must recognize that piecemeal efforts, even where individually successful, cannot have a major impact on the drug abuse problem unless and until they are forged together into a broader and more integrated program involving all levels of government and private effort. We need a coordinated effort if we are to move effectively against drug abuse.

The magnitude of the problem, the national and international implications of the problem, and the limited capacities of States and cities to deal with the problem all reinforce the conclusion that coordination of this effort must take place at the highest levels of the Federal Government.

Therefore, I propose the establishment of a central authority with overall responsibility for all major Federal drug abuse prevention, education, treatment, rehabilitation, training, and research programs in all Federal agencies. This authority would be known as the Special Action Office of Drug Abuse Prevention. It would be located within the Executive Office of the President and would be headed by a Director accountable to the President. Because this is an emergency response to a national problem which we intend to bring under control, the Office would be established to operate only for a period of three years from its date of enactment, and the President would have the option of extending its life for an additional two years if desirable.

This Office would provide strengthened Federal leadership in finding solutions to drug abuse problems. It would establish priorities and instill a sense of urgency in Federal and federally-supported drug abuse programs, and it would increase coordination between Federal, State, and local rehabilitation efforts.

More specifically, the Special Action Office would develop overall Federal strategy for drug abuse prevention programs, set program goals, objectives and priorities, carry out programs through other Federal agencies, develop guidance and standards for operating agencies, and evaluate performance of all programs to determine where success is being achieved. It would extend its efforts into research, prevention, training, education, treatment, rehabilitation, and the development of necessary reports, statistics, and social indicators for use by all public and private groups. It would not be directly concerned with the problems of reducing drug supply, or with the law enforcement aspects of drug abuse control.

It would concentrate on the "demand" side of the drug equation -- the use and the user of drugs.

The program authority of the Director would be exercised through working agreements with other Federal agencies. In this fashion, full advantage would be taken of the skills and resources these agencies can bring to bear on solving drug abuse problems by linking them with a highly goal-oriented authority capable of functioning across departmental lines. By eliminating bureaucratic red tape, and jurisdictional disputes between agencies, the Special Action Office would do what cannot be done presently: it would mount a wholly coordinated national attack on a national problem. It would use all available resources of the Federal Government to identify the problems precisely, and it would allocate resources to attack those problems. In practice, implementing departments and agencies would be bound to meet specific terms and standards for performance. These terms and standards would be set forth under inter-agency agreement through a Program Plan defining objectives, costs, schedule, performance requirements, technical limits, and other factors essential to program success.

With the authority of the Program Plan, the Director of the Special Action Office could demand performance instead of hoping for it. Agencies would receive money based on performance and their retention of funding and program authority would depend upon periodic appraisal of their performance.

In order to meet the need for realistic central program appraisal, the Office would develop special program monitoring and evaluation capabilities so that it could realistically determine which activities and techniques were producing results. This evaluation would be tied to the planning process so that knowledge about success/failure results could guide the selection of future plans and priorities.

In addition to the inter-agency agreement and Program Plan approach described above, the Office would have direct authority to let grants or make contracts with industrial, commercial, or non-profit organizations. This authority would be used in specific instances where there is no appropriate Federal agency prepared to undertake a program, or where for some other reason it would be faster, cheaper, or more effective to grant or contract directly.

Within the broad mission of the Special Action Office, the Director would set specific objectives for accomplishment during the first three years of Office activity. These objectives would target such areas as reduction in the overall national rate of drug addiction, reduction in drug-related deaths, reduction of drug use in schools, impact on the number of men rejected for military duty because of drug abuse, and so forth. A primary objective of the Office would be the development of a reliable set of social indicators which accurately show the nature, extent, and trends in the drug abuse problem.

These specific targets for accomplishment would act to focus the efforts of the drug abuse prevention program, not on intermediate achievements such as numbers of treatments given or educational programs conducted, but rather on ultimate "payoff" accomplishments in the reduction of the human and social costs of drug abuse. Our programs cannot be judged on the fulfillment of quotas and other bureaucratic indexes of accomplishment. They must be judged by the number of human beings who are brought out of the hell of addiction, and by the number of human beings who are dissuaded from entering that hell.

I urge the Congress to give this proposal the highest priority, and I trust it will do so. Nevertheless, due to the need for immediate action, I am issuing today, June 17, an Executive Order establishing within the Executive Office of the President a Special Action Office for Drug Abuse Prevention. Until the Congress passes the legislation giving full authority to this Office, a Special Consultant to the President for Narcotics and Dangerous Drugs will institute to the extent legally possible the functions of the Special Action Office.

Rehabilitation: A New Priority

When traffic in narcotics is no longer profitable, then that traffic will cease. Increased enforcement and vigorous application of the fullest penalties provided by law are two of the steps in rendering narcotics trade unprofitable. But

as long as there is a demand, there will be those willing to take the risks of meeting the demand. So we must also act to destroy the market for drugs, and this means the prevention of new addicts, and the rehabilitation of those who are addicted.

To do this, I am asking the Congress for a total of $105 million in addition to funds already contained in my 1972 budget to be used solely for the treatment and rehabilitation of drug-addicted individuals.

I will also ask the Congress to provide an additional $10 million in funds to increase and improve education and training in the field of dangerous drugs. This will increase the money available for education and training to more than $24 million. It has become fashionable to suppose that no drugs are as dangerous as they are commonly thought to be, and that the use of some drugs entails no risk at all. These are misconceptions, and every day we reap the tragic results of these misconceptions when young people are "turned on" to drugs believing that narcotics addiction is something that happens to other people. We need an expanded effort to show that addiction is all too often a one-way street beginning with "innocent" experimentation and ending in death. Between these extremes is the degradation that addiction inflicts on those who believed that it could not happen to them.

While by no means a major part of the American narcotics problem, an especially disheartening aspect of that problem involves those of our men in Vietnam who have used drugs. Peer pressures combine with easy availability to foster drug use. We are taking steps to end the availability of drugs in South Vietnam but, in addition, the nature of drug addiction, and the peculiar aspects of the present problem as it involves veterans, make it imperative that rehabilitation procedures be undertaken immediately. In Vietnam, for example, heroin is cheap and 95 percent pure, and its effects are commonly achieved through smoking or "snorting" the drug. In the United States, the drug is impure, consisting of only about 5 percent heroin, and it must be "mainlined" or injected into the bloodstream to

achieve an effect comparable to that which may have been experienced in Vietnam. Further, a habit which costs $5 a day to maintain in Vietnam can cost $100 a day to maintain in the United States, and those who continue to use heroin slip into the twilight world of crime, bad drugs, and all too often a premature death.

In order to expedite the rehabilitation process of Vietnam veterans, I have ordered the immediate establishment of testing procedures and initial rehabilitation efforts to be taken in Vietnam. This procedure is under way and testing will commence in a matter of days. The Department of Defense will provide rehabilitation programs to all servicemen being returned for discharge who want this help, and we will be requesting legislation to permit the military services to retain for treatment any individual due for discharge who is a narcotic addict. All of our servicemen must be accorded the right to rehabilitation.

Rehabilitation procedures, which are required subsequent to discharge, will be effected under the aegis of the Director of the Special Action Office who will have the authority to refer patients to private hospitals as well as VA hospitals as circumstances require.

The Veterans Administration medical facilities are a great national resource which can be of immeasurable assistance in the effort against this grave national problem. Restrictive and exclusionary use of these facilities under present statutes means that we are wasting a critically needed national resource. We are commonly closing the doors to those who need help the most. This is a luxury we cannot afford. Authority will be sought by the new Office to make the facilities of the Veterans Administration available to all former servicemen in need of drug rehabilitation, regardless of the nature of their discharge from the service.

I am asking the Congress to increase the present budget of the Veterans Administration by $14 million to permit the immediate initiation of this program. This money would be used to assist in the immediate development and emplacement of VA rehabilitation centers which will permit both inpatient and outpatient care of addicts in a community setting.

I am also asking that the Congress amend the Narcotic Addict Rehabilitation Act of 1966 to broaden the authority under this Act for the use of methadone maintenance programs. These programs would be carried out under the most rigid standards and would be subjected to constant and painstaking reevaluation of their effectiveness. At this time, the evidence indicates that methadone is a useful tool in the work of rehabilitating heroin addicts, and that tool ought to be available to those who must do this work.

Finally, I will instruct the Special Consultant for Narcotics and Dangerous Drugs to review immediately all Federal laws pertaining to rehabilitation and I will submit any legislation needed to expedite the Federal rehabilitative role, and to correct overlapping authorities and other shortcomings.

Additional Enforcement Needs

The Comprehensive Drug Abuse Prevention and Control Act of 1970 provides a sound base for the attack on the problem of the availability of narcotics in America. In addition to tighter and more enforceable regulatory controls, the measure provides law enforcement with stronger and better tools. Equally important, the Act contains credible and proper penalties against violators of the drug law. Severe punishments are invoked against the drug pushers and peddlers while more lenient and flexible sanctions are provided for the users. A seller can receive fifteen years for a first offense involving hard narcotics, thirty years if the sale is to a minor, and up to life in prison if the transaction is part of a continuing criminal enterprise.

These new penalties allow judges more discretion, which we feel will restore credibility to the drug control laws and eliminate some of the difficulties prosecutors and judges have had in the past arising out of minimum mandatory penalties for all violators.

The penalty structure in the 1970 Drug Act became effective on May 1 of this year. While it is too soon to assess its effect, I expect it to help enable us to deter or remove from

our midst those who traffic in narcotics and other dangerous drugs.

To complement the new Federal drug law, a uniform State drug control law has been drafted and recommended to the States. Nineteen States have already adopted it and others have it under active consideration. Adoption of this uniform law will facilitate joint and effective action by all levels of government.

Although I do not presently anticipate a necessity for alteration of the purposes or principles of existing enforcement statutes, there is a clear need for some additional enforcement legislation.

To help expedite the prosecution of narcotic trafficking cases, we are asking the Congress to provide legislation which would permit the United States Government to utilize information obtained by foreign police, provided that such information was obtained in compliance with the laws of that country.

We are also asking that the Congress provide legislation which would permit a chemist to submit written findings of his analysis in drug cases. This would speed the process of criminal justice.

The problems of addict identification are equalled and surpassed by the problem of drug identification. To expedite work in this area of narcotics enforcement, I am asking the Congress to provide $2 million to be allotted to the research and development of equipment and techniques for the detection of illegal drugs and drug traffic.

I am asking the Congress to provide $2 million to the Department of Agriculture for research and development of herbicides which can be used to destroy growths of narcotics-producing plants without adverse ecological effects.

I am asking the Congress to authorize and fund 325 additional positions within the Bureau of Narcotics and Dangerous Drugs to increase their capacity for apprehending those engaged in narcotics trafficking here and abroad and to investigate domestic industrial producers of drugs.

Finally, I am asking the Congress to provide a supplemental appropriation of $25.6 million for the Treasury Department. This will increase funds available to this Department for drug abuse control to nearly $45 million. Of this sum, $18.1 million would be used to enable the Bureau of Customs to develop the technical capacity to deal with smuggling by air and sea, to increase the investigative staff charged with pursuit and apprehension of smugglers, and to increase inspection personnel who search persons, baggage, and cargo entering the country. The remaining $7.5 million would permit the Internal Revenue Service to intensify investigation of persons involved in large-scale narcotics trafficking.

These steps would strengthen our efforts to root out the cancerous growth of narcotics addiction in America. It is impossible to say that the enforcement legislation I have asked for here will be conclusive -- that we will not need further legislation. We cannot fully know at this time what further steps will be necessary. As those steps define themselves, we will be prepared to seek further legislation to take any action and every action necessary to wipe out the menace of drug addiction in America. But domestic enforcement alone cannot do the job. If we are to stop the flow of narcotics into the lifeblood of this country, I believe we must stop it at the source.

INTERNATIONAL

There are several broad categories of drugs: those of the cannabis family -- such as marijuana and hashish; those which are used as sedatives, such as the barbiturates and certain tranquilizers; those which elevate mood and suppress appetite, such as the amphetamines; and, drugs such as LSD and mescaline, which are commonly called hallucinogens. Finally, there are the narcotic analgesics, including opium and its derivatives -- morphine and codeine. Heroin is made from morphine.

Heroin addiction is the most difficult to control and the most socially destructive form of addiction in America today. Heroin is a fact of life and a cause of death among an increasing number of citizens in America, and it is heroin

addiction that must command priority in the struggle against drugs.

To wage an effective war against heroin addiction, we must have international cooperation. In order to secure such cooperation, I am initiating a worldwide escalation in our existing programs for the control of narcotics traffic, and I am proposing a number of new steps for this purpose.

First, on Monday, June 14, I recalled the United States Ambassadors to Turkey, France, Mexico, Luxembourg, Thailand, the Republic of Vietnam, and the United Nations for consultations on how we can better cooperate with other nations in the effort to regulate the present substantial world opium output and narcotics trafficking. I sought to make it equally clear that I consider the heroin addiction of American citizens an international problem of grave concern to this Nation, and I instructed our Ambassadors to make this clear to their host governments. We want good relations with other countries, but we cannot buy good relations at the expense of temporizing on this problem.

Second, United States Ambassadors to all East Asian governments will meet in Bangkok, Thailand, tomorrow, June 18, to review the increasing problem in that area, with particular concern for the effects of this problem on American servicemen in Southeast Asia.

Third, it is clear that the only really effective way to end heroin production is to end opium production and the growing of poppies. I will propose that as an international goal. It is essential to recognize that opium is, at present, a legitimate source of income to many of those nations which produce it. Morphine and codeine both have legitimate medical applications.

It is the production of morphine and codeine for medical purposes which justifies the maintenance of opium production, and it is this production which in turn contributes to the world's heroin supply. The development of effective substitutes for these derivatives would eliminate any valid reason for opium production. While modern medicine has developed effective and broadly-used substitutes for morphine,

it has yet to provide a fully acceptable substitute for codeine. Therefore, I am directing that Federal research efforts in the United States be intensified with the aim of developing at the earliest possible date synthetic substitutes for all opium derivatives. At the same time, I am requesting the Director General of the World Health Organization to appoint a study panel of experts to make periodic technical assessments of any synthetics which might replace opiates with the aim of effecting substitutions as soon as possible.

Fourth, I am requesting $1 million to be used by the Bureau of Narcotics and Dangerous Drugs for training of foreign narcotics enforcement officers. Additional personnel with the Bureau of Narcotics and Dangerous Drugs would permit the strengthening of the investigative capacities of BNDD offices in the U.S., as well as their ability to assist host governments in the hiring, training, and deployment of personnel and the procurement of necessary equipment for drug abuse control.

Fifth, I am asking the Congress to amend and approve the International Security Assistance Act of 1971 and the International Development and Humanitarian Assistance Act of 1971 to permit assistance to presently proscribed nations in their efforts to end drug trafficking. The drug problem crosses ideological boundaries and surmounts national differences. If we are barred in any way in our effort to deal with this matter, our efforts will be crippled, and our will subject to question. I intend to leave no room for other nations to question our commitment to this matter.

Sixth, we must recognize that cooperation in control of dangerous drugs works both ways. While the sources of our chief narcotics problem are foreign, the United States is a source of illegal psychotropic drugs which afflict other nations. If we expect other governments to help stop the flow of heroin to our shores, we must act with equal vigor to prevent equally dangerous substances from going into their nations from our own. Accordingly, I am submitting to the Senate for its advice and consent the Convention on Psychotropic Substances which was recently signed by the United States and 22 other nations. In addition, I will submit to the Congress any legislation made necessary by the Convention including the complete licensing, inspection, and control of the manufacture, distribution, and trade in dangerous synthetic drugs.

Seventh, the United States has already pledged $2 million

to a Special Fund created on April 1 of this year by the Secretary General of the United Nations and aimed at planning and executing a concerted UN effort against the world drug problem. We will continue our strong backing of UN drug-control efforts by encouraging other countries to contribute and by requesting the Congress to make additional contributions to this fund as their need is demonstrated.

Finally, we have proposed, and we are strongly urging multilateral support for, amendments to the Single Convention on Narcotics which would enable the International Narcotics Control Board to:

-- require from signatories details about opium poppy cultivation and opium production -- thus permitting the Board access to essential information about narcotics raw materials from which illicit diversion occurs;

-- base its decisions about the various nations' activities with narcotic drugs not only as at present on information officially submitted by the governments, but also on information which the Board obtains through public or private sources -- thus enhancing data available to the Board in regard to illicit traffic;

-- carry out, with the consent of the nation concerned, on-the-spot inquiries on drug related activities;

-- modify signatories' annual estimates of intended poppy acreage and opium production with a view to reducing acreage or production; and

-- in extreme cases, require signatories to embargo the export and/or import of drugs to or from a particular country that has failed to meet its obligations under the Convention.

I believe the foregoing proposals establish a new and needed dimension in the international effort to halt drug production, drug traffic, and drug abuse. These proposals put the problems and the search for solutions in proper perspective, and will give this Nation its best opportunity to end the flow of drugs, and most particularly heroin, into America, by literally cutting it off root and branch at the source.

CONCLUSION

Narcotics addiction is a problem which afflicts both the body and the soul of America. It is a problem which baffles many Americans. In our history we have faced great difficulties again and again, wars and depressions and divisions among our people have tested our will as a people -- and we have prevailed.

We have fought together in war, we have worked together in hard times, and we have reached out to each other in division -- to close the gaps between our people and keep America whole.

The threat of narcotics among our people is one which properly frightens many Americans. It comes quietly into homes and destroys children, it moves into neighborhoods and breaks the fiber of community which makes neighbors. It is a problem which demands compassion, and not simply condemnation, for those who become the victims of narcotics and dangerous drugs. We must try to better understand the confusion and disillusion and despair that bring people, particularly young people, to the use of narcotics and dangerous drugs.

We are not without some understanding in this matter, however. And we are not without the will to deal with this matter. We have the moral resources to do the job. Now we need the authority and the funds to match our moral resources. I am confident that we will prevail in this struggle as we have in many others. But time is critical. Every day we lose compounds the tragedy which drugs inflict on individual Americans. The final issue is not whether we will conquer drug abuse, but how soon. Part of this answer lies with the Congress now and the speed with which it moves to support the struggle against drug abuse.

RICHARD NIXON

THE WHITE HOUSE,

June 17, 1971

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