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REPORT TO THE CONGRESS

Federal Efforts To Combat
Drug Abuse B-164031(2)

BY THE COMPTROLLER GENERAL
OF THE UNITED STATES

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AUG. 14, 1972



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON D C 20548

B-164031(2)

To the President of the Senate and the
Speaker of the House of Representatives

This report summarizes Federal efforts to combat drug abuse on the basis of our Government-wide survey. Although our survey did not include an evaluation of the individual programs, we have made observations in this report on some of the major problems and overall efforts being made in combating drug abuse. We have, however, issued and are in the process of issuing reports which do provide evaluations of some of the individual programs. One such report issued this month evaluates Department of Defense efforts to control and reduce drug abuse by military personnel.

Our survey was made pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

Copies of this report are being sent to the Director, Office of Management and Budget.

A handwritten signature in cursive script that reads "James B. Stacks".

Comptroller General
of the United States

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ABBREVIATIONS

BNDD	Bureau of Narcotics and Dangerous Drugs
DOD	Department of Defense
GAO	General Accounting Office
HEW	Department of Health, Education, and Welfare
LEAA	Law Enforcement Assistance Administration
NARA	Narcotic Addict Rehabilitation Act
OMB	Office of Management and Budget
VA	Veterans Administration

CHAPTER 1

INTRODUCTION

Drug abuse in the United States has evolved into a problem having no economic or geographic boundaries. The problem has been identified in rural and urban America, in inner-city and suburban areas, universities, and high schools, as well as junior high and elementary schools.

Statistics relating to drug abuse, although estimates at best, emphasize the scope of the problem. The Bureau of Narcotics and Dangerous Drugs (BNDD), Department of Justice, estimated that as of January 1972 there were about 559,000 heroin addicts in the United States. One study by the New York City Board of Education noted that, of the 285,161 New York City high school students surveyed, 100,000 had used or experimented with drugs. Another survey conducted in Monterey, Calif., revealed that about 75 percent of the students surveyed had used LSD.

The number of arrests on drug charges in the United States rose from 50,000 in 1965 to 346,412 in 1970. Drug addiction is a major cause of crime. The cost of supporting a narcotic habit can run from \$30 to \$100 a day. About 50 percent of all metropolitan area property crimes stem from the addict's need to support his habit. BNDD estimates property losses and enforcement costs relating to these crimes are as high as \$18 billion annually.

Drug abuse is the cause of death for an increasing number of persons. In New York City, for example, the number of deaths attributed to drug abuse has increased from fewer than 200 in 1960 to more than 1,200 in 1970. During the first 6 months of 1971, 568 deaths in New York City were caused by drug abuse.

The Federal Government has increased its efforts over the past 3 years to fight drug abuse. Federal agencies, through increased appropriations from the Congress, have developed and expanded programs to eliminate dangerous drugs at their source, to cut their flow into the United States, and to intercept them after entry. Increased efforts have been directed toward better educating the public about the

problem and toward treating and rehabilitating those who have become addicts.

The President, by Executive order on January 28, 1972, established the Office of Drug Abuse Law Enforcement in the Department of Justice to institute a major new program aimed at drug traffickers and pushers. The Executive order provides for the Office to (1) marshal a wide range of Federal resources in a concentrated assault on street-level heroin pushers and use special grand juries to gather information concerning drug traffickers and (2) pool this intelligence for use by Federal, State, and local enforcement agencies and call on the Departments of Justice and the Treasury to assist State and local agencies in detecting, arresting, and prosecuting drug traffickers and pushers.

Establishing the Office is only one of several actions that have been taken to wage a balanced and comprehensive attack on the Nation's drug problem. Other actions include:

- Establishing by Executive order in June 1971 the Special Action Office for Drug Abuse Prevention to coordinate major Federal drug abuse programs in prevention, education, treatment, rehabilitation, training, and research. (Legislation to establish it as an independent office was enacted March 21, 1972.) The Office is charged with developing overall Federal strategy to deal with drug abuse and guidance and standards for operating agencies; setting program goals, objectives, and priorities; and evaluating all drug abuse programs.
- Establishing the Cabinet Committee on International Narcotics Control in September 1971, chaired by the Secretary of State, to lead the fight for eliminating and controlling international drug traffic.
- Passing the Comprehensive Drug Abuse Prevention and Control Act of 1970 (21 U.S.C. 801) which increased the authority of Federal agencies to conduct extended research, rehabilitation and treatment, and law enforcement activities.

In view of the multitude of Federal drug abuse programs and the President's emphasis in his 1972 state of the Union message on a national strategy to effectively deal with the problem, we made a Government-wide survey to identify and determine the extent of the Federal Government's involvement in drug abuse programs and, where possible, the types of programs currently operating, the results of the programs, and the amount of funds devoted to them. Our basic source of information was the Special Action Office for Drug Abuse Prevention.

We did not evaluate the programs but believe that this report will provide an insight into the Federal involvement in combating drug abuse.

We did not submit this report to the various Federal agencies involved for their official comments. We did, however, discuss our plans to issue this report with officials of some of the agencies.

The information in this report is presented by functional areas: treatment and rehabilitation, law enforcement and control, education and training, and research. Federal funds that we could identify as devoted to combating drug abuse have amounted to about \$842 million since fiscal year 1969, as shown below:

	<u>Fiscal year (note a)</u>				<u>Total</u>
	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u> (note b)	
	(millions)				
Treatment and rehabilitation	\$28 0	\$ 42 3	\$ 85 3	\$210 2	\$365 8
Law enforcement and control	20.1	43 1	64 2	138 6	266 0
Education and training	2 0	12 2	36 7	57 5	108 4
Research	<u>15.1</u>	<u>18 1</u>	<u>21 6</u>	<u>46.8</u>	<u>101 6</u>
Total	<u>\$65 2</u>	<u>\$115 7</u>	<u>\$207.8</u>	<u>\$453 1</u>	<u>\$841 8</u>

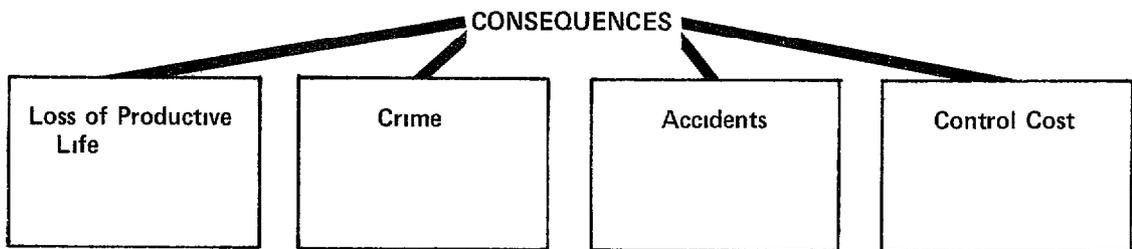
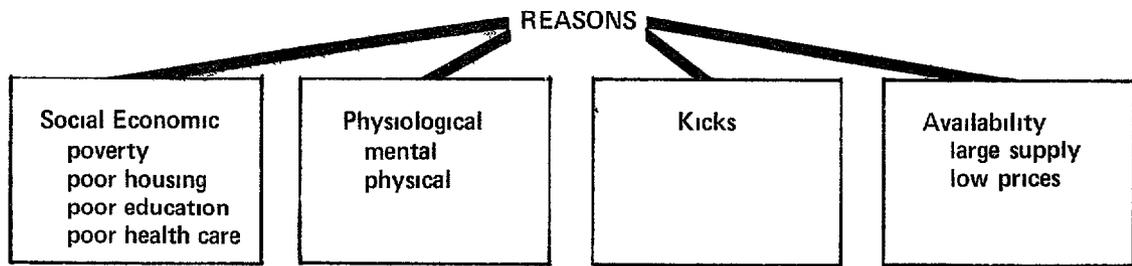
^aThe amounts represent obligations, appropriations, and/or estimates which were provided to us by the respective agencies and the Office of Management and Budget (OMB)

^bEstimated

Although large amounts of Federal, State, local, and private funds have been expended on a variety of programs, drug abuse has not been curbed. For example, BNDD estimated there were about 332,000 addicts in the United States in 1969. As of January 1972, BNDD estimated there were about 559,000 heroin addicts in the United States.

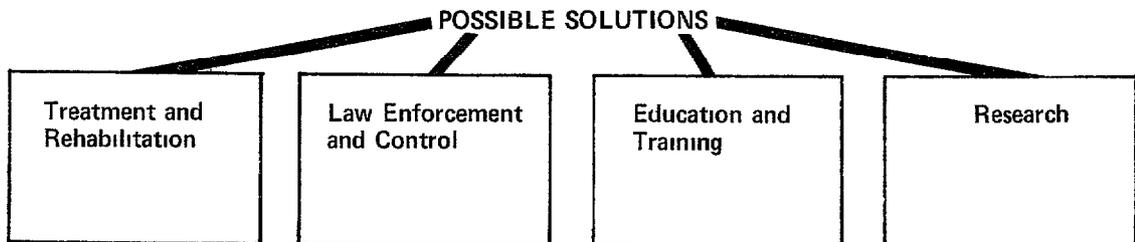
The chart on page 9 illustrates the causes and consequences of drug abuse and the possible solutions. The chart in no way completely analyzes each issue; however, it does illustrate the need for a national strategy that coordinates the various solutions. Although the ultimate objective of treatment and rehabilitation, law enforcement and control, education and training, and research is to eliminate drug abuse, the potential impact of each of these solutions on the causes and consequences of drug abuse should be evaluated so that the appropriate combination of solutions is selected to minimize drug abuse and its harmful consequences. For example, a high level of enforcement may reduce the availability of drugs but thereby increase their cost. The level of crime may then increase because addicts would need more money to supply their habits. On the other hand, if drugs are dispensed free of charge, crime may decrease but drug abuse--and accidents caused by it--may increase.

DRUG ABUSE



NATIONAL OBJECTIVE

To limit drug abuse and mitigate its harmful consequences



CHAPTER 2

TREATMENT AND REHABILITATION

The Congress recognized the problem of drug addiction as early as 1929 by enacting legislation providing for establishing two narcotic farms for treating addicts convicted of Federal offenses. The farms--at Fort Worth, Tex., and Lexington, Ky.--were opened in the mid-1930s. These two farms made up the Federal effort in treating and rehabilitating addicts until 1963 when, because of the critical nature of the drug problem, the President's Advisory Commission on Narcotic and Drug Abuse was established to recommend a program of action. Subsequently, the first major legislation since 1929--the Narcotic Addict Rehabilitation Act (NARA) of 1966 (28 U.S.C 2901)--was enacted to deal with treating and rehabilitating addicts. Since then more Federal emphasis has been placed on this area.

The basic objective of treating and rehabilitating an addict is to reduce an individual's demand for narcotics and dangerous drugs and to so rehabilitate him that he can lead a socially acceptable life. Treatment and rehabilitation programs operated by Federal agencies generally involve treating addicts through such modalities as detoxification (withdrawal from physical dependency), confrontation and group approaches, methadone¹ maintenance, and social and vocational rehabilitation. In addition, some Federal agencies are involved in grant programs which deal with treating and rehabilitating addicts.

A breakdown of the financial resources we could specifically identify as devoted to treating and rehabilitating addicts, by agency, since fiscal year 1969, follows.

¹A drug which blocks the effects of heroin.

	<u>Fiscal year (note a)</u>			
	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u> (note b)
<u>Agency</u>	(millions)			
Department of Health, Education, and Welfare (HEW):				
National Institute of Mental Health	\$21.9	\$19.8	\$40.7	\$ 89.8
Social and Rehabilitation Service	1.0	1.6	1.8	2.8
Office of Economic Opportunity	2.2	4.5	12.8	18.0
Veterans Administration (VA)	.6	4.8	5.0	22.5
Department of Justice:				
Bureau of Prisons	.5	1.9	2.4	2.8
Law Enforcement Assistance Administration (LEAA)	.4	5.6	16.6	16.4
Department of Housing and Urban Development:				
Model Cities	1.4	4.1	6.0	3.4
Department of Labor:				
Job Corps				.1
Department of Defense (DOD)	—	—	—	<u>54.4</u>
Total	<u>\$28.0</u>	<u>\$42.3</u>	<u>\$85.3</u>	<u>\$210.2</u>

^aSee p. 7.

^bEstimated.

Even though the Congress recognized drug addiction as a problem in 1929, current Federal efforts to treat and rehabilitate addicts are experimental and fragmented and lack proper evaluation. The Special Action Office for Drug Abuse Prevention was created to help alleviate this problem.

Various studies have recommended methods for treating addicts. For example, a congressional special study mission recommended that the Government

"*** underwrite an accelerated research program to find a nonaddictive substitute for opium, which continues to have important medicinal applications."¹

Federal involvement in treatment and rehabilitation programs, by agency, is presented below.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

National Institute of Mental Health

The Institute's activities include (1) treating and rehabilitating addicts and (2) assisting State and community programs.

Rehabilitating addicts, authorized by NARA, provides an opportunity for addicts to volunteer for civil commitment for treatment (title III) and for addicts charged with violating certain Federal criminal laws to apply for civil commitment instead of prosecution (title I).

Prior to fiscal year 1972 the Institute used its clinical research centers at Lexington and Fort Worth to provide all examination, evaluation, and inpatient services (initial treatment) under the NARA program. The Fort Worth facility was transferred to the Department of Justice in October 1971. The Institute plans to provide, during fiscal year 1972, initial treatment at its clinical research center at Lexington and through contracts with community agencies.

Following initial treatment the community agencies provide the patient with supervised treatment and rehabilitation up to 36 months. These agencies also facilitate and coordinate the use of existing community services for continuing psychotherapy, education, vocational training, job placement, medical care, and family welfare.

On June 30, 1971, 121 patients were in the examination and evaluation phase, 527 patients were receiving inpatient

¹"The World Heroin Problem," Report of Special Study Mission, H. Rept. 92-298, June 22, 1971, p. 37.

treatment, and 1,430 patients were in community aftercare facilities. Costs for this program were about \$13.9 million in fiscal year 1969, \$17.2 million in fiscal year 1970, and \$20.7 million in fiscal year 1971.

The Institute's State and Communities Program, as it relates to drug abuse, was authorized, in part, by the Comprehensive Drug Abuse Prevention and Control Act of 1970. Under this program, the Institute provides grants to public and nonprofit agencies to meet part of the costs for (1) detoxification, (2) institutional services, or (3) community-based aftercare. Matching grants are awarded for 8 years with declining Federal support to areas in States having the higher percentages of population who are addicts. Costs for this program were about \$8 million in fiscal year 1969, \$2.6 million in fiscal year 1970, and \$20 million in fiscal year 1971.

The Institute plans to use fiscal year 1972 funds to support 23 community programs, to continue the NARA program, and to establish 10 narcotic treatment centers in the 10 largest cities with severe drug abuse problems.

Social and Rehabilitation Service

The Service provides technical, consultative, and financial support to States, local communities, organizations, and persons. Social rehabilitation, income maintenance, medical services, family and child welfare, and other necessary services are provided to the aged and aging, children and youth, the disabled, and needy families. Although assistance to addicts is not provided separately, it is provided as it relates to any of the above services.

In fiscal year 1971, the Service had eight drug treatment projects underway with primary emphasis on vocational rehabilitation. Total expenditures for these projects for fiscal year 1971 were \$634,793. The Service also plans to award 15 to 20 grants in fiscal year 1972 to increase substantially the number of drug abusers rehabilitated for gainful employment. The Service has also taken steps to develop a program which will encompass all its drug abuse activities.

OFFICE OF ECONOMIC OPPORTUNITY

The Office's first drug abuse effort was in 1967 when it funded eight neighborhood service projects on a "one shot" basis under the Economic Opportunity Act of 1964, as amended (42 U.S.C. 2701). Since then it has funded drug rehabilitation programs under various sections of this act.

The community comprehensive drug rehabilitation concept developed in 1967 by the Office is the basic model for the Office's drug program. This concept relates drug rehabilitation programs to both a medical and a social services approach. Projects provide a mix of services, such as methadone, outpatient, day care, and residential treatment. Employment of ex-addicts is a significant feature of these projects. In general these projects deliver services to a specific group (poor people who are addicts) living in a specific area (usually low income) through community groups, neighborhood health centers, and the like. The projects stress social services to both the addict and his family, in addition to medical treatment, as comprehensive therapy for the medical problem.

The following table shows the amount of funds allocated and the number of individuals and families served under the Office's drug rehabilitation projects.

	<u>Fiscal year</u>			
	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u> <u>(note a)</u>
	<u>(millions)</u>			
Amount	\$2.2	\$4.5	\$12.8	\$18.0
Projects	5	9	21	30
Addicts served	(b)	7,000	6,200	(b)
Youth served	(b)	1,200	2,300	(b)
Families served	(b)	4,000	3,000	(b)

^aEstimated.

^bNot available.

VETERANS ADMINISTRATION

Prior to October 1970, VA had been treating veterans with medical consequences of drug abuse under its general medical program. In fiscal year 1970, however, VA recognized treatment of drug dependence as a special medical program and in October 1970 began its Special Medical Program in Treatment of Drug Dependence with the opening of the first treatment center at its Washington, D.C., hospital. As of October 1971, 32 Drug Dependence Treatment Centers had been opened.

Admission to the program is voluntary. It involves treating veterans through such modalities as detoxification, confrontation and other group therapy, methadone maintenance, and social and vocational rehabilitation.

The centers are operated under VA's general authority to furnish, within the limits of facilities, whatever hospital care it determines is needed by eligible veterans. In fiscal year 1971 VA spent \$490,000 to operate the five drug treatment centers opened that year. VA estimates that it will cost \$17,162,000 to operate all 32 centers in fiscal year 1972.

In addition to maintaining the Special Medical Program in Treatment of Drug Dependence, VA continues to treat veterans under its general medical program at VA hospitals which do not have Drug Dependence Treatment Centers.

DEPARTMENT OF JUSTICE

Bureau of Prisons

Prior to the enactment of NARA, the Bureau had no special programs for treating addicts committed to Federal custody. However, title II of NARA provided for specialized institutional treatment and aftercare for addicts convicted of violating certain Federal laws.

In 1968 the Bureau established narcotic addict rehabilitation programs at its penal institutions in Danbury, Conn., Alderson, West Va., and Terminal Island, Calif. Since then programs have been established at penal institutions in Milan, Mich., and La Tuna, Tex.

In October 1971 the Bureau acquired the clinical research center at Forth Worth from HEW. The Bureau plans to use the center as a multipurpose correctional medical facility for 500 inmates, 200 of whom would be addicts. The Bureau has transferred its narcotic addict rehabilitation program at La Tuna to this facility.

The treatment phase of the narcotic addict rehabilitation program emphasizes developing improved socialization among patients. Patients are brought together in a comprehensive therapeutic community employing group encounter sessions. Aftercare, which includes counseling, urine testing, vocational guidance, education, training, and job placement, is a key element of the Bureau's narcotic addict rehabilitation program. Aftercare is generally provided by local social service agencies which receive funding from the Bureau.

The Bureau also established a Drug Abuse Program during fiscal year 1970 modeled after the rehabilitation program. Currently the Drug Abuse Program is operating at Federal penal institutions in Lewisburg, Pa, Terre Haute, Ind, Lompoc, Calif., El Reno, Okla, Petersburg, Va, La Tuna, and Forth Worth. The Bureau established this program under its general authority to operate a prison system and to provide a medical care program. The intent of the Drug Abuse Program is to provide additional resources to treat prisoners with addiction problems who do not qualify for the narcotic addict rehabilitation program. The Drug Abuse Program uses various institutional programs, such as vocational training, along with its own specially devised activities. The program is intended for inmates in their last 18 months of confinement.

The appropriations for the narcotic addict rehabilitation program and the Drug Abuse Program are as follows:

	<u>1970</u>	<u>1971</u>	<u>1972</u> (note a)
Narcotic addict rehabilitation program	\$1,899,663	\$1,924,000	\$2,118,924
Drug Abuse Program	-	430,000	655,995

^aEstimated.

Law Enforcement Assistance Administration

LEAA's involvement in drug abuse programs consists mainly of financial assistance to enable State and local governments to improve all facets of their criminal justice systems.

LEAA has continually encouraged the States to provide facilities for treating and rehabilitating predelinquent addicts,¹ as well as those offenders whose crimes may have been products of their addiction.

In the case of the predelinquent addict, LEAA has fostered community programs by assisting cities in developing community treatment centers offering both inpatient and outpatient clinical care. Also community programs have been developed to provide treatment referral services to meet the needs of addicts. "Contact houses," established to provide counseling for the predelinquent addicts, have been a major component of community programs. Likewise, programs to provide extensive psychiatric care to addicts needing such treatment have often been incorporated into the community programs.

In responding to the medicopsychological needs of offenders whose crimes may have been products of their addiction, LEAA has strongly encouraged States and communities to develop services similar to those described above to respond to the treatment needs of their probationers and custodial

¹Addicts who are not yet identified with and wanted for specific criminal conduct other than possession and use of drugs

and prison inmates. Developing pretrial release referral programs for minor offenders as an alternative to conviction and incarceration has been a new and an innovative approach.

LEAA requires, as a condition to providing financial assistance, that medical evaluation be a part of any detoxification program in which drugs are being used to block the effects of heroin and other narcotics. Also detoxification programs normally provide for a period of vocational and social readjustment after detoxification has been completed.

In fiscal year 1969 LEAA awarded grants totaling \$513,650 to combat the drug abuse problem, of which about \$400,000 was for treatment and rehabilitation programs. In fiscal year 1970 LEAA awarded grants totaling about \$5.6 million for 37 programs dealing with treating and rehabilitating drug abusers and, in fiscal year 1971, grants totaling about \$16.6 million for 56 such programs. LEAA estimates that in fiscal year 1972 it will award grants totaling about \$16.4 million for such programs.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Model Cities

The Department is not directly involved in funding any programs aimed at treating and rehabilitating drug abusers. However, there are some drug abuse programs in plans submitted for Model Cities grants.

The Model Cities Program is authorized by the Demonstration Cities and Metropolitan Development Act of 1966 (80 Stat. 1255). The program emphasizes planning, community participation, better coordination of intergovernmental activities in urban areas, and innovative approaches to solving urban problems. Each model city determines what activities it is to undertake, including dealing with the drug problem. Grant funds are not earmarked for any specific use. However, the Department identified 19 model cities as of October 1970 which were operating treatment or rehabilitation programs for drug abusers, 11 of which were operating drug treatment programs. These programs utilize neighborhood centers, many employing neighborhood residents as outreach workers, treat drug addiction with any of several methods, including methadone maintenance; or serve as referral points to existing treatment services. Of the 19 model cities, eight were operating rehabilitation programs. These programs were typically staffed by ex-addicts and operated in therapeutic community contexts, using group therapy. In most cases education, job training, and placement services were provided.

The Department also identified five model cities that had plans for, or were operating, neighborhood health centers which provided special services for addicts, ranging from referral or counseling to medical care or possible methadone treatment. The health centers also provide regular medical services for persons who are not addicts.

DEPARTMENT OF LABOR

Job Corps

The Department's involvement in drug abuse programs started in March 1969 when it formally recognized drug abuse as an employment handicap requiring special attention at

local employment offices. Since then guidelines, which provide direction in handling job applicants handicapped by drug abuse, have been issued to the Department's Manpower Administration.

The Job Corps has scheduled three pilot demonstration projects for treating and rehabilitating addicts. One project began on March 15, 1971, at the Washington Residential Manpower Center. This project is for detoxified addicts physically and psychologically capable of job training. Another project began in Jersey City, N.J., in December 1971. The third project, to be located in San Jose, Calif., is planned for opening by July 1972. Job Corps funding for these projects is estimated at about \$134,000 for fiscal year 1972.

DEPARTMENT OF DEFENSE

DOD established its first Task Force on Drug Abuse in November 1967. The task force studied the drug problem from all aspects and recommended that a directive be issued setting forth DOD policy on drug abuse and its control. On February 2, 1968, policies for preventing and eliminating drug use by members of the Armed Forces were formalized in DOD Directive 1300.11. An October 1970 revision to this directive placed new emphasis on the treating and rehabilitating the drug abuser.

The task force recommended also that, in dealing with the drug abuser, DOD be guided by the "whole man" concept whereby the treatment accorded to an individual be based on his whole personality, potential, and character. It recommended training medical officers, judge advocates, and chaplains who were involved in drug abuse programs and introduced the concept of amnesty to encourage drug abusers to voluntarily identify themselves and participate in treatment programs.

Department of the Air Force

The Air Force's drug rehabilitation program involves five phases. Phase One consists of testing personnel for drug abuse. Starting in June 1971 all personnel were tested for heroin use prior to leaving South Vietnam and Thailand. As of August 1971 the Air Force had plans to expand this

phase to include testing for barbiturate and amphetamine use.

Phase Two of the Air Force program is detoxification whereby every individual who tests positive for heroin is placed in an Air Force medical facility and is physically withdrawn. After detoxification the individual is medically evaluated and the serious cases requiring further treatment enter Phase Three--psychiatric evaluation. During this phase the appropriate treatment of each individual is determined.

Phases Four and Five are behavioral reorientation and supportive phases for "graduates" of the other phases. Under Phase Five a qualified officer and a qualified airman are assigned at each Air Force installation to facilitate the reentry of graduates into normal military life. They offer individual or group counseling or refer individuals to community service organizations. Also they make quarterly followup evaluations of each graduate for 1 year and, by working within the military and civilian communities, seek to prevent the habits, attitudes, and culture which lead to drug use. The Air Force estimates that about \$10 million will be expended for the program in fiscal year 1972.

Department of the Army

The Army has been planning for identification, detoxification, and followup treatment of drug abusers since May 28, 1971. On June 18, 1971, the Army initiated a project for identifying and detoxifying heroin users within Vietnam. The project has since been expanded and will eventually include all Army personnel.

The Army was the first of the military services to use the concept of amnesty. Complete statistics on the number of persons who have identified themselves as drug abusers under the Army's amnesty program are not available. However, approximately 200 persons per month during 1970 and over 4,000 persons during the first quarter of 1971 voluntarily identified themselves under the program in Vietnam.

Identified drug abusers are clinically tested. Those who test positive are detoxified and counseled. Addicts remain in an inpatient status for completion of detoxification

and further treatment. When discharged from medical control, they either are assigned to a military facility or are referred to a civilian facility for further rehabilitative treatment if they are due for separation from the service. Personnel who remain on active duty after detoxification enter into an outpatient program of community-oriented rehabilitation. Halfway houses--"rap" centers--are the facilities used for rehabilitation. A halfway house is a live-in facility for addicted personnel who perform regular assignments during duty hours and return to this facility during off hours where they receive closer supervision than in the usual military setting. The halfway houses offer recreation and other services to provide new learning experiences and interaction with others.

The estimated funding for the Army's treatment and rehabilitation programs for fiscal year 1972 is about \$26.5 million.

Department of the Navy

The Navy's amnesty, rehabilitation, and treatment programs were established under the general authorization of DOD Directive 1300.11.

The Navy formalized its amnesty program on July 9, 1971, after its evaluation of two pilot amnesty programs, one in Hawaii and one in Vietnam. As of August 4, 1971, 147 individuals had applied for amnesty under the Navy program.

Drug abusers are given physical examinations and are detoxified, if necessary, at the nearest capable medical facility. All patients requiring rehabilitation are sent to the Naval Drug Rehabilitation Center at Miramar, Calif., which has a 300-patient capacity and employs several different rehabilitative approaches. As of August 8, 1971, 65 patients were at the center. The Navy has established a second rehabilitation center at the Jacksonville Naval Air Station, Fla., and plans to establish a third.

The Navy's treatment and rehabilitation programs are similar to the programs conducted at the Army's halfway houses. The programs include group and individual therapy, drug education, and educational and vocational rehabilitation.

The estimated funding for the Navy's treatment and rehabilitation programs for fiscal year 1972 is about \$18 million.

CHAPTER 3

LAW ENFORCEMENT AND CONTROL

Although the Federal Government has been involved in drug control since the 1909 passage of Public Law 221 prohibiting importing and using opium for other than medicinal purposes, it was not until the past few years when the drug problem reached near-epidemic proportions that Federal involvement has become significant. Current Federal activities are directed at curtailing the sources of narcotics and their illegal importation, manufacture, distribution, and possession.

Until 1968 primary responsibility for law enforcement and control in the area of drug abuse was vested in the Department of the Treasury and HEW. In that year Treasury's Bureau of Narcotics and HEW's Bureau of Drug Abuse Control were consolidated to form BNDD within the Department of Justice and BNDD was given primary responsibility for enforcing drug abuse laws.

More recent legislation affecting such law enforcement and control was the Comprehensive Drug Abuse Prevention and Control Act of 1970. This law expanded regulatory controls and enforcement authority. Enforcement activity was further increased with the establishment by Executive order of the Office of Drug Abuse Law Enforcement in the Department of Justice on January 28, 1972. The Office is to utilize a wide range of Government resources aimed at eliminating the street-level heroin pusher. In this effort it is to work closely with other Federal, State, and local enforcement agencies.

The Government's emphasis on drug abuse law enforcement and control is indicated by the increase in Federal resources devoted to these areas. The funding for fiscal years 1969 through 1972, which we could identify as related to law enforcement and control, totaled about \$266 million, as follows:

<u>Agency</u>	<u>Amount (note a)</u>			
	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u> <u>(note b)</u>
	(millions)			
Department of Justice:				
BNDD	\$16.8	\$25.8	\$39.3	\$ 60.7
LEAA		3.4	5.9	16.6
Immigration and Naturaliza- tion Service (note c)				
Criminal Division	.2	.3	.6	.6
Federal Bureau of Investi- gation (note c)				
Department of the Treasury:				
Bureau of Customs	3.1	12.4	18.3	41.5
Internal Revenue Service				7.5
Office of the Secretary				.1
DOD				.9
Department of State:				
Office of the Senior Advi- sor to the Secretary for Narcotics Matters		.1	.1	.2
Agency for International Development		1.1		10.4
Department of Transportation:				
United States Coast Guard				.1
Federal Aviation Adminis- tration (note c)				
United States Postal Service (note c)				
Central Intelligence Agency (note c)				
Total	<u>\$20.1</u>	<u>\$43.1</u>	<u>\$64.2</u>	<u>\$138.6</u>

^aSee p. 7.

^bEstimated.

^cAmounts not readily available.

Although the effort devoted to law enforcement and control has greatly increased during the past few years, the

availability of narcotics and dangerous drugs does not appear to have been substantially reduced. A special congressional study mission, recognizing the difficulties involved in preventing heroin from reaching the addict, stated that the problem must be attacked at the source--in the poppy fields--and that some way must be found to take the profit out of heroin smuggling.¹

A description of the law enforcement and control efforts of the Federal agencies follows.

¹"The World Heroin Problem," Report of Special Study Mission, H. Rept. 92-298, June 22, 1971, pp. 1 and 6.

DEPARTMENT OF JUSTICE

Bureau of Narcotics and Dangerous Drugs

BNDD was established in the Department of Justice on April 8, 1968, by Reorganization Plan No. 1 of 1968. Its primary mission--to control narcotic and dangerous drug abuse through enforcement and prevention programs--is accomplished through controlling legally manufactured drugs and suppressing illicit drug traffic. The Bureau's enforcement efforts are carried out through a number of programs. Some of these programs and their results are summarized below.

Enforcement activities

BNDD's basic operational plan called for (1) the worldwide concentration of manpower on, and the immobilization of, 10 major illicit drug distribution systems and (2) the extensive use of task forces to concentrate manpower and other resources against particular groups in selected areas. For example, task forces were recently used in New York City and Chicago, Ill., under the code name "Operation Stitch," to interdict and disorganize a series of illicit midlevel drug distribution systems in the inner city.

For fiscal year 1971, BNDD reported that the following amounts of drugs were removed from the illicit market in the United States.

Heroin	226	lbs.	
Cocaine	427	"	
Marihuana	12,723	"	
Hallucinogens	3,697,737	dosage units	
Stimulants	10,319,923	"	"
Depressants	319,006	"	"

Specialized activities
against organized crime

The Department's Strike Forces against organized crime are composed of investigative personnel from numerous Federal, State, and local agencies operating in various target cities throughout the country. The objective of these operations is to exert a concerted regional effort against

organized crime through a coordinated and cooperative operation involving various enforcement agencies under the direction of the Attorney General. The Department's Strike Forces operate in Buffalo, N.Y.; Boston, Mass.; Newark, N.J.; New York (Boroughs of Brooklyn and Manhattan); Philadelphia, Pa.; Miami, Fla.; Cleveland, Ohio; Chicago; Detroit, Mich.; New Orleans, La.; Los Angeles and San Francisco, Calif.; St. Louis, Mo.; Pittsburgh, Pa.; and Baltimore, Md. BNDD has contributed at least one senior agent to each Strike Force.

Control of illicit international narcotic trafficking

Working with officials of foreign governments, BNDD's overseas personnel are attempting to eliminate drugs at their source, apprehend processors and distributors, assist in preparing cases for prosecuting drug violators, and provide intelligence to aid in seizing drugs and other substances subject to Federal control. BNDD plans, by the end of fiscal year 1972, to have 46 offices and 123 agents in Latin America, Europe, the Middle East, and the Far East. BNDD reported the following results achieved by foreign authorities in cooperation with BNDD during fiscal year 1971.

Arrests	218		
Seizures:			
Opium	2,188	lbs.	
Morphine base	2,205	"	
Heroin	488	"	
Cocaine	261	"	
Marihuana	28,794	"	
Hashish	11,308	"	
Stimulants	100,015	dosage units	
Depressants	1,695,000	"	"
Hallucinogens	24,837	"	"

Laboratory support--criminalistics

BNDD laboratories analyze drug evidence obtained from clandestine and commercial sources, prepare expert testimony to be used in prosecuting violators of drug laws, and report drug intelligence to appropriate officials. BNDD operates laboratories in New York City; Washington; Miami; Chicago; Dallas, Tex.; and San Francisco.

BNDD also operates a Special Testing and Research Laboratory in Washington, which is concerned primarily with identifying new materials which appear in the illicit market, identifying the manufacturer of legitimate drugs which have been diverted to the illegal market, and developing new methods for analyzing narcotics and dangerous drugs. The laboratory also aids in developing intelligence information on the clandestine production of drugs subject to Federal control.

Federal criminal intelligence information system

BNDD's criminal intelligence information system is a central repository for all intelligence information relating to the drug problem in the United States and in foreign countries. To insure the success of this system, BNDD is assuming the leadership in developing closer cooperation among Federal and State agencies, the drug industry, the educational and medical professions, and foreign governments.

State and local assistance

BNDD cooperates with State and local governments in their efforts to control the flow of illegal drugs by providing the following assistance:

- Analyzing narcotic, depressant, stimulant, and hallucinogenic drugs for State, county, and municipal law enforcement agencies that do not have laboratories.
- Furnishing intelligence and funds for purchasing evidence to local police agencies when requested.
- Cooperating in prosecuting cases involving drugs at the State level.

Law Enforcement Assistance Administration

Enforcement projects have been established at regional and State levels with the aid of LEAA grants. The thrust of these projects has been primarily at the illicit trafficking and sale of narcotics and dangerous drugs and only secondarily at users themselves. These projects have entailed

both investigative intelligence gathering and subsequent enforcement-arrest operations. LEAA has continually emphasized that, to overcome the jurisdictional limitations that have fragmented law enforcement, the projects be regional through the development of enforcement groups having multi-jurisdictional operational capabilities. In addition, LEAA has insisted that these efforts be fully coordinated with those of other cognizant regional and State enforcement groups and has emphasized training for members of these special enforcement groups. The amount of grant funds awarded by LEAA for enforcement efforts in fiscal years 1970 and 1971 was as follows:

<u>Fiscal</u> <u>year</u>	<u>Number of</u> <u>projects</u>	<u>Amount</u>
1970	72	\$3,338,887
1971	46	5,886,085

LEAA plans to award grants totaling \$16.6 million in fiscal year 1972.

Immigration and Naturalization Service

The Service's principal efforts in law enforcement and control involve cooperation with other Federal law enforcement agencies. The Service's Border Patrol surveys U.S. borders between points of entry.

Beginning in September 1969, the Border Patrol participated in an activity called Operation Intercept, during which it was assigned responsibility for preventing the smuggling of marihuana, narcotics, and dangerous drugs across the Mexican border at other than ports of entry. During the 7 weeks of this operation, Border Patrol officers seized about 6,900 pounds of marihuana and 350,000 dangerous drug pills. Also in 1970 the Border Patrol turned over to appropriate Federal agencies 1,395 violators of Federal laws, including 439 narcotic law violators, and seized close to \$4 million worth of narcotics, marihuana, and dangerous drugs.

Criminal Division

The Narcotic and Dangerous Drug Section of the Justice Department's Criminal Division was established in April 1968 as part of a reorganization unifying, under the Attorney General, all enforcement and control activities in the area of drug abuse. This section supervises all Federal prosecutions for criminal violations of the laws relating to marihuana, narcotics, and dangerous drugs. It is also responsible for litigation to commit addicts under the authority of NARA and to condemn property forfeited for violating the Federal narcotic and drug laws.

Federal Bureau of Investigation

The Bureau's effort in law enforcement and control of drug abuse involves cooperation with BNDD. The Bureau's policy is to transfer to BNDD information received regarding drugs. In addition, drug violations disclosed during normal Bureau investigations are also referred to BNDD. In cases in which the Bureau wishes to continue its investigation into the nondrug aspects, it will continue the investigation in cooperation with BNDD and will advise BNDD of any data developed by the Bureau concerning the drug violations.

DEPARTMENT OF THE TREASURY

Bureau of Customs

Customs has been involved in curtailing the flow of illegal drugs and narcotics into the United States since about 1934. However, since March 1970, when the Office of Operations and the Office of Law Enforcement were established under the Assistant Secretary for Enforcement and Operations, illicit traffic in narcotics and dangerous drugs has become the Department's priority enforcement target.

The first major enforcement effort in the Department was Customs' Operation Intercept, a large-scale search for drugs at the Mexican border launched in September 1969. This was followed by Operation Cooperation, a joint United States-Mexican effort designed to reduce the flow of illegal drugs into the United States. Subsequent to these efforts, Customs requested and obtained an \$8.75 million supplemental appropriation during fiscal year 1970 to increase personnel and equipment. These new resources enabled Customs to launch a major anti-drug-smuggling program during that year.

Customs' intensified effort in combating the illegal flow of drugs into the country has included.

- Developing an ADP intelligence network.
- Establishing new facilities along the Mexican border to accommodate increased Customs personnel.
- Establishing laboratories to analyze drugs.
- Establishing a major training program for Customs agents stressing anti-narcotics-smuggling.
- Using detector dogs at selected ports of entry for sniffing out marihuana.
- Acquiring planes, helicopters, high-speed patrol boats, and additional interceptor-type vehicles.

Customs' efforts to combat the smuggling of drugs that have been separately funded or that have had identifiable results are summarized below.

ADP intelligence network

One of Customs' major steps in controlling the illegal entry of drugs was establishing the Customs Automated Data Processing Intelligence Network, called CADPIN. The system, which was put into operation in March 1970, contains a record of known and suspected smugglers, license numbers of vehicles involved in smuggling operations, and other data. At points of entry which have computer terminals, a Customs officer can receive information on individuals and vehicles in 12 seconds to aid in identifying smuggling operations.

In fiscal year 1971 Customs received \$1.1 million to operate the system, and it has been authorized about \$1.6 million for fiscal year 1972.

Use of the system through February 1972 has resulted in 730 productive "hits." Seizures involved 35.5 pounds of heroin, more than 5 tons of marihuana, about 1.3 million units of dangerous drugs, and some opium, cocaine, and hashish. Over 390 persons were arrested with the aid of the system during this period.

Detector Dog Program

Customs initiated its Detector Dog Program in August 1970. This program is directed mainly against the smuggling of marihuana and hashish. As of October 1971, 42 dogs and 28 handlers were assigned to 22 points of entry throughout the United States. The dogs are assigned to border points and to international mailrooms, cargo docks, and terminals where they screen mail, cargo, unaccompanied baggage, ships, and vehicles. As of October 1971 this program had resulted in seizing 13,000 pounds of marihuana, 650 pounds of hashish, 4,000 marihuana cigarettes, 35 pounds of opium, and 300 grams of heroin.

Laboratories

Customs laboratories examine contraband and smuggled goods and test such substances as drugs seized at border points. In line with Customs intensified efforts in the drug area, two new laboratories were opened in 1969 to test seized narcotics. The laboratories, located in San Antonio, Tex., and San Diego, Calif., are used for promptly identifying seized narcotics to prosecute narcotic smugglers.

Internal Revenue Service

The Service has identified narcotic violators as a by-product of its war on racketeers. For example, the Service has a program in Baltimore where 432 narcotic traffickers have been identified. In June 1971 it had 132 investigations of alleged major narcotic dealers underway nationwide. These investigations involved the services of 86 special agents. In addition, the Service had not yet started its investigations of 70 other alleged dealers whose names had been furnished to the Service by BNDD.

Intensified tax investigations of major narcotic dealers

During fiscal year 1972, the Service plans to launch a systematic drive in cooperation with other Federal, State, and local law enforcement agencies against middle and upper echelon distributors and financiers involved in narcotic trafficking for possible civil and/or criminal violations of the Internal Revenue Code. The minimal objective is to have an ongoing program subjecting 400 significant traffickers to full-scale investigations.

Identification of traffickers will be made, at the Federal level, by BNDD and the Bureau of Customs. After identification, the Service will continue to maintain liaison with these agencies so as not to interfere with or duplicate any ongoing substantive narcotic and smuggling investigative activity.

The Service has estimated that, to achieve the objective of 400 full-scale investigations, it will need an additional 541 personnel--200 special agents, 200 revenue agents, and

141 support personnel. The estimated cost of this program for fiscal year 1972 is about \$7.5 million.

Office of the Secretary

Two new offices--the Office of Law Enforcement and the Office of Operations--were established in the Office of the Secretary in March 1970 to help coordinate the Department's law enforcement work. One of the responsibilities of the Office of Law Enforcement is to review Department plans and programs for suppressing smuggling. One of the principal areas under review by the Office of Operations is the Bureau of Customs' intensified campaign against drug smuggling.

DEPARTMENT OF DEFENSE

DOD's major law enforcement and investigative work with drug control is directed at apprehending pushers and traffickers and curtailing sources of supply. The military law enforcement and investigative agencies work closely with, and receive training from, BNDD. Close cooperation and working relationships are maintained with the Bureau of Customs, the Federal Bureau of Investigation, and the Postal Service, as well as State and local agencies.

We could not identify the cost associated with DOD's efforts in drug abuse law enforcement and control prior to fiscal year 1972 because funds had not been requested separately for these efforts. DOD has established the need for \$900,000 in fiscal year 1972 to finance Army and Navy efforts in this area.

Following is a summary of some of DOD's program activities.

Marine Corps

The Marine Corps emphasizes law enforcement in its efforts to control and eliminate the drug abuse problem. In addition to conducting its own investigations, the Corps has employed Navy investigators. The Corps believes its use of dogs to detect marihuana has deterred users. The dogs have been successful in searching living areas, bunkers, trash trucks, staging areas, post offices, and warehouses.

Department of the Army

The Army's drug abuse law enforcement and control activities are conducted primarily by the Criminal Investigation Division. The Division's mission includes enforcement and prevention and is aimed at identifying Army personnel involved in the illicit use of drugs and the sources of the drugs.

In 1969 the Army initiated a pilot program using Army-trained dogs to detect marihuana. The program proved successful, and teams of dogs and handlers are now being used by all the military services.

Department of the Navy

To eliminate illegal drugs from naval vessels and installations, the Navy has strengthened its enforcement measures aimed at both the illicit user and the drug trafficker. The Naval Investigative Service has primary responsibility for enforcement activities and has increased the number of its investigations in line with the general increase in drug abuse.

The use of dogs has proved successful in the Navy also. The dogs and their handlers are trained by the Army at Fort Gordon, Ga.

Department of the Air Force

Similar to the other military services, Air Force law enforcement efforts are aimed at identifying drug abusers and eliminating the pushers and distributors. The Office of Special Investigations is the primary enforcement activity within the Air Force and is responsible for conducting drug investigations.

DEPARTMENT OF STATE

The Department of State has tried principally to mobilize and coordinate foreign governments' and U.S. efforts abroad. The Office of the Senior Advisor to the Secretary for Narcotics Matters has primary responsibility within the Department on these matters, and its staff devotes full time to them. The Department's five regional bureaus--East Asian and Pacific, Near Eastern and South Asian, European, Inter-American, and African--and its Bureau of International Organizations, generally work part time on drug control in addition to their other duties.

In July 1971 the Department established Interagency Narcotics Control Committees with representation from State, the Agency for International Development, Justice, Treasury, DOD, Central Intelligence Agency, and the United States Information Agency. The committees were created to develop country and regional narcotics control plans to serve as a basis for negotiations with foreign governments for curtailing illicit production of and trafficking in narcotics.

Department of State efforts increased with the designation of the Secretary of State as Chairman of the Cabinet Committee on International Narcotics Control in September 1971. The committee is charged with

- developing comprehensive plans and programs for international drug control,
- insuring the coordination of all diplomatic, intelligence, and Federal law enforcement programs and activities of international scope,
- evaluating all such programs and activities and their implementation,
- making recommendations to OMB on its findings, and
- providing periodic progress reports to the President.

The amounts expended by the Department for its drug abuse programs in fiscal years 1969 through 1971 are not available because appropriated funds have not been requested separately for these programs. The Office of the Senior Advisor to the Secretary for Narcotics Matters, which was formed late in fiscal year 1969, had expenditures for fiscal years 1970 and 1971 of approximately \$50,000 a year. Fiscal year 1972 expenditures for this office are estimated at \$225,000.

Agency for International Development

The Agency's role in drug abuse programs is supportive. Assistance required by foreign countries to develop their narcotics programs is supplied by the Agency. In addition, the Agency trains local officials, provides them with technical assistance, and procures equipment required for the narcotics programs approved for implementation by the Agency and the involved country. The Agency's Office of Public Safety provides technical assistance, training, and material to upgrade foreign civil police forces when requested and, in this manner, has an impact on narcotics enforcement. The programs are conducted in East Asia, the Near East, South Asia, and Latin America.

The Agency's initial major effort in tackling drug abuse problems overseas began in Turkey in 1966. As a result of negotiations between Turkey and the United States, the United States made a \$3 million development loan to Turkey in 1966, which was to be used about equally for equipment for Turkish enforcement agencies under the Ministry of Interior and for equipment for the Ministry of Agriculture. As the result of negotiations between the two countries, Turkey announced its decision on June 30, 1971, to ban all opium poppy cultivation following the 1971-72 crop. After this announcement the U.S. Government agreed, subject to congressional appropriation, to grant Turkey \$35 million over 3 or 4 years to help minimize Turkey's foreign exchange losses and assist in financing development of a substitute crop in the seven poppy-growing provinces.

Office of Public Safety

The Office of Public Safety in late 1971 held a Public Safety Seminar on Narcotic Control which brought together the chief public safety advisors from 25 public safety programs throughout the world. The purpose of the seminar was to (1) discuss drug problems, (2) familiarize the advisors with the many facets of the problem, and (3) develop a coordinated and effective solution to the problem.

DEPARTMENT OF TRANSPORTATION

Coast Guard

The Coast Guard is involved in drug abuse programs through cooperation with the Bureau of Customs and BNDD. In the law enforcement area, this cooperation involves providing assistance to these agencies, under their direction, when BNDD and Customs require the use of Coast Guard equipment or personnel during their investigative work.

Federal Aviation Administration

The Administration's program for licensing prospective pilots includes a review of an applicant's medical history, which includes ascertaining any history of drug abuse. If an airline reports a drug problem with a pilot, the Administration reviews the case and takes appropriate action. The Administration also provides radar coverage for U.S. borders and flight information on aircraft when requested by other Federal agencies, such as the Bureau of Customs. We could not determine the funding for these activities.

POSTAL SERVICE

Prior to 1967, investigations of postal-related drug cases were a small part of the Postal Service overall operations. However, the accelerated trend toward using the mails for drug trafficking has brought about increased investigative involvement by the Service.

The Postal Service has cooperated with the Bureau of Customs and BNDD by (1) delivering packages containing drugs under the supervision of BNDD or Customs, (2) notifying BNDD of drugs found through routine inspections or informants, and (3) labeling sealed packages or letters from outside the country that contain merchandise to allow Customs officials to inspect the packages. We could not determine the funding for these efforts.

As of January 1972 the Postal Service was studying the possible development of a device to detect the presence of narcotics and related contraband in mail pieces, sacks, and other containers.

CENTRAL INTELLIGENCE AGENCY

The Central Intelligence Agency is represented on the Cabinet Committee on International Narcotics Control and the Interagency Narcotics Control Committees which were established by the State Department. As a member of these committees, the Agency concentrates on gathering drug intelligence.

The Agency has established a working relationship with BNDD and regularly shares intelligence with BNDD. It also provides BNDD with the capability to rapidly review intelligence and collate it with other intelligence. In this manner it provides BNDD with a finished intelligence product as well as less formal up-to-the-minute analyses. Also it has prepared a series of analytical reports dealing with the international narcotics situation.

CHAPTER 4

EDUCATION AND TRAINING

The need for education on the use and abuse of narcotics was recognized as early as 1929 with the enactment of Public Law 672, Seventieth Congress. This act authorized the Surgeon General of the Bureau of Public Health Service to provide each State with information on methods of treatment and research data developed at two U.S. narcotic farms at Fort Worth and Lexington.

Major Federal efforts in education and training with respect to drug abuse began with the passage of the Drug Abuse Education Act of 1970 (84 Stat. 1385). This act authorized funding community drug education programs, as well as the more traditional school and university programs. This act also provided for training programs for teachers, counselors, law enforcement officers, and public service community leaders. In 1970, at the specific request of the President, a State grant program to support the training of educational personnel to help combat drug abuse was inaugurated in HEW's Office of Education.

Education and training have been widely employed by Federal agencies, and efforts in these areas continue to climb in recognition of the unbounded dimensions of the drug problem. These efforts include the general dissemination of information to provide the American public with maximum exposure to the problem and the specialized training of educational, law enforcement, and medical personnel to equip them to effectively deal with the problem.

Although these two objectives are meant to discourage the abuse of, and develop a respect for, drugs, they could have some adverse effect because increased exposure to the subject could influence certain people to try drugs.

The amounts of Federal financial resources, by agency, which we could identify as devoted to education and training from fiscal year 1969, follow.

<u>Agency</u>	<u>Fiscal year (note a)</u>			
	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u> <u>(note b)</u>
	<u>(millions)</u>			
HEW				
National Institute of Mental Health	\$1 2	\$ 3 4	\$ 6 2	\$17 0
Office of Education	2	3 7	6.6	13 0
Social and Rehabilitation Service (note c)				
Department of Justice				
BNDD	4	1 3	2 9	4 5
LEAA	2	3 7	20 2	17 2
Department of Agriculture				5
Department of Housing and Urban De- velopment		1	5	
Department of Labor				
Job Corps				2
Manpower Administration			3	
DOD				5 1
Appalachian Regional Commission (note c)				
	<u> </u>	<u> </u>	<u> </u>	<u> </u>
Total	<u>\$2.0</u>	<u>\$12 2</u>	<u>\$36 7</u>	<u>\$57 5</u>

^aSee p 7.

^bEstimated

^cAmounts not readily available

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

HEW has the largest budget within the Government for drug abuse education and training. Three agencies within HEW conduct programs in these areas, as discussed below.

National Institute of Mental Health

The Institute's training and education programs are administered by the Training and Education Section, Division of Narcotics Addiction and Drug Abuse. Training is aimed primarily at those persons directly involved in combating the drug problem so that they may more effectively deal with the problem and the persons they serve. The Institute also encourages developing and disseminating educational materials consisting of current, factual information dealing with drug abuse. Funds were obligated for training in fiscal year 1971 for grants and contracts.

Grants were awarded (1) to train youths from ethnic groups with a high risk of addiction to work with drug abusers, (2) to enable the Council on Social Work Education to develop a curriculum to better prepare social workers to work with drug abusers, (3) to provide an exchange program between the social work schools of Hunter College and the University of Puerto Rico to increase awareness of the cultural problems of Puerto Rican addicts in both Puerto Rico and New York City, and (4) to encourage graduate students in sociology to become specialists in research on drug abusers.

Contracts were awarded for training ministers, guidance counselors, pediatricians, public health nurses, and general practitioners so that they might better deal with the problems of the individuals they serve. Since 1970 the Institute has awarded contracts for operating three regional training centers. About 600 physicians and about 900 allied health personnel, educators, law enforcement officers, students, and Government officials have been trained at the centers. The Institute has also awarded contracts for producing training films.

The National Clearinghouse for Drug Abuse Information was established in March 1970 to provide a central office within the Government for information and assistance

concerning drug abuse. The Clearinghouse collects and disseminates materials and data from Federal programs and from appropriate private, State, local, and community projects. This dissemination of data enables governmental or private groups to better determine what their program needs are and how to contribute effectively to the fight against drug abuse.

Office of Education

In early 1970, at the request of the President, the Office of Education initiated a State grant program to support the training of educational personnel, to help combat drug abuse. Subsequently the Drug Abuse Education Act of 1970 was enacted which authorized funding community drug education programs, as well as the more traditional school and university programs.

The Office of Education plans to develop new programs in 1972 based on the need for community drug education capabilities. Under these programs trained leadership and followup assistance for communities will be emphasized.

Social and Rehabilitation Service

The Service does not have specific drug abuse programs or funds reserved for drug-related activities. However, three of its components--the Community Services Administration, the Rehabilitation Services Administration, and the Youth Development and Delinquency Prevention Administration--have initiated some drug abuse efforts in education and training.

The Community Services Administration has attempted to focus on preventing drug abuse among young people through family-life education programs. The Youth Development and Delinquency Prevention Administration supports various drug abuse prevention projects which also are largely educational.

In the training area, the Rehabilitation Services Administration plans to support, during fiscal year 1972, five biregional training conferences for the staff members of State rehabilitation agencies. It is supporting in fiscal year 1972 a program aimed at increasing personnel in the

rehabilitation fields by financially assisting training programs to expand and by offering scholarships to students. The Community Services Administration also has supported various training programs sponsored by State public welfare departments.

DEPARTMENT OF JUSTICE

Department of Justice drug abuse education and training activities are conducted by BNDD and LEAA.

Bureau of Narcotics and Dangerous Drugs

BNDD education and training programs include

- educating the public on law observance, law enforcement, and criminal justice,
- educating and training State and local enforcement officers, and
- training Federal enforcement officers and foreign police officials

Public education on law observance, law enforcement, and criminal justice

BNDD's principal educational objective is to initiate community drug abuse prevention programs, in conjunction with community leaders, that will provide maximum exposure to the public and that will effectively contribute to reducing drug abuse.

During fiscal year 1971, programs were initiated to (1) stimulate the regulated drug industry to promote drug abuse prevention programs and (2) increase the knowledge of the general public through information designed to influence desirable attitudes and behavior regarding drugs.

To increase the knowledge of the general public, BNDD (1) is operating a 3-year drug information campaign involving the mass media, (2) has produced a series of definitive publications to provide factual information on drugs, and (3) has initiated community action programs through involving each BNDD domestic field office.

Education and training of State and local enforcement officers

BNDD provides State and local enforcement agencies with assistance that they could not expect to receive from other sources. This assistance has taken the form of training programs concentrating on the specialized techniques of narcotic and dangerous drug law enforcement and drug abuse prevention. The programs are designed to provide members of enforcement agencies with the necessary skills for combating illicit drug trafficking and to promote an understanding of the nature and extent of the drug problem.

Training activities during fiscal year 1971 included two 10-week schools, which trained 70 State and local enforcement officers, 38 law enforcement schools throughout the Nation, which trained 3,368 officers, and programs for chemists and campus security personnel, which trained 332 personnel.

Training of Federal enforcement officers

BNDD provides an initial 10-week training program in Washington for its prospective agents. This program covers all aspects of drug law enforcement, and classroom instruction is reinforced by over 200 hours of practical exercise. Operating agents are given continuous inservice training at field locations. During fiscal year 1971, 369 agents were trained in the program.

Some agents are provided with supervisory training and training in advanced technical skills. Agents selected for overseas assignments and those selected for domestic assignments which require foreign-language capabilities are provided with intensive language training ranging from 12 to 24 weeks. During fiscal year 1971, 148 agents received supervisory training, 91 agents received advanced technical skill training, and 23 agents received language training.

Training foreign police officials

BNDD has become increasingly involved in training foreign police officials. About 350 foreign law enforcement officials have participated in programs conducted in

Washington. These programs include both 2- and 10-week law enforcement schools and various workshop-type programs.

In addition, BNDD is cooperating in the United Nations fellowships program for narcotics and dangerous drugs training. Other BNDD training programs for foreign police officials have been conducted in Europe, Latin America, Mexico, and Southeast Asia.

Law Enforcement Assistance Administration

The general objective of LEAA education and training has been to provide the American public with the knowledge necessary to make intelligent decisions concerning the use of addictive drugs or other harmful substances. Under authority granted by the Omnibus Crime Control and Safe Streets Act of 1968 (82 Stat. 197), LEAA grants funds to State and local governments to improve their law enforcement and criminal justice systems and to encourage developing State and community educational programs for the community and schools.

LEAA awarded grants totaling about \$20.2 million during fiscal year 1971 for 71 education and training programs. LEAA estimates that grants of about \$17.2 million will be awarded for education and training in fiscal year 1972.

DEPARTMENT OF AGRICULTURE

The Extension Service of the Department became involved in drug abuse education under its 4-H program and under grants from BNDD. In fiscal year 1970, at the request of BNDD, the Service conducted a program to educate farmers on identifying and eradicating marihuana plants. It also conducted surveys for BNDD in an 11-State, 22-county area in the Midwest to determine the extent of the growth of wild marihuana. BNDD provided between \$25,000 and \$30,000 for these efforts.

The 4-H program is involved in social problems that affect youth, family stability, and social environment. Workshops to help solve drug problems and drug abuse education programs are part of this effort.

The Department's fiscal year 1972 efforts will entail 4-H educational programs, in at least 12 States, on drug abuse and informational efforts directed toward farmers and aimed at identifying and eradicating marihuana.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Through its Model Cities grants, the Department makes funds available to enable cities to improve the environment of their urban areas. Although grants are not earmarked for specific programs, some model cities have included drug abuse programs in their plans submitted to the Department.

In seven model cities, programs have been developed to educate neighborhood residents, particularly youths, on the effects and dangers of various drugs. An important feature of many of these programs is the use of ex-addicts to meet with young people, in both the schools and the community. Many cities are attempting to offer the young person a place to bring his questions or his problems. Some of these programs are designed to train community workers in early identification, referral, and treatment of drug users.

DEPARTMENT OF LABOR

The Job Corps and the Department's Manpower Administration have, or are considering, education and training programs.

Job Corps

The Job Corps' Drug Task Force, established in July 1970, has reviewed many written and audiovisual education materials and has selected those which were appropriate for the use of Job Corps staff members and trainees. Also, as of early fiscal year 1972, the Job Corps was developing a special film and other educational material.

The Job Corps has organized a series of nine technical assistance seminars for some of its personnel, which could aid them in recognizing the symptoms of drug abuse and in dealing with drug users. The Job Corps estimates that about \$184,000 will be spent for these programs in fiscal year 1972.

Manpower Administration

The Administration had under consideration in August 1971 a program for providing intensive manpower services to addicts or ex-addicts who were referred to the Administration by appropriate community treatment agencies. The program, if established, would operate in approximately 20 inner-city areas and would provide work counseling, skill training, work experience, and placement assistance. The Administration estimates that the cost for servicing 3,000 to 5,000 addicts will be \$9 million to \$15 million per year.

DEPARTMENT OF DEFENSE

DOD has emphasized education in its efforts to combat drug abuse. Educational and informational materials--such as handbooks, films, radio broadcasts, and Armed Forces newspaper articles--have been made available throughout the Armed Forces. DOD also uses lectures, discussion groups, and individual counseling. In addition, DOD has made drug abuse education programs available to its civilian employees and to the dependents of its civilian and military personnel. Drug education programs have been included in the curriculums and training programs at all military educational levels from basic training to the senior service schools.

In an effort to reach as wide an audience as possible, a joint DOD-Department of Justice military drug investigators training school in Wiesbaden, Germany, conducted three public seminars during May 1970, which were directed to military and civilian personnel and their dependents. BNDD conducted similar seminars in Japan during November and December 1970.

Also during these months, DOD conducted 39 public seminars in Hawaii, Guam, Japan, Okinawa, the Phillipines, and Korea, which were attended by about 22,600 military personnel, dependents, and teachers. In addition, a 1-hour live telecast using open telephone lines for audience questions was presented at Misawa Air Base in Japan and reached an estimated television audience of 8,000.

DOD has directed drug education programs to military dependent students. A peer education program, called Dope Stop, has been established at certain Marine Corps, Air Force, and Army bases in the United States and overseas. Under this program volunteer high school students provide drug abuse information to students in the elementary and junior high schools. DOD plans to expand this program throughout the Pacific and European areas in the 1971-72 school year.

All the armed services have worked together to disseminate educational materials to their personnel. A joint project, called Cold Turkey, using the Pacific Stars and Stripes and the Armed Forces Radio and Television Network,

has resulted in thousands of pieces of drug abuse educational material being distributed throughout the Pacific area.

Department of the Air Force

The Air Force's drug abuse informational and educational efforts have been directed to their military and civilian personnel and their dependents through instruction courses and the general dissemination of information.

A 4-week course has been established at Lackland Air Force Base, Tex., to train selected officers and enlisted men to perform drug abuse education duties at Air Force installations. In conjunction with the course, materials and drug information are available to assist commanders and course graduates in establishing, reorienting, or improving their programs. The course enrolled its first class of 45 students in October 1971.

Two traveling drug abuse education teams have been formed to support local Air Force drug abuse education efforts. Each team consists of a personnel officer, a legal officer, a psychiatrist, a chaplain, and an information officer.

The Air Force has also made use of non-Air Force facilities to instruct its personnel in drug abuse education and prevention. For fiscal year 1972, 131 persons are scheduled to attend drug abuse education courses conducted by Yale University, University of Oklahoma, and California State University at Hayward. The courses are funded by the National Institute of Mental Health.

The Air Force has continued to disseminate drug information through base newspapers, films, pamphlets, posters, magazines, radio, and television.

Department of the Army

The Army's efforts in education and training are similar to those of the other military services. In an attempt to involve the total Army community in the drug program, the Army is establishing Alcohol and Drug Dependency Intervention Councils at major commands. Council members include

chaplains, preventive medicine officers, judge advocates, law enforcement personnel, behavioral science specialists, and general staff representatives. Key members of the councils are participating in the educational program at Yale University, as are members of the other military services. This program will emphasize establishing drug prevention and rehabilitation programs at military installations.

The Army has estimated that it will need about \$1,041,000 for its education and training programs in fiscal year 1972.

Department of the Navy

The Navy has placed considerable emphasis on drug abuse education and information. In developing an effective drug abuse education program, the Navy's basic goals are to promote drug abuse awareness at the flag officer and commander levels, to increase drug abuse awareness and education throughout the Navy, and to implement informative programs to assist commanders in educating Navy personnel and their dependents. To achieve these goals the Navy plans to increase the use of available media to promote an awareness of the problem and to focus attention on the programs and resources available to combat drug abuse.

Major shore commands are establishing Drug Abuse Control Councils to initiate local drug programs. These councils consist of chaplains, medical and legal officers, investigators, enlisted persons, civilian employees of the Navy, Navy dependents, and members of the neighboring civilian community.

The Navy also operates a Drug Abuse Education Specialist School in San Diego. Upon graduation the Navy enrollees are assigned to major afloat and shore commands to organize training and education programs and provide counseling for those with drug problems.

The Navy's fiscal year 1972 estimate for its education and training programs is \$3,893,000.

Marine Corps

The Corps' drug abuse program is preventive with major emphasis on drug education, information services, and law enforcement. Marine Corps Order 6710.1A sets forth Corps drug abuse policy and programs. A drug abuse control section within Corps headquarters is the focal point for drug abuse matters and functions primarily as a coordinator of Corps-wide projects, an information service, and a liaison with other Federal agencies.

The order assigns responsibility to each commander for implementing efforts aimed at drug abuse control. It further requires

- establishment of educational contact teams for providing effective educational programs within commands,
- inclusion of drug abuse programs in all Corps formal schools from recruit training through command and staff schools,
- educational opportunities for dependents and civilian employees, and
- drug abuse orientation for marines prior to departure overseas.

The Corps is participating in a drug education program developed at the University of Oklahoma and sponsored by a grant from the National Institute of Mental Health. This program provides supervisory personnel with information and formal training regarding establishing preventive drug abuse programs with emphasis on such areas as the pharmacological, physiological, and psychological effects of drugs, counseling techniques; and law enforcement problems in drug abuse cases.

Several programs have been established at command levels which are designed to reach the individual marine and provide counseling, guidance, and informative services.

The Corps estimates its fiscal year 1972 funding for education and training programs at about \$155,000.

APPALACHIAN REGIONAL COMMISSION

The Commission is a Federal-State partnership concerned with the economic and social development of the 13-State Appalachian region. The Commission develops plans and programs authorized under the Appalachian Regional Development Act of 1965 (40 App. U.S.C.A. 101)

The Commission has approved operating a Regional Alcohol and Drug Abuse Education Information and Direct Services Program in six counties in South Carolina. The program will operate from September 1, 1971, through August 31, 1972, at a cost of \$42,714 and will provide:

- Education and information, especially in the high schools and in regional civic service, social, and religious organizations.
- Training regarding alcoholism and drug abuse for law enforcement personnel, health services and employment agency staff, and staff members of religious and voluntary organizations.
- Coordination of existing efforts to help families of alcoholics.
- Outreach and early detection programs for industry and business.

CHAPTER 5

RESEARCH

The Congress recognized the need for research in drug addiction in 1929 when it authorized establishing the two Federal narcotic farms. Also the Public Health Services Act of 1944 authorized studies and investigations into the use and misuse of narcotics. However, the recent drug abuse crisis has emphasized the importance of such research, and Federal agencies have expanded their research efforts accordingly.

Although aimed at a multitude of related aspects of the drug problem, major Federal efforts are generally directed at obtaining a more thorough knowledge and understanding of the types of drugs and the causes and the medical implications of drug abuse. Moreover, efforts are being devoted to developing more effective prevention, education, and treatment approaches, as well as methods for their evaluation. Federal involvement has been in the form of in-house research and contracts and grants to private organizations conducting drug research.

Research offers a good possibility for minimizing drug abuse. A congressional special study mission recommended research to find a nonaddictive substitute for opium.¹ Another study mission recommended investigation into the psychological, social, and environmental causes of heroin addiction in the United States.² Also a report prepared for New York State pointed out the need for substantial research efforts in such things as long-acting drugs which might serve as heroin immunizing agents.³

The financial resources which we could identify with Federal research efforts to combat drug abuse since fiscal year 1969 follow.

¹ See note 1 on p. 12.

² "Report of Special Study Mission," House Committee on Foreign Affairs, Oct. 24, 1971, p. 91.

³ "Policy Concerning Drug Abuse in New York State," I (May 31, 1970) p. 120.

<u>Agency</u>	<u>Fiscal year (note a)</u>			
	<u>1969</u>	<u>1970</u>	<u>1971 (note b)</u>	<u>1972</u>
	—————(millions)—————			
HEW				
National Institute of Mental Health	\$14 1	\$16 3	\$17 9	\$33 2
Department of Justice				
BNDD	1 0	7	1 4	3 5
LEAA		1 1	1 9	3 0
Department of Agriculture				
Agriculture Research Service				2 1
Department of Housing and Urban De- velopment				
Model Cities (note c)				
Department of Labor				1
DOD				4 4
Department of Transportation				
National Highway Traffic Safety Administration			4	5
National Science Foundation (note c)				
Atomic Energy Commission (note c)				
Total	<u>\$15 1</u>	<u>\$18 1</u>	<u>\$21 6</u>	<u>\$46 8</u>

^aSee p 7

^bEstimated

^cAmounts not readily available

A description of the research efforts of the various Federal agencies follows.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

HEW's National Institute of Mental Health administers the largest Federal drug abuse research program. During fiscal year 1971, it expended \$17,913,000 under grants and contracts and for in-house research. Its research included (1) investigation into the causes and consequences of drug abuse, (2) research on such treatment methods as methadone maintenance, the use of such drugs as naloxone and cyclazocine to block the effects of opiates, and selected techniques of psychotherapy, and (3) evaluation of prevention and education techniques.

The Narcotic Addiction Research Center--the in-house research facility of the Institute's Division of Narcotic Addiction and Drug Abuse--is responsible for producing

laboratory and clinical data on the effects of drugs. This work includes studies which assess the psychological-dependence-producing properties of new nonnarcotic drugs prior to their entry into the commercial market, research into new methodologies for studying drugs and for diagnosing drug use, and studies of drugs and their action on the nervous system.

Efforts are also devoted to developing, assessing, and validating methods for determining narcotic use by urinalysis. A method of detecting the presence of certain drugs has been developed which applies methods of chemical separation to urine samples.

DEPARTMENT OF JUSTICE

Bureau of Narcotics and Dangerous Drugs

BNDD has conducted research programs since 1968. Expenditures totaled about \$1.4 million in fiscal year 1971 and are expected to be about \$3.5 million in fiscal year 1972. General research areas include information, methodology, and special studies.

BNDD is conducting an early warning and a drug information program to gather information from varying sources on a continuing basis so that, through evaluation of the data, certain trends may be noted and the concerned professions and authorities can be alerted to take appropriate steps. BNDD also plans to maintain a drug information data bank.

BNDD, through its drug methodology program, evaluates drugs to determine their potential for abuse, their relationship to drugs subject to Federal control, and methods for their control.

The third program BNDD conducts is a special studies program. The goal of this program is to maximize the law enforcement effort by applying scientific techniques to generate strategic information and offer alternative solutions to specific problem areas.

Law Enforcement Assistance Administration

LEAA is interested in the results of any research and evaluation of the community-based treatment and rehabilitation projects it has funded, in addition to the results of research sponsored by other Federal departments and agencies, private research foundations, and other institutions. Of particular interest to LEAA is the addict's responsiveness to rehabilitative therapy and his success or failure in avoiding further criminal activity. LEAA has sponsored such research projects principally by grants awarded through (1) LEAA's National Institute of Law Enforcement and Criminal Justice and (2) various State planning agencies.

The funding information for LEAA's research follows.

<u>Fiscal</u> <u>year</u>	<u>Number of</u> <u>projects</u>	<u>Amounts</u> <u>awarded</u>
1970	35	\$1,097,000
1971	42	1,928,000

DEPARTMENT OF AGRICULTURE

Agricultural Research Service

The Service received \$2.1 million in fiscal year 1972 for research on and development of herbicides which can be used to destroy growths of narcotics-producing plants without adverse ecological effects. This program will be carried out in cooperation with research institutions in foreign countries.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

The Department's involvement in drug abuse programs is limited to the Model Cities Program. Participation is indirect in that funds made available to cities through Model Cities grants are not earmarked for specific use. However, some cities have made grant funds available for programs dealing with the drug abuse problem.

Since fiscal year 1969, at least five model cities have identified drug abuse as a serious problem in their neighborhoods but chose to conduct more detailed analyses of possible programs to combat the problem. The cities--Cambridge, Mass., San Juan, P.R., New York, Spartanburg, S.C., and Lansing, Mich.--have had seven identifiable drug research programs included in their Model Cities plans approved by the Department in fiscal years 1969, 1970, and 1971. The programs are generally aimed at determining the extent of the drug problem and the best approaches to effectively deal with it.

DEPARTMENT OF LABOR

As part of the Job Corps effort to develop educational materials, it plans to conduct a nationwide survey of some 10 Corps centers to gain information about the knowledge of, attitudes toward, and patterns of drug use among Corps trainees of differing geographic (urban and rural) and cultural origins. The survey will be useful also in determining the training requirements for Job Corps and Manpower Administration personnel. The Department estimates that the cost of this survey, to be conducted in fiscal year 1972, will be about \$100,000.

The Office of the Assistant Secretary for Policy, Evaluation and Research, to obtain more detailed information on drug-use patterns among employed persons, contracted in July 1971 with the New York State Narcotic Addiction Control Commission to make some special tabulations from a survey conducted in August 1970 on drug use among employed persons in New York State by major occupational groups. Included in the survey were 12 classes of drugs, both legal and illegal. The amount of the contract was \$8,000.

DEPARTMENT OF DEFENSE

Department of the Army

Army drug abuse efforts are being accomplished in-house and by contract. The in-house programs are being conducted at the Walter Reed Institute of Research by the Office of Personnel Operations, Sample Survey Branch.

In-house research, initiated on July 1, 1971, includes

- a study of the prevalence, incidence, and medical complications of drug abuse in the Army,
- development of improved laboratory and field screening techniques for the identification and diagnosis of drug abuse; and
- a comprehensive evaluation of the efficiency of the Army's drug abuse program.

Concerning studies outside the Department, the Human Resources Research Office has conducted a survey on drug use in the military services and is conducting research on the reliability of certain categories of questions used in drug abuse surveys.

DEPARTMENT OF TRANSPORTATION

National Highway Traffic Safety Administration

The Administration began research into the relationship of drugs to highway safety in late fiscal year 1970. The research, which is carried on by numerous contractors, deals mainly with the effect of drugs on driver performance.

The amount budgeted for five contracts in fiscal year 1971 was about \$432,000. The Administration plans to spend about \$474,000 in fiscal year 1972 to initiate four new studies and to complete one started in fiscal year 1971.

NATIONAL SCIENCE FOUNDATION

The purpose of the Foundation is to strengthen research and education in the sciences.

Its research activities include efforts designed to respond to specific environmental, societal, and technological problems of national concern; the assessment of new problems and the impact of technology on society and the environment; and awarding grants and contracts primarily to universities and other nonprofit institutions to support scientific research.

During the period September 1969 to February 1972, the Foundation awarded 18 grants amounting to \$703,731 to various colleges and universities conducting drug research programs, of which five, totaling \$227,400, were for drug abuse research

ATOMIC ENERGY COMMISSION

In fiscal year 1969 the Commission funded to the extent of \$3,000 a project conducted by the Oak Ridge National Laboratory to study the feasibility of determining trace elements in drugs by using neutron activation analysis. The objectives of this work were to determine (1) what the trace elements in barbiturate- and amphetamine-type drugs are and whether the trace elements vary from manufacturer to manufacturer and from compound to compound and (2) whether the trace-element variance from batch to batch of sampled drugs would help BNDD to identify the legal manufacturer of confiscated drugs. Data acquired on 21 drug samples indicated that the trace elements varied sufficiently among samples to permit identification of a particular sample by its peculiar trace-element content.

AGENCIES GAO CONTACTED

Agencies with drug programs:

Executive branch:

Appalachian Regional Commission
Atomic Energy Commission

Departments:

Agriculture
DOD
HEW
Housing and Urban Development
Justice
Labor
State
Transportation
Treasury
Executive Office of the President
National Science Foundation
Postal Service
VA

Agencies with no drug programs.

Legislative branch.

Architect of the Capitol
General Accounting Office
Government Printing Office
Library of Congress
United States Botanic Garden

Judicial branch

Administrative Office of the United States Courts
Federal Judicial Center
The Supreme Court of the United States

Executive branch.

Administrative Conference of the United States
American Battle Monuments Commission
Canal Zone Government
Civil Aeronautics Board
Commission on Civil Rights
Commission on Fine Arts
Delaware River Basin Commission
Environmental Protection Agency
Equal Employment Opportunity Commission

Departments.

Commerce
Interior

APPENDIX I

Agencies with no drug programs (continued):

Export-Import Bank of the United States
Export Marketing Service
Farm Credit Administration
Federal Coal Mine Safety Board of Review
Federal Communications Commission
Federal Deposit Insurance Corporation
Federal Home Loan Bank Board
Federal Maritime Commission
Federal Mediation and Conciliation Service
Federal Power Commission
Federal Reserve System
Federal Trade Commission
Foreign Agriculture Service
Foreign Claims Settlement Commission of the United States
Foreign Economic Development Service
General Services Administration
Indian Claims Commission
Inter-American Social Development Institute
International Organizational Staff
Interstate Commerce Commission
National Aeronautics and Space Administration
National Capital Housing Authority
National Capital Planning Commission
National Credit Union Administration
National Foundation on the Arts and the Humanities
National Labor Relations Board
National Mediation Board
Operational Safety and Health Review Commission
Overseas Private Investment Corporation
Panama Canal Company
Postal Rate Commission
Railroad Retirement Board
Renegotiation Board
Securities and Exchange Commission
Selective Service System
Small Business Administration
Smithsonian Institution
St. Lawrence Seaway Development Corporation
Subversive Activities Control Board
Tennessee Valley Authority
United States Arms Control and Disarmament Agency
United States Civil Service Commission
United States Information Agency

Agencies with no drug programs (continued):
United States Tariff Commission
Water Resources Council

APPENDIX II

FEDERAL AGENCIES CONDUCTING WORK IN THE AREA OF DRUGS

<u>Agency</u>	<u>Treatment and rehabilitation</u>	<u>Law enforcement and control</u>	<u>Educational and training</u>	<u>Research and other support</u>
Executive Office of the President Special Action Office Office of Economic Opportunity	X			X
Department of State Agency for International Development Office of the Special Assistant to the Secretary for Narcotics Matters		X X		
Department of Agriculture Agricultural Research Service Extension Service			X	X
HEW National Institute of Mental Health Office of Education Social and Rehabilitation Service	X X		X X X	X
Department of Labor Job Corps Manpower Administration	X		X X	X
DOD Air Force Army Marine Corps Navy	X X X	X X X X	X X X X	X
Department of Housing and Urban Development Model Cities	X		X	X
Department of the Treasury Bureau of Customs Internal Revenue Service Office of the Secretary		X X X		
Department of Transportation National Highway Traffic Safety Administration Coast Guard Federal Aviation Administration		X X		X
Department of Justice BNDD Bureau of Prisons Federal Bureau of Investigation Immigration and Naturalization Service LEAA Criminal Division	X X	X X X X	X	X X
United States Postal Service		X		
Central Intelligence Agency		X		
National Science Foundation				X
VA	X			
Appalachian Regional Commission			X	
Atomic Energy Commission				X

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FEDERAL FUNDS DEVOTED TO COMBATING DRUG ABUSE

APPENDIX III

Category and agency	Fiscal year (note a)			1972
	1969	1970	1971	(note b)
	(millions)			
Treatment and rehabilitation				
HEW				
National Institute of Mental Health	\$21 9	\$19 8	\$40 7	\$ 89 8
Social and Rehabilitation Service	1 0	1 6	1 8	2 8
Office of Economic Opportunity	2 2	4 5	12 8	18 0
VA	6	4 8	5 0	22 5
Department of Justice				
Bureau of Prisons	5	1 9	2 4	2 8
LEAA	4	5 6	16 6	16 4
Department of Housing and Urban Development				
Model Cities	1 4	4 1	6 0	3 4
Department of Labor				
Job Corps				1
DOD				54 4
Total	<u>28 0</u>	<u>42 3</u>	<u>85 3</u>	<u>210 2</u>
Total treatment and rehabilitation (fiscal years 1969 to 1972)				<u>365 8</u>
Law enforcement and control				
Central Intelligence Agency (note c)				
Department of the Treasury				
Bureau of Customs	3 1	12 4	18 3	41 5
Internal Revenue Service				7 5
Office of the Secretary				1
DOD				9
Postal Service (note c)				
Department of Transportation				
U S Coast Guard				1
Federal Aviation Administration (note c)				
Department of State				
Narcotics Matters Office		1	1	2
Agency for International Development		1 1		10 4
Department of Justice				
BNDD	16 8	25 8	39 3	60 7
LEAA		3 4	5 9	16 6
Federal Bureau of Investigation (note c)				
Immigration and Naturalization Service (note c)				
Criminal Division	2	3	6	6
Total	<u>20 1</u>	<u>43 1</u>	<u>64 2</u>	<u>138 6</u>
Total law enforcement and control (fiscal years 1969 to 1972)				<u>266 0</u>
Education and training				
HEW				
Office of Education	2	3 7	6 6	13 0
National Institute of Mental Health	1 2	3 4	6 2	17 0
Social and Rehabilitation Service (note c)				
Department of Agriculture				
Extension Service				5
Department of Housing and Urban Development				
Model Cities		1	5	
Department of Labor				
Job Corps				2
Manpower Administration			3	
DOD				5 1
Appalachian Regional Commission (note c)				
Department of Justice				
BNDD	4	1 3	2 9	4 5
LEAA	2	3 7	20 2	17 2
Total	<u>2 0</u>	<u>12 2</u>	<u>36 7</u>	<u>57 5</u>
Total education and training (fiscal years 1969 to 1972)				<u>108 4</u>
Research				
HEW				
National Institute of Mental Health	14 1	16 3	17 9	33 2
Department of Agriculture				
Agriculture Research Service				2 1
Department of Housing and Urban Development				
Model Cities (note c)				
Department of Labor				1
DOD				4 4
National Science Foundation (note c)				
Department of Transportation				
National Highway Traffic Safety Administration			4	5
Department of Justice				
BNDD	1 0	7	1 4	3 5
LEAA		1 1	1 9	3 0
Atomic Energy Commission (note c)				
Total	<u>15 1</u>	<u>18 1</u>	<u>21 6</u>	<u>46 8</u>
Total research (fiscal years 1969 to 1972)				<u>101 6</u>
Total Federal involvement (fiscal years 1969 to 1972)				<u>\$841 8</u>

^aThe figures represent only amounts we could readily identify, they are not intended to be all-inclusive

^bEst

^cAmounts not readily available

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