

To: JOHN DEAN III
WH.

John:
Good for thought
here...
Mario S.

Abuse

The Washington Merry-Go-Round

THE WASHINGTON POST Thursday, Nov. 12, 1970

C15

Heroin Continues to Flow Into U.S.

By Jack Anderson

Despite President Nixon's personal intervention with French and Turkish leaders, he has failed to stem the treacherous flow of heroin into the U.S.

What's more, this dismaying failure has been hushed up by the Nixon administration whose publicity presses, instead, have run off rosy reports of multi-million-dollar heroin raids and world-wide opium burnings.

The President issued a confidential order during the summer of 1969 that he wanted heroin smuggling into the U.S. substantially ended. He named his national security aide, Henry Kissinger, to coordinate the effort with the State Department. A target date of 18 months was set.

U.S. officials tried both diplomacy and bribery to stop the heroin traffic. But confidential data from the White House and State Department show a total failure to achieve the President's goal.

Turkish fields each year produce more than 400 tons of raw opium, which is processed into heroin by French laboratories near Marseilles. This accounts for 80 per cent of America's illicit heroin supply.

Nixon sent strong, secret letters to French President Georges Pompidou and Turkish Minister Suleiman Demirel, urging them to take immediate action.

Pompidou, acting upon Nixon's

request, ordered a full investigation. He found heroin addiction spreading, narcotics enforcement near collapse, bribery rife. Only six high level agents could be counted on.

The French president started a crash program to build a 100-agent force around the six good men. The program hasn't yet succeeded, and no major laboratory has been permanently shut down. But at least Pompidou has made a start.

Turkey's Demirel, on the other hand, has merely gone through the motions of complying with Nixon's appeal. The cagy Turk closed opium farms in all but seven of 45 opium-producing provinces.

The White House rushed out the happy news. But confidential messages from the U.S. embassy in Ankara claimed that Turkey cut production only in minor opium provinces.

The Turkish Prime Minister's political strength is based in the other provinces, such as Afyon, which still produce luxuriant opium crops. The ballyhooed crackdown actually reduced production only 5 per cent.

The confidential messages from Ankara suggest that, even if Demirel had tried to take more effective measures, he might have been thwarted by one or two Turkish cabinet members who are believed to be in the pay of the opium

barons. Indeed, the drug traffickers are bribing Turks at every level.

In desperation, the U.S. government secretly offered a \$5 million bribe of its own. The money was promised to Prime Minister Demirel to Turkish farmers into plowing under their opium crops. But the big opium producers had more influence with Demirel, who turned down the \$5 million.

When neither diplomacy nor money would work, some frustrated State Department officials suggested cutting off military aid unless Turkey stopped the illegal opium farming. This was hinted delicately to Turkish officials.

But the timing was poor. With the Middle East crisis in full boil, the U.S. needed Turkish military cooperation. The hints had to be repudiated.

Now President Nixon's 18-month deadline is nearly up, and the State Department has White House that the heroine traffic is as flagrant as ever. Result: there are more than 200,000 heroin addicts in the U.S. To feed their habit, billions worth of goods are stolen each year.

Footnote: The Nixon administration's attempt to cover up the heroin story was discovered by Rep. James Scheuer (D.-N.Y.), who got the first hints from U.S. and U.N. officials, then paid his own way to Europe for on-the-scene sleuthing. He will report his findings today at a world drug

symposium in Ann Arbor, Mich.

Crowell Collier and Macmillan, the distinguished publishers, have distributed a confidential do-it-yourself kit guaranteed to make all their company officers instant lobbyists.

The company is opposed to the creation of a Consumer Protection Agency, which would employ pro-consumer lawyers, compel disclosure of government information on consumer products, and permit bilked buyers to stimulate federal investigations of fraud and deceit.

Crowell Vice President William Rayner has instructed company executives how they can help block the bill that would create the consumer agency.

The memo stated meaningfully that the executives "have a right — indeed also a duty — to inform your elected officials of your views."

Rayner accompanied this pointed advice on "duty" with a request the company officials send him copies of their protest letters.

As a guide, he included three "specimen" letters for executives to consult in writing to their congressmen.

Rayner cautioned that he didn't want the company executives to follow the sample letters too closely.

"Feel free," he instructed, "to modify the wording of the specimen letters so they do not appear 'mass-produced.'"

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October 14, 1970

Dear Roger:

Just a note to thank you for dropping by the White House to discuss the drug problem. As you know, the President shares your concern about this problem. This Administration has developed many national programs, but lasting answers will only come when concerned persons such as yourself are working to correct the problem at the local level.

I wish you every success in your campaign.

Sincerely,

John W. Dean, III
Counsel to the President

Mr. Roger Neer
517 South Florida
Columbus, Kansas

OCTOBER 27, 1970

OFFICE OF THE WHITE HOUSE PRESS SECRETARY

THE WHITE HOUSE

REMARKS OF THE PRESIDENT
UPON SIGNING H.R. 18583
THE COMPREHENSIVE DRUG ABUSE PREVENTION
AND CONTROL ACT OF 1970
14th & I STREETS, N. W.
BUREAU OF NARCOTICS AND DANGEROUS DRUGS
DEPARTMENT OF JUSTICE
WASHINGTON, D. C.

AT 10:10 A.M. EST

Mr. Attorney General, Mr. Ingersoll, ladies and gentlemen:

I will in a very few moments be signing this piece of legislation which deals with the problem the Attorney General has described.

Fifteen months ago I sent an urgent request to the Congress for legislation in this field. I requested it because our survey of the problem of drugs indicated that it was a major cause of street crime in the United States.

Those who have a drug habit find it necessary to steal, to commit crimes, in order to feed their habit. We found also, and all Americans are aware of this, that drugs are alarmingly on the increase in use among our young people. They are destroying the lives of hundreds of thousands of young people all over America, not just of college age or young people in their 20's, but the great tragedy is the use starts even in junior high school, even in the later grades.

Under these circumstances, this is a national problem. It requires urgent action on the part of the Federal Government and that action now has been taken by the Congress and, after 15 months, finally the bill will be signed.

I should, however, indicate to you the limitations this bill has. It does some things which Mr. Ingersoll will approve of and which the Attorney General has asked for. It provides over 300 new agents. New agents will be able to do this kind of work Mr. Ingersoll has just described.

It provides for jurisdiction that we have not previously had. The jurisdiction of the Attorney General will go far beyond, for example, here on in. It will cover the new types of drugs, the barbiturates and amphetamines that have become so common and that are even more dangerous because of their use. And also it provides a very forward-looking program in the field of drug addiction.

This is enormously important. That is one of the reasons the Department of HEW is represented here, as well as other departments in this field, because once

the individual who gets hooked on drugs is in that condition, he is one that we must have sympathy for. We must do everything we can to cure his habit if it is possible to cure it. Some new cures are being developed and this will mean we will have a nationwide program and an effective one in this field where we have not had one before. This is what the law can do.

We can provide, as we do, more men. We can provide greater jurisdiction. We can deal with the problem of addiction. But there needs to be public support. And I urge all who may be listening to this signing ceremony to remember that in every home in America, in every school in America, in every church in America, over the television and radio media of this country, in our newspapers, the message needs to get through, that this nation faces a major crisis in terms of the increasing use of drugs, particularly among our young people.

We can deal with it. We have the laws now. We are going to go out and enforce those laws. But in order for those laws to mean anything they must have public support.

There must be knowledge, knowledge among the parents, knowledge among the children, which can only come from wide public information programs.

Therefore, I hope that at the time the Federal Government is moving, as we are moving very strongly in this field, that the whole nation will join with us in a program to stop the rise in the use of drugs and thereby help to stop the rise in crime; and also save the lives of hundreds of thousands of our young people who otherwise would become hooked on drugs and be physically, mentally and morally destroyed.

END (AT 10:15 A.M. EST)

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DEPARTMENT OF DEFENSE

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MESSAGE CENTER

Mr. Fox
Mr. Anderson
Mr. T. [unclear]
For your info

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RUADLBA/COMNAVFORJAPAN

RUADJUA/COMUSKOREA

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RUHJOFA/8 AF ANDERSEN AFB GUAM

RUHJOSA/COMNAVMARIANAS MARIANA ISLANDS

RUADJKA/5 AF FUCHU AS JAPAN

RUADKRA/314 AIR DIV OSAN AB KOREA

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AGC (M&RA) SENDS

THE INITIAL JOINT DEFENSE/JUSTICE DRUG AND NARCOTICS TRAINING
SCHOOL FOR MILITARY INVESTIGATORS AND THE CONCURRENT PUBLIC
SEMINARS FOR U S DEPENDENTS AND INTERESTED ADULTS RECENTLY
CONDUCTED IN EUROPE PROVED TO BE MOST SUCCESSFUL, THE DEPART-
MENT OF DEFENSE IN CONJUNCTION WITH THE BUREAU OF NARCOTICS
AND DANGEROUS DRUGS HAS NOW SCHEDULED A TWO-WEEK SCHOOL OF IN-
STRUCTION FOR MILITARY INVESTIGATOR PERSONNEL OF ALL SERVICES
IN THE PACIFIC. IT IS PLANNED

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APD	VS	STA
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2DP	CO	MC
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DEPARTMENT OF DEFENSE

NATIONAL MILITARY COMMAND CENTER

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FOR NOVEMBER 23 THROUGH DECEMBER 5, 1970. IN TOKYO, JAPAN, THE SCHOOL IS DESIGNED TO MEET DEFENSE-WIDE NEEDS AND WILL INCREASE BNDD COORDINATION AND COOPERATION WITH MILITARY PERSONNEL.

THE DOD/BNDD PUBLIC SEMINARS FOR U.S. DEPENDENTS AND MILITARY PERSONNEL CONDUCTED IN EUROPE HAVE POINTED UP THE NEED AND PROMPTED REQUESTS BY ALL THREE SERVICES FOR SIMILAR PROGRAMS IN THE PACIFIC. SUCH SEMINARS ARE BEING PLANNED FOR JAPAN, OKINAWA, KOREA, AND THE PHILIPPINES DURING THE PERIOD OF THE MILITARY INVESTIGATORS SCHOOL. DEFINITE DATES AND LOCATIONS ARE UNDER CONSIDERATION. IN ADDITION, ONE-DAY STOPOVERS EN ROUTE TO JAPAN ARE TENTATIVELY SCHEDULED FOR DEPENDENT SEMINARS IN HAWAII (18 NOVEMBER) AND GUAM (20 NOVEMBER).

CHAIRMAN OF DOD DRUG ABUSE CONTROL COMMITTEE, FRANK A. BARTIMO (GS-18), AND JOHN W. DEAN III (GS-18) COUNSEL TO THE PRESIDENT, WILL HEAD THE DOD/BNDD TEAM CONSISTING OF FOLLOWING: PERRY A. RIVKIND, BNDD, DIRECTOR OF TRAINING: DANIEL CASEY (GS-16); COLONEL EVERETT G. HOPSON, USAF, OSD; MICHAEL SONNENREICH (GS-15); EDWARD TURNER, GS-14; GABRIEL DUKAS, GS-14; LT. COLONEL RICHARD C. FROEDE, USAF; ROBERT STUTMAN, GS-13; JAMES MC MAHON, GS-13; JOSEPH CATALE, GS-13; MICHAEL COSTELLO, GS-12.

THE DEPUTY SECRETARY OF DEFENSE HAS APPROVED THE ABOVE PROGRAM AND AUTHORIZED USE OF SPECIAL MISSION AIRCRAFT FOR THIS PURPOSE.

REQUEST OVERALL PACOM PROJECT OFFICER BE DESIGNATED AND IN-COUNTRY PROJECT OFFICERS FOR AREAS WHERE SCHOOL AND/OR SEMINARS ARE PLANNED. PROJECT OFFICERS ARE REQUESTED TO EFFECT REQUIRED SUPPORT AND COORDINATION FOR BOTH THE SCHOOL AND SEMINARS WITH BNDD, HOSTING OFFICIALS IN PACIFIC AND THE MILITARY SERVICES SENDING INVESTIGATORS TO THE TRAINING SCHOOL.

ALSO REQUEST SERVICE BE DESIGNATED TO LOGISTICALLY SUPPORT AND HOST SCHOOL IN JAPAN. CLASSROOM FACILITIES FOR APPROXIMATELY 75 ATTENDEES AT THE TRAINING SCHOOL WILL BE REQUIRED. SANNO HOTEL FACILITIES TOKYO ARE DESIRED AND REQUESTED FOR THIS SCHOOL AND FOR LODGING AND MESSING OF THE THIRTEEN DOD/BNDD TEAM MEMBERS.

QUOTAS FOR INVESTIGATOR PERSONNEL TO ATTEND THE TRAINING SCHOOL HAVE BEEN ASSIGNED TO THE MILITARY DEPARTMENTS AS FOLLOWS: ARMY 20, NAVY 15, AIR FORCE 25, MARINE CORPS 15.

PUBLIC SEMINARS ARE AIMED AT GROUPINGS OF (1) PARENTS, CHAPLAINS, TEACHERS, COMMANDERS, SUPERVISORS AND/OR MILITARY PERSONNEL AND (2) DEPENDENT SCHOOL CHILDREN AND

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DEPARTMENT OF DEFENSE

NATIONAL MILITARY COMMAND CENTER
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YOUNG PEOPLE. WHERE SCHEDULED SEMINARS WILL BE APPROXIMATELY THREE HOURS IN DURATION AND WILL RUN FROM 0900-1200 AND/OR 1300-1600. SINCE FILMS, SLIDES AND LECTURES WILL BE UTILIZED FOR SEMINARS, THEATRE TYPE FACILITIES ARE DESIRABLE. TENTATIVELY, SEMINARS ARE PLANNED AS FOLLOWS: 18 NOVEMBER, HAWAII, TWO SEMINARS - 20 NOVEMBER, GUAM, TWO SEMINARS - 23 NOVEMBER, OSAN AB, KOREA, ONE SEMINAR - 24 NOVEMBER, SEOUL-AREA, TWO SEMINARS - 25 NOVEMBER, TACHIKAW AB, JAPAN, TWO SEMINARS - 27 NOVEMBER, - YOKOTA AB JAPAN, TWO SEMINARS - 30 NOVEMBER, OKINAWA, TWO SEMINARS - 1 AND 2 DECEMBER, CLARK AB, PI, ONE SEMINAR EACH DAY - 3 DECEMBER, YOKOSUKA, JAPAN AREA, ONE SEMINAR. RECOMMENDATIONS OF LOCAL COMMANDERS CONCERNED ARE REQUESTED AS TO DESIRED MAKE UP OF LOCAL SEMINAR AUDIENCES WHETHER OF (1) CONCERNED ADULTS AND MILITARY, OR (2) DEPENDENT CHILDREN AND YOUNG PEOPLE. MAXIMUM PARTICIPATION AND LOCAL PUBLICITY ARE DESIRABLE. IN ORDER THAT SUFFICIENT BNDD MATERIALS WILL BE AVAILABLE FOR ALL SEMINARS, ESTIMATED NUMBER OF PARTICIPANTS ATTENDING EACH SEMINAR AND LOCATION IS DESIRED. JAPAN PROJECT OFFICER SHOULD PLAN FOR TRAINING SCHOOL GRADUATION LUNCHEON FOR ALL STUDENTS AND TEAM ON SELF PAY BASIS FOR 4 DECEMBER 1200-1400.

REQUEST AGC(M&RA) BE ADVISED AT EARLY DATE VIA CHIEF PACOM PROJECT OFFICER OF THE FOLLOWING: (1) IDENTIFICATION AND LOCALE OF ALL PROJECT OFFICERS, (2) IDENTIFICATION OF HOSTING SERVICE IN JAPAN (3) CONFIRMATION OF AVAILABILITY OF SCHOOL FACILITIES (4) RECOMMENDATIONS FOR AUDIENCE MAKE-UP OF SEMINARS AT EACH PROPOSED LOCATION (5) ESTIMATED NUMBER EXPECTED IN ATTENDANCE AT SEMINARS AT EACH LOCALE (6) CONFIRMATION OF PLANS FOR SCHOOL GRADUATION LUNCHEON, (7) COMMENTS OR RECOMMENDATIONS THAT WILL ASSIST IN MAKING THIS PROGRAM OF MAXIMUM BENEFIT TO DOD PERSONNEL.

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ANNOTES

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OFFICE OF THE
DEPUTY ATTORNEY GENERAL



Oct. 1, 1970

MEMORANDUM TO: John Dean

FROM: Wallace Johnson

John:

Attached is the first installment of the material I promised concerning Legislative Delay. I have had no opportunitie to put my own thoughts down on paper concerning S. 30, but will do so soon.

Wally

UNITED STATES GOVERNMENT

DEPARTMENT OF JUSTICE

Memorandum

TO : Wallace H. Johnson
Associate Deputy Attorney General

DATE: September 30,
1970

FROM : Stanley Ebner
AE Legislative Attorney

SUBJECT: Delays in the Legislative Process on Administration's
Drug Control Bill.

As far as the progress of our Drug Bill on the Senate side (first as S. 2637, later as S. 3246), I can recall no noteworthy problems with the Democrats that could be construed as substantial impediments. There was generally good cooperation by Senator Dodd, who worked with Senator Hruska in helping us get our bill out of Judiciary. As the time frame indicates (to Hill 7/15/69; hearings 9/15/69; reported 12/16/69; passed 1/28/70), it moved reasonably well for a major proposal, and required few concessions on our part.

In the House, however, we can begin with fact that our proposal was not even introduced until two months after we sent it up (9/11/69), and then as two bills (H.R. 13742 and 13743) because of the jurisdictional dispute that was to plague us until we forced its resolution months later.

Hearings were begun by the House Interstate Subcommittee until 2/3/70, after the Senate had completed action. Throughout the hearings, the Subcommittee in general displayed an antagonism toward the Administration's approach to drug control. Congressman Rogers, supported by other Democrats, indicated a clear intent to minimize the Attorney General's role in any legislation they acted upon.

After a considerable lack of progress in getting the Subcommittee to see our viewpoint in executive sessions, two steps became necessary:

1. Introduction of S. 3246 in a slightly revised version (H.R. 17463) by Chairman Mills, at the Attorney General's request.

2. A meeting at the Justice Department between the Subcommittee members, with Chairman Staggers, and the Attorney General.

The meeting was designed to let the members know how the Attorney General viewed their efforts to dilute his authority and undercut an effective measure. The circumstances surrounding Chairman Mills' introduction of H.R. 17463 were also discussed, with emphasis on the need for a unified bill (instead of two) and our efforts to lay the groundwork with Ways and Means so that both Committees could join forces in the final production.

Although the meeting broke up with renewed assertions of cooperation, future Subcommittee prints showed little acceptance of our arguments, in spite of repeated efforts by John Dean and Mike Sonnenreich to make points and work compromises.

The real turning point occurred in July, 1970, when the Attorney General met with Chairman Mills and received the latter's promise to schedule hearings on H.R. 17463 and give the Department what it needed. Cooperation became more pronounced in the Commerce Subcommittee, which finally recommended to the full Committee a clean bill (H.R. 18583) on 7/22/70, just two days after Ways and Means began its hearings on H.R. 17463.

From this point, things moved quickly, with Ways and Means submitting title III to Commerce, which reported out an amended H.R. 18583 including title III on 9/10/70.

In my opinion, the Attorney General's actions in dealing with Ways and Means and in making several major speeches chastising the House for its delay, plus a certain amount of public pressure, forced Commerce to move the bill and figure out a way to get together with Ways and Means. Without this pressure, the Democrats in the Commerce Subcommittee would have either produced no bill, or one unacceptable to the Administration.



UNITED STATES DEPARTMENT OF JUSTICE

BUREAU OF NARCOTICS AND DANGEROUS DRUGS
WASHINGTON, D.C. 20537

SEMINARS FOR MILITARY SCHOOL

Nov. 18	Hawaii	2 seminars
Nov. 20	Guam	2 seminars
Nov. 23	Osan A.F.B. Korea	1 seminar
Nov. 24	Seoul area	2 seminars
Nov. 25	Tachikawa A.F.B. Japan	2 seminars
Nov. 27	Yokota A.F.B. Japan	2 seminars
Nov. 30	Okinawa	2 seminars
Dec. 1	Clark A.F.B. Phillipines	1 seminar
Dec. 2	Clark A.F.B. Phillipines	1 seminar
Dec. 3	Yokosuka Japan	1 seminar
Dec. 3	Camp Zama Japan	1 seminar

Mr. Michael R. Sonnenreich
Deputy Chief Counsel

October 1, 1970

Roy E. Kinsey

**Testimony Before Iowa State Legislative Committee
on the Uniform Controlled Dangerous Substances Act**

On September 30, 1970, I appeared before a special joint House-Senate Legislative Committee on Drug Abuse in Des Moines, Iowa, to discuss the Uniform Controlled Dangerous Substances Act. My testimony lasted approximately one hour and thirty minutes, during which I outlined in detail the mechanics of the Uniform Act.

The Committee was chaired by Senator John Mowry, who appeared most enthusiastic about the bill and anxious to have it enacted in Iowa. While a few committee members appeared skeptical about the bill, my impression is that Senator Mowry will override them. The Committee agreed to have their legislative counsel prepare a draft of the bill in Iowa legislature form for consideration by the Committee at their next meeting in late October.

ADMA-F

REKinsey/kd/5295/10-1-70

Mr. John Dean

October 27, 1970

Dear Congressman:

Pursuant to your request, I am forwarding a facsimile of H.R. 15012 which was signed by the President on October 16, 1970. I am also enclosing an identical pen to the one used in signing this legislation by the President.

With best regards, I am

Sincerely,

John W. Dean, III
Counsel to the President

Honorable Joe Skubitz
House of Representatives
Washington, D. C.

Enclosures

THE WHITE HOUSE
WASHINGTON

TO:

FROM: JOHN E. NIDECKER

FYI

COMMENT

COOPERATIVE EFFORTS IN DRUG EDUCATION

Madam Chairman, ladies and Gentlemen:

I am honored to have this opportunity to participate on your program this evening and I want to thank Glenn Knotts and your officers for the invitation. I had the pleasure of working with Glenn as a member of the staff of the American Medical Association some time back and was delighted to renew that acquaintanceship this past year by virtue of a couple of joint projects between the PMA and the American School Health Association.

In Washington, which is my home, we are enjoying a period of relative calm, with Congress in recess until after the elections. If you are even a casual follower of events in the Capital, I think you can understand why a representative of the pharmaceutical industry would be happy to share these gentlemen with their constituents for a month.

Given the general distemper and disquietude of our times -- with questioning and skepticism toward established codes, practices and mores abounding -- I guess it shouldn't be surprising that the pharmaceutical industry, among other elements of our society, has been brought under critical attack by *certain voices* ~~persons~~ in and out of Congress.

Humanity may be marching to the beat of the same old drums, but the beat is faster and louder and more discordant. It profoundly affects the degree to which all of us can fulfill our respective missions of service to our fellow humans. Surely this is as true of your profession as it is of the industry I represent.

As if our rather grim challenges and the irascible, noisy character of our times weren't enough, we now have a curious new social malady, a sort of dismal anti-science, anti-technology philosophy. There are a surprising number of people who don't believe we've landed men on the moon, that it was all a hoax. Others would ban autos and airplanes in a desperate attempt to protect the environment.

Presented By: C. Joseph Stetler, President, Pharmaceutical Manufacturers Association,
Annual Convention, American School Health Association, Houston, Texas, October 25, 1970.

We in the pharmaceutical industry are only too painfully aware that we have moved almost 180 degrees from the uncritical days of the so-called wonder drugs of the forties and fifties to the current obsession with drug safety. Reasoned concern about drug quality, safety and efficacy is legitimate. Paranthetically, I might say that it has also been the overriding concern of reputable drug manufacturers throughout their history. But when a toxicity syndrome begins to run wild, creating self-doubt among scientists themselves, we have no simple problem. It casts shadows upon almost any substance that can be or is being ingested by man. And how do you divorce such a syndrome from the emotional and political? After all, when doubts and fears are aroused along the frontiers of health care, society cannot help but be disturbed.

Thus it is that the public's preoccupation with drug abuse makes our subject this evening "Cooperative Efforts in Drug Education" so important. And I am sure we all recognize that this public concern is not only completely understandable but also vitally necessary if this most malevolent social problem is to be met and solved. But at the same time it has created, unfairly and unfortunately, serious apprehensions among many Americans about drugs used to treat illness, even though the abuse of legitimate medications represents only a small portion of the total drug abuse problem. The overwhelming number of substances with which thrill-seekers and addicts are debasing themselves are not produced by any legal pharmaceutical manufacturer.

As patients, all of us have used the new and effective medications to overcome disease and relieve suffering. Physicians have eagerly welcomed and prescribed them. The result is that more than five million of us are alive today who otherwise would be dead. And as a result of the chemotherapy revolution, the leading cause of death for those under 35 has been changed from infectious disease to accidents.

This adds up to an unparalleled record of medical achievement. And despite the claims of our critics, the pharmaceutical industry also has an advancing competence and maturity in dealing with a host of social challenges. It has long shared society's deep concern about illegal drug production as well as the misuse of legal drug products.

As was the case in the recently-enacted Federal law dealing with additional controls on drugs subject to abuse, we have helped to write the nation's laws against illegal drug traffic and we have supported government enforcement programs for many years.

Thus it was entirely in keeping with the industry's beliefs and past history for it to welcome the opportunity to participate with your Association in the development of the curriculum guide for drug education for use in schools of the United States.

No one knows better than the manufacturer how very rigidly defined are the safe and effective uses of medicines, and exactly where the boundaries lie between safe and dangerous in such usages. And since our business is the provision of treatment products to solve health problems, it was logical that we would be searching for a treatment product that would give some promise of success in combating the problem of drug abuse.

By pooling the resources and efforts of both PMA and ASHA, such a guide has now been developed. As far as I know, nothing comparable is offered in any existing publication. Under the guidance of Glenn and Dr. Bland, technical experts of both associations have given generously of their time and knowledge toward producing what we are confident is a balanced study in this area -- one which can be a model for curriculum advances in our nation's educational system.

As the new guide is used in classrooms across the country, our expectation is that much of the present confusion over this problem, and many of the misconceptions, will be superceded by a knowledgeable and positive approach by our youth at a most critical period in their lives. To help achieve this goal, PMA and ASHA are going to continue their joint efforts during the coming year by providing training workshops for teachers at the community level. The first of these is already underway in Chicago, at the request of the Cook County Superintendent of Schools.

No doubt proper law enforcement and controls over certain prescription drugs may help reduce some of the drug problems among young people. But the real answer lies in their minds, in their attitudes and in their motivations. Helping them understand the importance of coping with

their problems of making wise decisions, of meeting the uncommon pressures of these times --- while also acquainting them with the real and potential dangers in using drugs for non-medical purposes --- all of this will help keep them from taking deadly detours on the road to maturity.

That is the underlying principle on which this effort was based. Speaking for the PMA, we are delighted to have had a share in it and are proud of the results.

Now then, for just a moment before closing, I would like to return to the problem of the abuse of legitimate medications. Let me suggest that all generations, not just the young, should learn more about the values of modern drugs, their significance to mankind, and the respect with which they must be used, as well as the consequences of their abuse. No one in our society is more anxious than the producers of prescription drugs to eradicate the misinterpretation and misuse of these products.

They were designed to be health building tools. It was never intended that they become health damaging weapons. Yet it seems, regardless of intent, that through a lack of health education, and through a lack of insights provided by other educational forces, people today are practicing self-diagnosis --- not only of their own ills, but those of society's too --- and in their ignorance, may be treating symptoms rather than causes. They seem to be taking the easy way of erasing the results of a problem, rather than eradicating the problem itself.

If they are, then they are the victims of poor medical practice --- their own, in most cases --- and they have misinterpreted valid uses of valuable medications. The medications themselves should not be blamed, nor the proper and medically justifiable use of them including those sold without a prescription.

At fault is the attitude of escape, or avoidance, or postponement of facing reality and solving problems. Remember that if this is a medicated society, it is also a science-oriented

culture, typified by do-it-yourself kits and instant-mix products. Even if it were universally recognized that prescription drugs are medical tools solely for physicians to use, in this day of home workshops where unskilled craftsmen are using all sorts of professional tools, and where there seems to be a growing disbelief that any professional, whether he be carpenter, physician or college president, has a superior fund of knowledge, this recognition wouldn't deter the self-usage of these potent chemicals. Combine these realities with the present philosophy of instant gratification, zero tolerance for discomfort, and impatient demand for action, and one has a better picture of the society in which drug abuse has been spawned.

Prohibition proved that legal elimination of the product didn't stop the use of alcohol, much less cure the problem of alcoholism because the demand for alcohol remained. In the same way, elimination of legal sources of other drugs would not cure today's problem of drug abuse either. We must recognize that drug abuse is primarily a symptom of an underlying condition and treating this symptom without trying to eliminate its causes cannot cure the condition. Furthermore, the persons being treated must be aware of the causes --- and that "being aware of them" is part of the treatment.

It was recognition of these facts, and an earnest desire to do something to provide that treatment that the companies which are members of PMA decided to undertake this educational project: In this case the treatment has to provide insight and understanding, based on facts, but not limited to pharmacological detail: This we believe spells true education.

We recognize, of course, that with drug abuse, as with any public health problem of epidemic proportions, a multi-discipline effort is necessary to accomplish eradication. A combination of forces from the fields of medicine, industry, environmental science, education, and law enforcement must work together to bring such epidemics under control --- first to identify

the disease entity causing the symptoms, the modes of transmission, and the common carriers, and then to institute effective therapeutic treatment and to set into motion those preventative measures necessary to stem the spread of the epidemic.

So a sense of urgency and a sense of mission must fuel our continuing efforts to reverse not only the growing use of illicit substances that are not produced by any legal drug manufacturer, but also the overuse and mishandling of valuable medical tools to a point where they can become a means of self-destruction. We feel that it is particularly appropriate that we have joined forces with educators to this end since only a change in attitude based on new knowledge can bring such practices to a halt, and since educators play such an important role in shaping the minds of the future. As you accept the challenge of working to produce these changes, we hope you find the curriculum guide useful and we wish you Godspeed. The character and strength of a whole generation of Americans may well hinge on the success of your efforts.

Nixon approves drug guidelines, gives role to Narcotics Bureau

President Nixon has approved new operating guidelines that will extensively revise the federal government's war against illicit trafficking in narcotics, marijuana and dangerous drugs.

The plan, endorsed by Mr. Nixon the weekend of June 26 but not yet publicly released, was drafted to settle a jurisdictional dispute between the Bureau of Customs and the Bureau of Narcotics and Dangerous Drugs (BNDD). (For background on dispute, see p. 750.)

National Journal learned that the guidelines essentially give the BNDD almost complete authority for enforcement operations, both overseas and within the United States. BNDD also is designated as the official agency representing the U.S. government in dealings with foreign countries on drug problems.

The Customs Bureau's responsibility will be limited mainly to border surveillance, thus reducing its role as an investigating agency to that of a supportive arm of the BNDD.

Mr. Nixon's acceptance of the guidelines, in effect, ends a bureaucratic feud between the two agencies, to the decided advantage of the BNDD, a subdivision of the Justice Department. Customs is part of the Treasury Department.

Assistant Treasury Secretary Eugene T. Rossides and Myles J. Ambrose, U.S. Commissioner of Customs, strongly resisted adoption of the plan but were overruled by higher authorities in the White House and Justice Department.

Guidelines ordered: Acting on the recommendation of the Advisory Council on Executive Organization, headed by Roy L. Ash, president of Litton Industries Inc., the President in February directed Customs and BNDD officials to work out a new set of guidelines with emphasis on eliminating overlapping functions. Named by Mr. Nixon as mediator was Attorney General John N. Mitchell. (For detailed report on Ash Council, see p. 620.)

Rossides suggested that, since one of the parties in the controversy was an agency of the Justice Department, a joint mediation body be established, composed of Mitchell and Treasury Secretary David M. Kennedy. The

suggestion was rejected by the White House, represented by Egil Krogh Jr., deputy assistant to the President for domestic affairs, and Jeffrey Donfeld, a staff assistant. Both are assigned to the office of John D. Ehrlichman, assistant to the President for domestic affairs.

Mitchell's role: During the next several months, officials from Justice, Treasury, BNDD and Customs held more than a dozen meetings. On key points at issue—such as lines of authority for international enforcement operations—Attorney General Mitchell stepped in and made the decisive rulings.

Drug Memorandum

On the weekend of June 26—at about the same time that the President was approving a new set of working guidelines for the Customs Bureau and the Bureau of Narcotics and Dangerous Drugs—Mr. Nixon received a memorandum on narcotics from the Advisory Council on Executive Organization.

The report, entitled "Federal Organization to Control Drug Abuse," resulted from a study of the government's over-all attempts to deal with the national drug problem.

Compiled for the President's use, the memorandum is considered a privileged document and may be released only at his directive.

According to a council staff member, the report deals mainly with nonenforcement activities and focuses on three main areas: preventive education, treatment and research.

Council staff members who drafted the paper were Timothy R. Hanlon, Carl M. Lieberman and John R. Cohnsen.

Members of the council met June 24-25 in Washington and, after making revisions in the original draft, approved the memorandum and forwarded it to the White House.

A staff member said it was "highly coincidental" that both the interagency guidelines and the drug study were transmitted to the President the same weekend.

He also ruled in favor of the BNDD on another crucial issue—that of follow-through investigations beyond the U.S. point of entry. As a result, the BNDD will expand its priority in domestic cases, too.

Explained a BNDD official:

"Once narcotics or any other illegal drugs get through Customs, it's our baby. Sometimes, under mutual agreement, our agents might say to Customs that a courier is coming through with, say, 100 kilos of heroin: let him through. We'll then follow him in hopes of nabbing the wholesaler. Previously, Customs could convey (follow) it with their own agents."

BNDD "satisfied": BNDD Director John E. Ingersoll is "highly satisfied" with the new operational setup. Rossides and Ambrose, on the other hand, have declined to comment on the development. "This is a very touchy thing around here," remarked a Treasury spokesman.

The BNDD contends it has resolved its differences with Customs. To support the claim, BNDD officials noted that on several recent occasions the two agencies have issued joint press releases. One announcement in late May, for example, reported that three dope smugglers were captured in Brooklyn, N.Y., by "agents of the U.S. Bureau of Narcotics and Dangerous Drugs in cooperation with U.S. Customs Service agents." Ingersoll and Ambrose were each prominently mentioned. In the past, such a close working relationship was unknown.

Ingersoll, a tall, bulky man with a boyish appearance, likes to suggest that the interagency dispute is little more than a friendly rivalry. "I feel about Customs like Gimbels does about Macy's," he tells his associates. **Customs' viewpoint:** Customs, however, is less sanguine about the dispute.

This was evident during a five-day hearing on narcotics in New York last month by the House Select Committee on Crime, headed by Rep. Claude Pepper, D-Fla.

At one point, Rep. Charles E. Wiggins, R-Calif., asked two undercover agents, Albert Seeley and Edward Coyne, about interagency cooperation.

"Are things any better or any worse?" Wiggins inquired. "How are you getting along with John Mitchell?"

As the transcript later noted, neither witness replied and there was a "long pause."

"I think you have answered the question," Wiggins commented.

"You are putting us on very thin ice," Coyne said.

"You don't have to answer," Wiggins assured him. "I think your silence speaks very loudly."

Coyne then told the committee:

"I feel definitely if we have a smuggling case and it goes overseas, that we should be able to pursue our own investigation....we are not asking for any other agency's investigation but all we want is what belongs to us...."

Impact on Customs: The guidelines are scheduled to be implemented later this month, at which time Customs will be required to surrender most of its nonborder investigating authority in antidrug cases.

Agents abroad—Presently, Customs has 24 agents abroad, most of whom are assigned to Rome, Frankfurt, London, Paris, Tokyo and Hong Kong. In addition to their enforcement and intelligence duties, the agents—called "Customs' representatives" at the bureau—evaluate for revenue purposes the market price for merchandise imported into the United States.

The Customs bureau also has investigating agents in South Vietnam and advisers attached to A.I.D. in underdeveloped countries, such as Afghanistan and several Latin American republics.

Domestic force—Customs further has 595 plainclothes investigators assigned in the U.S., as well as 408 port investigators. These do not include 3,266 full-time uniformed Customs inspectors and about 1,400 part-time inspectors.

Under the new setup, it is expected that Customs' foreign staff will be cut back and that many of its domestic investigators will be reassigned to other duties.

A supplemental appropriation of \$8,750,000 granted Customs by Congress in December 1969 has allowed the bureau to take on 915 new inspectors. Almost all are assigned to port duty to cope with an increased workload and as added security against the growing world trade in illegal drugs.

Expected influx—According to statistics presented by Customs at the fiscal 1971 appropriations hearings, 253 million people are expected to arrive in the U.S. from abroad in 1971, compared to 227 million in 1969. Merchandise entries increased 11 per cent in 1969 and during 1970 the rate of increase is pegged at al-



John E. Ingersoll

most 8 per cent. This mounting workload has compounded Customs' efforts to combat drug smuggling.

Ambrose told the Pepper Committee, "Smuggling of dope is at an all-time peak here. Obviously, too much is getting past us.... We were not prepared as we should have been for the onslaught and we are in the midst of a complete changeover to meet the problem."

Expansion of BNDD: Meanwhile, the BNDD is making plans for expanding its enforcement operations and increasing its overseas manpower. The latest issue of the bureau house organ, *BNDD Bulletin*, reported that "Special agent personnel will be assigned to those routes of traffic not yet covered, and existing small contingents will gain additional agent personnel."

Besides its foreign regional offices in Mexico City, Bangkok and Paris, the BNDD will soon assign new agents to Frankfurt, London, Barcelona, Madrid and Milan. The bureau is also reassessing its Far East operations.

Overall, the BNDD will almost double its foreign staff by adding 21 agents to the 26 currently overseas.

In recent years, BNDD has been steadily building up its budget and manpower. For fiscal 1971, the bureau's budget authority totals \$34,445,000, an increase of \$7,238,000 compared with fiscal 1970. Personnel during this same period was raised 223 positions to a total of 1,686.

A breakdown of current personnel shows: special agents, 1,078; attorneys, 10; chemists, 94; other, 504.

Domestically, BNDD has regional offices in New York, Boston, Philadelphia, Baltimore, Miami, Detroit, Chicago, New Orleans, Kansas City,

Dallas, Denver, Seattle and Los Angeles.

Included in BNDD's budget is a \$439,000 authority for "payments to informants." This is 3½ times the amount granted the FBI for the same purpose.

Past scandals: In the mid-1960s—when the old Narcotics Bureau was part of the Treasury Department and before it was combined with HEW's Bureau of Drug Abuse Control and placed under the Justice Department in April 1968—the narcotics unit was rocked by a series of scandals that led to the dismissal or resignation of about 50 agents.

Paul L. Perito, chief counsel for the Pepper Committee, which conducted a three-month investigation into the drug problem, contends that because of this past record of corruption, "Some Customs agents still don't fully trust the Bureau of Narcotics."

Congressional friends: Over the years, on the other hand, Customs has been popular with Members of Congress. Two reasons for this are (1) its untarnished record (2) and the fact it is one of the few profit-making agencies in the federal government.

Operating with a budget of \$125 million, Customs during the last fiscal year collected \$3.5 billion in revenues.

Conte—One of the Custom Bureau's staunchest advocates in Congress is Rep. Silvio O. Conte, R-Mass., a member of the Appropriations subcommittee that deals with the Executive Office and the Treasury Department.

Conte told *National Journal*, "I definitely feel Customs should have enforcement jurisdiction overseas. It's an old line agency, which knows its business, has an outstanding record and gets along with other law enforcement agencies."

He said he did not believe it was feasible to "separate narcotics from other contraband."

"By limiting Customs to border checks, you prevent it from following carriers to the source," Conte said. "What do you do if a supplier is carrying both mercury, for instance, and narcotics? How do you separate the jurisdiction between Customs and the Narcotics Bureau?"

Committee position—Perito said the Pepper Committee "feels strongly that it has an obligation to speak out" on the negative effect the interagency dispute has had on federal efforts to curb narcotics smuggling.

"The committee is concerned that the guidelines, in limiting Customs' jurisdiction, will exacerbate tensions and become a disruptive morale factor," Perito said. "Ultimately, the real loser is the public."

Perito, a onetime prosecutor in the office of Robert M. Morgenthau, former U.S. Attorney for the Southern District of New York (1962-70), indicated that perhaps the solution is the creation of a single agency by combining Customs and the BNDD.

Spokesmen for the two agencies, however, expressed doubt that the Administration would attempt a consolidation. And, according to an Ash Council staff member, no such proposal was included in a narcotics study recently presented to Mr. Nixon. Presidential interest: Mr. Nixon's interest in the matter was spelled out by Rossides during testimony before the Pepper Committee.

Mr. Nixon, Rossides said, "has elevated the drug problem to the foreign policy level.... For the first time in history, we see not only the total involvement of the institution of the Presidency in the battle against drug abuse, but also the personal involvement of the President himself."

During a speech in Anaheim, Calif., Sept. 16, 1968, Mr. Nixon declared, "The frontiers of the United States are the primary responsibility of the U.S. Bureau of Customs." He proposed that the number of Customs agents be tripled.

Since Mr. Nixon took office in 1969, Customs personnel has increased from 8,527 to more than 11,000. However, some Treasury and Customs officials are convinced that by depriving Customs of its enforcement arm, the Administration has sapped the bureau of much of its strength.

Future: A member of the Pepper Committee reported that nothing could be done to change the guidelines as supported by the President. "But," he added, "Congress can do something about it through its power over the federal purse strings."

Yet, despite its friends on Capitol Hill, Customs officials are reconciled to the fact they will soon be operating within a revamped organizational structure.

A ceremony is scheduled to be held at the White House later this month to implement formally the new guidelines.

Dom Bonafede

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Mr Fox
Mr Anderson
Mr. T. [unclear]
For your info

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AGC (M&RA) SENDS

THE INITIAL JOINT DEFENSE/JUSTICE DRUG AND NARCOTICS TRAINING
SCHOOL FOR MILITARY INVESTIGATORS AND THE CONCURRENT PUBLIC
SEMINARS FOR U S DEPENDENTS AND INTERESTED ADULTS RECENTLY
CONDUCTED IN EUROPE PROVED TO BE MOST SUCCESSFUL. THE DEPART-
MENT OF DEFENSE IN CONJUNCTION WITH THE BUREAU OF NARCOTICS
AND DANGEROUS DRUGS HAS NOW SCHEDULED A TWO-WEEK SCHOOL OF IN-
STRUCTION FOR MILITARY INVESTIGATOR PERSONNEL OF ALL SERVICES
IN THE PACIFIC. IT IS PLANNED

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FOR NOVEMBER 23 THROUGH DECEMBER 5, 1970. IN TOKYO, JAPAN, THE SCHOOL IS DESIGNED TO MEET DEFENSE-WIDE NEEDS AND WILL INCREASE BNDD COORDINATION AND COOPERATION WITH MILITARY PERSONNEL.

THE DOD/BNDD PUBLIC SEMINARS FOR U.S. DEPENDENTS AND MILITARY PERSONNEL CONDUCTED IN EUROPE HAVE POINTED UP THE NEED AND PROMPTED REQUESTS BY ALL THREE SERVICES FOR SIMILAR PROGRAMS IN THE PACIFIC. SUCH SEMINARS ARE BEING PLANNED FOR JAPAN, OKINAWA, KOREA, AND THE PHILIPPINES DURING THE PERIOD OF THE MILITARY INVESTIGATORS SCHOOL. DEFINITE DATES AND LOCATIONS ARE UNDER CONSIDERATION. IN ADDITION, ONE-DAY STOPOVERS EN ROUTE TO JAPAN ARE TENTATIVELY SCHEDULED FOR DEPENDENT SEMINARS IN HAWAII (18 NOVEMBER) AND GUAM (20 NOVEMBER).

CHAIRMAN OF DOD DRUG ABUSE CONTROL COMMITTEE, FRANK A. BARTINO (GS-18), AND JOHN W. DEAN III (GS-18) COUNSEL TO THE PRESIDENT, WILL HEAD THE DOD/BNDD TEAM CONSISTING OF FOLLOWING: PERRY A RIVKIND, BNDD, DIRECTOR OF TRAINING; DANIEL CASEY (GS-16); COLONEL EVERETT G. HOPSON, USAF, OSD; MICHAEL SONNENREICH (GS-15); EDWARD TURNER, GS-14; GABRIEL DUKAS, GS-14; LT. COLONEL RICHARD C. FROEDE, USAF; ROBERT STUTMAN, GS-13; JAMES MC MAHON, GS-13, JOSEPH CATALE, GS-13, MICHAEL COSTELLO, GS-12.

THE DEPUTY SECRETARY OF DEFENSE HAS APPROVED THE ABOVE PROGRAM AND AUTHORIZED USE OF SPECIAL MISSION AIRCRAFT FOR THIS PURPOSE.

REQUEST OVERALL PACOM PROJECT OFFICER BE DESIGNATED AND IN-COUNTRY PROJECT OFFICERS FOR AREAS WHERE SCHOOL AND/OR SEMINARS ARE PLANNED. PROJECT OFFICERS ARE REQUESTED TO EFFECT REQUIRED SUPPORT AND COORDINATION FOR BOTH THE SCHOOL AND SEMINARS WITH BNDD, HOSTING OFFICIALS IN PACIFIC AND THE MILITARY SERVICES SENDING INVESTIGATORS TO THE TRAINING SCHOOL.

ALSO REQUEST SERVICE BE DESIGNATED TO LOGISTICALLY SUPPORT AND HOST SCHOOL IN JAPAN. CLASSROOM FACILITIES FOR APPROXIMATELY 75 ATTENDEES AT THE TRAINING SCHOOL WILL BE REQUIRED. SANNO HOTEL FACILITIES TOKYO ARE DESIRED AND REQUESTED FOR THIS SCHOOL AND FOR LODGING AND MESSING OF THE THIRTEEN DOD/BNDD TEAM MEMBERS.

QUOTAS FOR INVESTIGATOR PERSONNEL TO ATTEND THE TRAINING SCHOOL HAVE BEEN ASSIGNED TO THE MILITARY DEPARTMENTS AS FOLLOWS: ARMY 20, NAVY 15, AIR FORCE 25, MARINE CORPS 15.

PUBLIC SEMINARS ARE AIMED AT GROUPINGS OF (1) PARENTS, CHAPLAINS, TEACHERS, COMMANDERS, SUPERVISORS AND/OR MILITARY PERSONNEL AND (2) DEPENDENT SCHOOL CHILDREN AND

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YOUNG PEOPLE. WHERE SCHEDULED SEMINARS WILL BE APPROXIMATELY THREE HOURS IN DURATION AND WILL RUN FROM 0900-1200 AND/OR 1300-1600. SINCE FILMS, SLIDES AND LECTURES WILL BE UTILIZED FOR SEMINARS, THEATRE TYPE FACILITIES ARE DESIRABLE. TENTATIVELY, SEMINARS ARE PLANNED AS FOLLOWS: 18 NOVEMBER, HAWAII, TWO SEMINARS - 20 NOVEMBER, GUAM, TWO SEMINARS - 23 NOVEMBER, OSAN AB, KOREA, ONE SEMINAR - 24 NOVEMBER, SEOUL-AREA, TWO SEMINARS - 25 NOVEMBER, TACHIKAW AB, JAPAN, TWO SEMINARS - 27 NOVEMBER, - YOKOTA AB JAPAN, TWO SEMINARS - 30 NOVEMBER, OKINAWA, TWO SEMINARS - 1 AND 2 DECEMBER, CLARK AB, PI, ONE SEMINAR EACH DAY - 3 DECEMBER, YOKOSUKA, JAPAN AREA, ONE SEMINAR. RECOMMENDATIONS OF LOCAL COMMANDERS CONCERNED ARE REQUESTED AS TO DESIRED MAKE UP OF LOCAL SEMINAR AUDIENCES WHETHER OF (1) CONCERNED ADULTS AND MILITARY, OR (2) DEPENDENT CHILDREN AND YOUNG PEOPLE. MAXIMUM PARTICIPATION AND LOCAL PUBLICITY ARE DESIRABLE. IN ORDER THAT SUFFICIENT BNDD MATERIALS WILL BE AVAILABLE FOR ALL SEMINARS, ESTIMATED NUMBER OF PARTICIPANTS ATTENDING EACH SEMINAR AND LOCATION IS DESIRED.

JAPAN PROJECT OFFICER SHOULD PLAN FOR TRAINING SCHOOL GRADUATION LUNCHEON FOR ALL STUDENTS AND TEAM ON SELF PAY BASIS FOR 4 DECEMBER 1200-1400.

REQUEST AGC(M&RA) BE ADVISED AT EARLY DATE VIA CHIEF PACOM PROJECT OFFICER OF THE FOLLOWING: (1) IDENTIFICATION AND LOCALE OF ALL PROJECT OFFICERS, (2) IDENTIFICATION OF HOSTING SERVICE IN JAPAN (3) CONFIRMATION OF AVAILABILITY OF SCHOOL FACILITIES (4) RECOMMENDATIONS FOR AUDIENCE MAKE-UP OF SEMINARS AT EACH PROPOSED LOCATION (5) ESTIMATED NUMBER EXPECTED IN ATTENDANCE AT SEMINARS AT EACH LOCALE (6) CONFIRMATION OF PLANS FOR SCHOOL GRADUATION LUNCHEON, (7) COMMENTS OR RECOMMENDATIONS THAT WILL ASSIST IN MAKING THIS PROGRAM OF MAXIMUM BENEFIT TO DOD PERSONNEL.

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UNITED STATES GOVERNMENT

DEPARTMENT OF JUSTICE

Memorandum

TO : Honorable John W. Dean III
Counsel to the President
The White House

DATE: October 7, 1970

FROM : Perry A. Rivkind
Assistant Director for Training

SUBJECT: Information concerning Two-Week Military School in Japan

All personnel of the Bureau of Narcotics and Dangerous Drugs and the Department of Defense that were selected to instruct at the two-week Military Training School to be held on November 23, 1970 - December 5, 1970 at Tokyo, Japan must arrive at the Passenger Terminal, VIP Lounge, Andrews Air Force Base no later than 6:00 p.m., November 16, 1970. This is to facilitate the processing of the luggage. Andrews Air Force Base is located just off Route 495 between Exits 34 and 36. Due to the heavy traffic in the area at 6:00 p.m., it is requested that you schedule your departures so as not to delay you in arriving at the VIP Lounge by the appointed time. The tentative departure time is 7:00 p.m., Monday, November 16.

In accordance with the Department of Defense regulations, the following inoculations are required for all personnel instructing in the Far East:

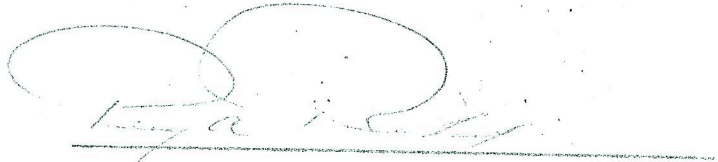
Smallpox Vaccination	(1 year)
Typhoid	(3 yrs.)
Cholera	(6 mos.)
Tetnus	(6 yrs.)
Yellow Fever	(3 yrs.)

Those years in parenthesis indicate that if a person received the inoculation within the period stated, he will not be required to repeat the inoculation at this time. However, if you are allergic to the Tetnus inoculation, a physicians letter so stating will cause a waiver of such shot. This letter must then be placed in the World Health Organization Booklet of Inoculations and carried on the person at all times.

This memorandum can be used to obtain the necessary inoculations from the Chief Medical Officer, Public Health Service within your local area. This should be done immediately.

Personnel who have not made application for their Official Passport must do so immediately. Bring your birth certificate or baptismal certificate to the nearest State Department Passport Office for issuance of passport. Two photographs must also accompany the application. They must be 2 1/2 x 2 1/2 in size. No polaroids.

For any further assistance, please contact James McMahon, BNDD National Training Institute, 202-382-4804.

A handwritten signature, likely of James McMahon, is written in dark ink. The signature is stylized with large, flowing loops. Below the signature is a horizontal line.

Hon. John Dean



OFFICE OF THE DEPUTY ATTORNEY GENERAL
WASHINGTON, D.C. 20530

OCT 21 1970

Honorable George P. Shultz
Director, Office of Management
and Budget
Washington, D.C. 20503

Dear Mr. Shultz:

In compliance with your request, I have had examined a facsimile of the enrolled bill (H.R. 18583), the proposed "Comprehensive Drug Abuse Prevention and Control Act of 1970."

H.R. 18583 contains the essence of the Administration's drug control proposal which the Attorney General sent to the Congress on July 15, 1969, the day following President Nixon's message on drug abuse in which this major legislative reform was promised. Titles II and III of the bill are generally similar to S. 3246, the drug control measure which passed the Senate on January 28, 1970 with the Administration's endorsement. Title I of the bill contains provisions relating to rehabilitation, treatment, and education, which were not proposed by the Administration and with regard to which we defer to the Department of Health, Education and Welfare. From a law enforcement point of view, however, the Department of Justice has no objection to this title. Title IV of the bill, which imposes reporting requirements on the Secretary of Health, Education and Welfare, was added by Senate amendment prior to passage by that body on October 7, 1970.

This is a complex bill which repeals existing legislation regulating dealings in narcotics and dangerous drugs. It provides authority for increased efforts in the rehabilitation, treatment, and prevention of drug abuse, through community mental health centers and public health service hospitals and facilities. It provides for control of problems relating to drug abuse through registration of manufacturers, retailers, and all others in the legitimate distribution chain, making transactions outside the legitimate chain illegal. It establishes a scheduling system for all controlled drugs, and provides authority for the Attorney

General to move drugs into, within, or out of the five schedules in the bill. It revises the entire structure of criminal penalties involving controlled drugs. It specifies a number of administrative authorities for the Attorney General relating to research and education, execution of warrants, forfeitures, administrative inspections, and other details. And it provides for more efficient control of imports and exports of drugs through a system of registration of importers and exporters, with notification requirements.

A comprehensive section-by-section analysis of H.R. 18583 may be found at pages 26 through 61 and 74 through 80 of the report of the House Interstate and Foreign Commerce Committee (H. Report No. 91-1444 (Part 1)), and no purpose would be served by repeating that discussion here. However, some changes were made in the bill by the House of Representatives and the Senate, and by the Senate-House Conferees, prior to passage of the bill by both Houses on October 14. The following discussion of the major features of H.R. 18583 will therefore include comment on the differences between the reported and enrolled versions.

Title I - This title is similar to the reported version, but was amended by the conference committee (see House Report No. 91-1603). The reported version authorized \$164 million in appropriations; the enrolled bill authorizes \$189 million for grants relating to construction and staffing of treatment facilities, for grants to support treatment and rehabilitation projects, and for increased educational activities in the drug abuse field. In other respects, the enrolled version differs from the House reported version only in the requirement that future State public health comprehensive plans include programs to deal with drug abuse and drug dependence, and in the increased authorization for and scope of project grants for narcotic addicts and drug dependent persons. This title will be administered by the Department of Health, Education and Welfare.

Title II - This title contains the control and enforcement provisions, excluding those relating solely to import and export. It is made up of seven parts, each of which is discussed briefly below:

Part A - Contains findings, declarations, and definitions. The findings and declarations establish a basis for controlling all drugs under the constitutional power to regulate commerce, and several of the definitions are new to the law--e.g. "deliver", "manufacture".

Part B - Establishes the scheduling system, and the Attorney General's authority to control drugs within this system. In making decisions as to whether and how a drug is to be controlled, the Attorney General is bound by the medical and scientific evaluations of the Secretary of Health, Education and Welfare. The rulemaking provisions of the Administrative Procedure Act are utilized in scheduling, rescheduling or deleting drugs. The five schedules and all drugs contained therein are listed in this part, with one change from the House reported version. The enrolled bill includes methamphetamine in liquid injectable form in Schedule II, whereas the House bill includes all amphetamines in Schedule III. The change will subject liquid methamphetamine to tighter controls and production quotas.

Part C - Establishes a comprehensive registration system for all persons in the legitimate drug distribution chain. Record keeping, labeling and packaging, order forms, and reports are also prescribed for various steps in the distribution process. Requirements are tied to the scheduling system, and criteria are supplied for denial, revocation or suspension of registrations.

Part D - Contains a listing of offenses under the Act (except for those relating to import and export), and penalties for their commission. This part represents a major reform of existing federal drug offenses, including the elimination of minimum mandatory sentences for all but the professional criminal, the imposition of misdemeanor penalties for simple possession of any drug as a first

offense, the provision of special penalties for those distributing to persons under 21 and those involved in continuing criminal enterprises, and revised attempt and conspiracy provisions. The bill was amended prior to House approval on September 24 by the addition of a section (409) providing increased sentencing for dangerous drug offenders which is patterned after a similar provision in S. 30, the recently enacted organized crime control measure. Also added in the House was a subsection (411(e)) limiting collateral attack on the validity of prior convictions. And finally, added in the Senate was a provision assuring that persons convicted of distributing small amounts of marihuana for no remuneration, such as college roommates exchanging marihuana cigarettes, would be punished as simple possessors. A similar provision was contained in S. 3246, the earlier Senate-passed bill.

Part E - Contains a variety of administrative provisions designed to improve control and enforcement efforts. Found in this part are the "no-knock" provision, authority for education and research by the Attorney General, clarification of forfeiture procedures, witness immunity, and other miscellaneous sections. No changes have been made from the House reported version.

Part F - Establishes a Commission to study marihuana and drug abuse, to be made up of two senators, two congressmen and nine Presidential appointees. A report to the President and Congress on marihuana is required one year after funds are first available to the Commission, and a report on drug abuse generally is to be filed one year after the marihuana report.

Part G - Contains the provisions which insure the effectiveness of title II, including repealers, severability, effective dates and transitional provisions.

Title III - This title was produced by the House Committee on Ways and Means, and consists of two parts which regulate importation and exportation of all controlled drugs and repeal the revenue laws upon which a good deal of narcotics and marihuana control is now predicated. Title III

also contains a registration system permitting closer supervision and control over those in the business of exporting or importing drugs, and establishes offenses and penalties for transactions relating to importation or exportation outside the limits of the title. Except for technical committee amendments on the House floor, title III has not been changed since H.R. 18583 was reported out in the House.

Title IV - This title was added by Senate amendment and retained in conference. It requires annual reports by the Secretary of Health, Education and Welfare on the activities of advisory councils established by laws under the supervision of the Secretary. We have no comment on this title, and defer to the Department of Health, Education and Welfare on the consequences of its inclusion.

The bill is obviously a product of many contributing factors, and reflects a number of viewpoints. The Department of Justice is therefore unable to endorse H.R. 18583 completely without reservation. However, while we might wish to change certain individual provisions, the bill is sound and quite desirable. It contains virtually all of the reforms favored by the Department, with few objectionable provisions. Accordingly, the Department of Justice recommends Executive approval of this bill.

A suggested signing statement to accompany the approval of H.R. 18583 is attached.

Sincerely,

Richard G. Kleindienst
Deputy Attorney General