

PREM 19/1451



SECRET

Confidential ~~to~~ing

Drugs and Solvent Abuse

'Blue Sniffing'

Folder attached: ACPO's Final Report on Drugs Related Crime.)

DRUGS  
HOME AFFAIRS

Pt 1: DECEMBER 1982

Pt 2: JUNE 1985

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
<del>3.6.85</del>		<del>26.9.85</del>					
<del>6.6.85</del>		30/9/85					
<del>11.6.85</del>							
<del>18.6.85</del>							
<del>25.6.85</del>							
<del>4.7.85</del>							
<del>5.7.85</del>							
<del>9/7/85</del>							
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<del>13.9.85</del>							
<del>17.9.85</del>							

PREM 19/1451



PART 2 ends:-

TF to DHSS 30.9.85

PART 3 begins:-

Home Sec. to SS/DHSS Oct '85





CF file

5/4

10 DOWNING STREET

From the Private Secretary

30 September 1985

Dear Tony

The Prime Minister has seen the exchanges of correspondence on the policy statement on drugs to be made when Mr. Mellor replies to the debate at the Conservative Party Conference on drugs. She is concerned that a satisfactory statement should be made since this will no doubt be the subject of considerable publicity and in this context she trusts that the departments concerned will reach agreement during the course of this week. If any problems arise she will be grateful for an urgent report.

I am copying this to Joan MacNaughton (Lord President's Office), Peter Ricketts (FCO), Hugh Taylor (Home Office), Ian Hughes (Department of Education and Science), John Graham (Scottish Office), Colin Williams (Welsh Office), Jim Daniell (Northern Ireland Office), Richard Broadbent (Chief Secretary's Office) and Michael Stark (Cabinet Office).

*Tim*  
*TF*

(Timothy Flesher)

Tony Laurance, Esq.,  
Department of Health and Social Security.

SKW





PARLIAMENTARY UNDER  
SECRETARY OF STATE

cc:HS  
SS

HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

30 September 1985

7/2

Dear Barney.

CONSERVATIVE PARTY CONFERENCE DEBATE ON DRUGS MISUSE

We spoke on Friday about the content of my speech to the Conference, and I agreed to let you see a draft of the passage on future DHSS initiatives.  
... A draft is enclosed, and I would be grateful for an early reaction.

I am copying this to Ray Whitney, who will be attending a meeting of our Ministerial Group this afternoon. Copies also go to Ian Gow, Bob Dunn, John MacKay and Wyn Roberts.

DAVID MELLOR



**E.R.**

EXTRACT FROM MR MELLOR'S CONSERVATIVE PARTY CONFERENCE SPEECH

We want to build upon the success of the central funding initiative. Over 120 local schemes have benefitted from the £11.5 million already available. Now more will get help. A further very substantial sum of money will be made available for drug projects, and Barney Hayhoe will announce details shortly.

We shall also be funding a further major publicity campaign over the next 12 months designed to alert youngsters to the dangers of drug misuse.



2

Prime Minister:

1

An intervention of the kind suggested by the Policy Unit would certainly

SECRET

27 September 1985 concentrate minds. Agree?

PRIME MINISTER

DRUGS - PARTY CONFERENCE

JK

27/9.

With the public and Party interest and concern about drugs at a high pitch, it is crucial that when the Home Office reply to the Conference debate, the Government <sup>is</sup> are seen to be strong on all major fronts. A problem has arisen which, unless it is solved, raises the likelihood of considerable adverse press comment.

DHSS has spent £11½ million, as a pump priming exercise, in grants to private drug rehabilitation units over the last three years, and also spent £2 million this year on a national publicity campaign against drugs. Next year, DHSS propose to spend nothing from existing resources on drug misuse except the balance from their previous pump priming budget, but request new money of £5 million to be spent on local projects through the regions and another £2 million on a continuing media campaign. They have refused to honour what Treasury understands to be their promise made at Chequers in June to take their drug funding from existing resources, and to give it heightened priority within existing budgets. This dispute will jettison David Mellor's chance to give a balanced and adequate reply at the Conference debate.

We suggest the formula to manage this end would be to record that you are anxious to ensure that a substantial

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- 2 -

announcement can be made at the conference; you hope that the Departments concerned can reach a satisfactory agreement in the coming week; and that if this proves impossible, you would like the matter reported to you.

H. Booth

HARTLEY BOOTH

1 Where the money  
should be found for  
entire DHS budget.  
The subject should have  
considerable priority  
no

SECRET



CC/113  
38

Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Douglas Hurd MP  
Secretary of State  
Home Office  
50 Queen Anne's Gate  
London  
SW1H 9AT

26 September 1985

*Dec Dougl,*

**DRUG MISUSE: CONSERVATIVE PARTY CONFERENCE DEBATE**

*will request if required*

*@ file*  
I am replying to your letter of 12 September to the Chancellor. I have also seen Norman Tebbit's letter of 17 September.

There could be no doubt that the need to deal with the drugs problem is urgent. The package of proposals prepared by David Mellor's group and endorsed by H in July is sensible and realistic. As my predecessor made clear at H, the proposals have our full support. I can also sympathise with David's desire that in responding to the Conference Motion the Government's policy be presented in as positive a light as possible.

I am glad however that you recognise the very real difficulties that prevent me from agreeing, as you propose, to reach agreement on those items of the package which are the subject of PES bids outside the normal round of bilateral negotiations. This is simply not possible. Nor does Norman Tebbit's proposed solution meet my difficulty, because we are dealing with spending in the Survey period.

The Prime Minister has already endorsed a basis on which the announcement can proceed, which your predecessor followed when he announced acceptance of the proposals in the ACPO report. We are still discussing the expenditure consequences in this year's Survey but I hope that we can see our way through them in time for the Party Conference.

I must however enter a reservation about the announcement of any increased provision for Customs and Excise. For management reasons Customs have proposed that the first announcement of any increased provision for them should be made by a Treasury Minister, as was agreed in June for the increase in investigative posts. Providing this has been settled and announced in time, there is of course no reason why David cannot make full use of it as well in his speech.

CONFIDENTIAL



CONFIDENTIAL

Given the extremely high priority which we are all agreed attaches to these measures and the small size of the bids in relation to the departmental programmes of which they form a part, I hope that it will be possible for us to agree to proceed in this way.

I am copying this letter to the Prime Minister, Willie Whitelaw, Geoffrey Howe, Keith Joseph, George Younger, Nicholas Edwards, Norman Fowler, Tom King and to Sir Robert Armstrong.

*Yours,*  
*John*

JOHN MacGREGOR



Home Affairs; Dng's Pt 2







Drugs file CC/13

HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

19 September 1985

Dear Len

Mr Mellor, with the Home Secretary's agreement, has asked me to write to you to seek the Foreign Secretary's formal approval to his undertaking a visit to Pakistan from 13 to 20 October. The purpose of the proposed visit is to strengthen co-operation between the UK and Pakistan Governments in combating drug misuse. The visit will include discussions with the Pakistan Government about drugs issues and a meeting with President Zia.

Both the Home Secretary and Mr Mellor take the view that there are important reasons why this visit should take place. The fight against drug misuse is a major part of the Government's law and order programme and is of considerable public interest. The Home Office leads and co-ordinates the Government's policy through the Ministerial Group on the Misuse of Drugs, of which Mr Mellor is chairman.

Figures published this month show a continued increase in the drugs problem in this country during 1984: the number of seizures of drugs has increased, but so too has the number of known addicts (though not as fast as in previous years). The main drug of misuse remains heroin, and the main source of heroin remainsthe North West Frontier Province (NWFP) of Pakistan, where it is produced and through which it is trafficked en route from Afghanistan to ports and airports throughout the Indian sub-continent. It is vital that the Government does, and is seen to do, all it can to ensure the maximum co-operation from the Pakistan Government in attempting to stem the flow of drugs to the United Kingdom.

It is also the case that the Governments of countries in which illicit drugs are produced incline to the view that the richer, consumer nations of the west are in no small way responsible for the problems they, the producer countries, face by providing lucrative markets for the growers and traffickers. In the interests of maintaining good relations with producer countries it is important therefore that the UK avails itself of opportunities such as this to demonstrate its willingness to co-operate with and assist them in combating drug trafficking and at the same time to show that it is doing all it can to put its own house in order. As the Minister most immediately responsible for the day to day administration and co-ordination of the Government's policy, Mr Mellor is well placed to achieve these objectives.

Mr Mellor believes that the time is now right for the visit to be made. The United Kingdom, and a number of other countries, have been providing a good deal of practical assistance to the Pakistan Government, but the reports received as to the effectiveness of the Pakistan authorities' efforts are conflicting. Last year, ODA pledged £1 million to the UN Fund for Drug Abuse Control (UNFDAC) as a contribution towards rural development/crop substitution project in the Dir region of the NWFP (one of the most important opium poppy producing regions in the province). Work on that project is about to begin, and Mr Mellor believes that it is important to take this opportunity to impress upon the Pakistan authorities and the UNFDAC field administrators that the UK Government is taking a close interest in the way in which our money is being spent.

Len Appleyard Esq

PS/Rt Hon Sir Geoffrey Howe QC MP



The precise timing of the visit seems right coming, as it does, immediately after the Conservative Party Conference. The pressure of Parliamentary business would make it difficult to postpone the visit till later in the year.

Mr Mellor intends to make a further offer of assistance to the Pakistan Government while he is there. Following her meeting in Moscow with President Zia, the Prime Minister made an offer of assistance with training of law enforcement personnel and with the purchase of drug detecting equipment. You will know that our Departments have had difficulty in raising finance for the equipment but we have recently obtained Treasury agreement in principle to allocate £50,000 of Home Office money to this purpose.

As I have mentioned, Mr Mellor expects to be able to meet President Zia while he is in Pakistan. He regards this as an important centrepiece to the visit, providing an opportunity to renew in the President's mind the importance which the UK Government attaches to the drugs issue, first raised by the Prime Minister at her meeting with him in 1982.

The Prime Minister has agreed that Mr Mellor should be accompanied by Mr Hartley Booth from her Policy Unit. Mr Booth takes a very close interest in drugs policy, and a visit to Pakistan would provide him with important insights into the problems faced by a major drug producing country.

I should be grateful if you would let me know if the Foreign Secretary is content to give his formal approval to the visit.

I am copying this letter to Charles Powell and to Murdo MacLean.

yours ever  
Steven

STEVEN W DAVIDSON

Private Secretary



Home Affairs Dept





Chancellor of the Duchy of Lancaster

CABINET OFFICE,  
WHITEHALL, LONDON SW1A 2AS

Tel No: 233 3299  
7471

17 September 1985

The Rt Hon Nigel Lawson MP  
Chancellor of the Exchequer  
HM Treasury  
LONDON SW1

*D Nigel.*

**DRUG MISUSE: CONSERVATIVE PARTY CONFERENCE DEBATE: 9 OCTOBER 1985**

Douglas Hurd copied to me his letter to you of 12 September.

I fully agree with Douglas Hurd that David Mellor must be in a position, when replying to the debate, to show clearly the Government's positive measures to combat drug abuse.

John Macgregor will wish to discuss with Douglas, and other colleagues within whose programmes these measures fall, how the provision is to be made for the package of measures which H Committee approved in July. Colleagues agreed at that time that appropriate priority should be given to expenditure on these measures when public expenditure came to be considered this autumn, so far as possible within agreed resources. Given the nature and urgency of the problems, and the need to give a positive reply to the debate at Conference, I hope that it can be agreed that David Mellor should proceed with the announcement, without commitment as to seeking offsetting savings from within existing provision or, conversely, prejudging the PES discussions.

I am copying this letter to the Prime Minister, Willie Whitelaw, Geoffrey Howe, Keith Joseph, George Younger, Nicholas Edwards, Norman Fowler, Tom King, John Macgregor, and to Sir Robert Armstrong.

*ef - m*  
*Norman*

NORMAN TEBBIT



HOME AFF: Brigs.

pt 2



ELBANK



10 DOWNING STREET

*From the Private Secretary*

13 September 1985

You wrote to Mark Addison on 9 September about Mr. Mellor's proposed visit to Pakistan in October in order to strengthen cooperation between the UK and Pakistan Governments on drug problems. You proposed that Mr. Hartley Booth of the Policy Unit should accompany Mr. Mellor.

The Prime Minister is content for Mr. Booth to be a member of Mr. Mellor's party. But she considers it would be a mistake for Mr. Booth to be described as her "personal representative" since this might undercut the standing in Pakistani eyes of Mr. Mellor. Mr. Booth should simply be described as an official accompanying Mr. Mellor.

(Charles Powell)

Mrs. Christine Heald,  
Home Office.

NR



MR. OWEN

I have discussed with the Prime Minister the attached letter from the Home Office proposing that Mr. Booth accompany Mr. Mellor to Pakistan; also your suggestion that Mr. Booth might take informal soundings in Pakistan about the possibility of an Extradition Treaty.

The Prime Minister is content for Mr. Booth to travel to Pakistan as a member of Mr. Mellor's delegation. She would not however wish him to be described as her "personal representative" as this might lead to misunderstanding with the Pakistan authorities, and risk undercutting Mr. Mellor's status and authority as leader of the delegation. Mr. Booth should be described simply as an official accompanying Mr. Mellor.

The Prime Minister does not think that it would be appropriate for Mr. Booth to take soundings about an Extradition Treaty. She would prefer this to be done through the normal channels.

I am therefore writing to the Home Office as in the attached letter.

C.D.P.

C.D.P.

I am content with this and will ensure that PM's wish is understood  
M.O.

CHARLES POWELL  
13 September 1985

16/9





10 DOWNING STREET

*From the Private Secretary*

13 September 1985

You wrote to Mark Addison on 9 September about Mr. Mellor's proposed visit to Pakistan in October in order to strengthen cooperation between the UK and Pakistan Governments on drug problems. You proposed that Mr. Hartley Booth of the Policy Unit should accompany Mr. Mellor.

The Prime Minister is content for Mr. Booth to be a member of Mr. Mellor's party. But she considers it would be a mistake for Mr. Booth to be described as her "personal representative" since this might undercut the standing in Pakistani eyes of Mr. Mellor. Mr. Booth should simply be described as an official accompanying Mr. Mellor.

(Charles Powell)

Mrs. Christine Heald,  
Home Office.





HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

9 September 1985

Dear Mark,

As you perhaps know, Mr Mellor is planning to visit Pakistan from 13-20 October in order to strengthen co-operation between the UK and Pakistan Governments on matters connected with illicit drug production and trafficking: most of the heroin which is smuggled into the UK originates from Pakistan. Both the previous and the present Home Secretaries consider that such a visit will enable Mr Mellor, against the background of conflicting reports, to make a fuller assessment of the efforts which the Pakistan authorities are making to combat illicit drug trafficking and production and to register the UK Government's concern in whatever way seems appropriate. The visit will also provide an occasion for us to offer some additional assistance on drug-related equipment, thereby following up last year's correspondence between the Prime Minister and President Zia.

The Home Secretary and Mr Mellor believe that it would be most helpful if Mr Hartley Booth from the Policy Unit were able to accompany Mr Mellor during this visit. As you know, Mr Booth takes a very close interest in drugs policy, and a visit to Pakistan would provide him with important insights into the problems faced in a major drug producing country. There are however additional advantages which the Home Secretary and Mr Mellor consider Mr Booth's participation would yield. In the first place, the Prime Minister has personally expressed her concern about the drugs issue when she has met President Zia during the last year or two. The presence in Mr Mellor's party of a personal representative of the Prime Minister would add to the political impact of the visit on Pakistan Government personalities, particularly as Mr Mellor hopes that it will be possible to arrange a meeting with President Zia. In addition, Mr Booth's participation in the visit would enable the Prime Minister to be directly and personally informed about the current drugs situation in Pakistan.

In the light of these considerations, the Home Secretary would be glad to know if the Prime Minister is willing to agree to Mr Booth accompanying Mr Mellor.

Stephen Davidson will be writing separately to the Foreign Office to seek the Foreign and Commonwealth Secretary's formal approval for the visit.

Yours ever,

Christine.

MRS C J HEALD

Mark Addison, Esq





QUEEN ANNE'S GATE LONDON SW1H 9AT

12<sup>th</sup> September 1985

1. DM - free  
2. CF.

Dear Nigel,

DRUG MISUSE: CONSERVATIVE PARTY CONFERENCE DEBATE:  
9 OCTOBER 1985

As you know, David Mellor will be replying at the Conservative Party Conference to a motion on drug misuse.

It is, of course, vitally important that he should be able to give a totally convincing account of the Government's policies on an issue which is causing such great concern to the Party and to the country at large. He will be able to point to a number of important initiatives which have been taken since Kenneth Clarke's speech last year. But I am in no doubt that, particularly against the background of the Prime Minister's remarks on her recent visits to Heathrow and New Scotland Yard, David will need to announce new measures if the Government's response is to be seen to match the evidence of a deteriorating situation.

H Committee approved in July a package of measures drawn up by the Ministerial Group on the Misuse of Drugs with a view to a major announcement in the autumn. But the key elements of that package hinge on the outcome of the Departments' PES bids. These are: additional Customs preventive posts in 1986/87; research, development and procurement of drug detection equipment; DHSS's bid for £5 million per annum to improve treatment and rehabilitation services; the continuation (subject to evaluation) of the Government's education and information campaigns and, of course, my predecessor's bid in respect of international assistance.

We are, then, faced with a situation of some considerable difficulty. On the one hand, I fully realise the problems which would be involved in attempting to deal with individual bids - even if, as in this case, they are for relatively small sums - in advance of decisions on PES generally. I understand, too, the understandable reluctance of Departments to see any firm

The Rt Hon Nigel Lawson, M.P.

/cont .....



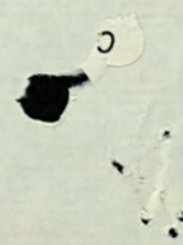
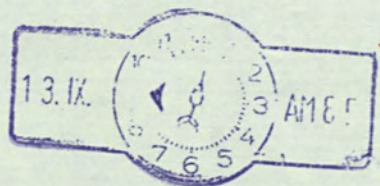
Commitments given before agreement is reached on their expenditure programmes. On the other hand, I am in no doubt - and I am sure that colleagues would share this view - that David Mellor must be in a position to announce new initiatives when he speaks on 9 October. Notwithstanding the difficulties, I am driven to the conclusion that some agreement must be reached before then on the initiatives underlying the relevant PES bids.

I would welcome your views, and those of colleagues, on how we might achieve this. You may agree that the best way to resolve this is an urgent meeting, and I will ask my office to get in touch with yours and others in the next few days about the best way to arrange this.

I am copying this letter to the Prime Minister, Willie Whitelaw, Geoffrey Howe, Keith Joseph, George Younger, Nicholas Edwards, Norman Fowler, Tom King and Sir Robert Armstrong.

Yours,  
Doyle







MR ADDISON

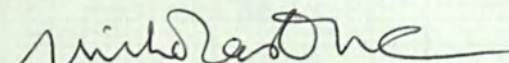
12 September 1985

MR MELLOR'S VISIT TO PAKISTAN

I support David Mellor's request that Hartley Booth should accompany his party to Pakistan from 13-20 October.

From a Policy Unit viewpoint, this would be a sensible use of Hartley's time. The drug problem is a major priority for him and Pakistan seems to hold the key to reducing their supply. His participation might be said to involve a degree of duplication but in a sense, the Policy Unit is always "duplicating" the work of Departments, in order to offer the Prime Minister alternative views. But in any case, I think Hartley's line of questioning will add something distinctive to the party's investigations.

Separate from the drugs question, Hartley could, if the Prime Minister were agreeable, make informal soundings about the possibility of an Extradition Treaty with Pakistan, the absence of which handicaps our drive against drug pushers. Mr Mellor is content with this.

  
NICHOLAS OWEN





10 DOWNING STREET

Charles Powell.

In addition to the notes you  
have already seen, I also  
now attach Nick Owen's  
advice.

He backs HB's petition,  
and reminds me of what  
Hobby should "note in final  
findings" about an extradition  
Treaty.

MEIA 12/9



Mr. Addison

MS  
Exhibit

MR. POWELL

I can see no objection to Mr. Booth going as a member of delegation. But it would be a serious error to bill him as the Prime Minister's personal representative. To do so would completely undercut the authority of our states in Pakistani eyes of the Minister, who is the Government's representative. Mr. Booth should go as a common or garden official with a professional interest in the drugs problem.

We have been expecting, as you know, the attached letter from the Home Office for some time. It seeks the Prime Minister's agreement that Hartley Booth, as the Prime Minister personal representative, should accompany David Mellor on his visit to Pakistan in October to strengthen cooperation between the two Governments on the fight against illegal drug trafficking.

Formal FCO approval has yet to be given for the visit, though the Home Office have spoken to them at official level and there has been no objection to the proposals. It is envisaged that, in addition to David Mellor and Hartley Booth, the party would include a Private Secretary, one official, and possibly a press officer.

I have spoken both to the Home Secretary's office and David Mellor's office. They confirm that while Mr Mellor was initially doubtful about the idea of Hartley Booth joining the party, he does now believe that Hartley's presence will add weight (!) to the delegation and will impress upon the Pakistan Government, particularly upon President Zia, the seriousness with which we view the Pakistan connection.

So far as the programme is concerned, Mr Mellor is certainly hoping to arrange a meeting with President Zia himself. A number of other discussions are being arranged, as well as visits to eg. areas involved in crop substitution programmes. Mr Mellor envisages that Hartley Booth will be sitting in on all the meetings, but not playing a particularly active role, particularly in any meeting with the President. No separate fixtures for Hartley are yet planned, but it seems highly likely that some will take place, particularly if, as we understand, he has a number of acquaintances in Government circles there.

The Home Office will not be paying for Hartley's visit. The cost will fall to MPO.

CDD  
11/9



My own view on this is that there is no reason in principle why members of the policy unit should not join fact-finding tours overseas. As the Home Office letter suggests, policy unit involvement here can be expected to help them in their "eyes and ears" role - and there is certainly no doubt that Pakistan is of central importance in the Government's fight against the illegal drug trade and the drugs threat generally in the UK (you will remember that one of the two special customs secondees is stationed in Karachi).

However, in this case, I have to say that I am doubtful that the pay off will justify the expense. I also question whether, in what I imagine is a delicate area in diplomatic terms, for reasons you know of, it would be wise to agree to policy unit involvement.

But given that the Home Secretary backs the idea, that Nick Owen seems likely to do so too (I am sending the Home Office note to him for comment) and that the Prime Minister's natural inclination would be I think to say yes, Hartley may very well end up going. If so, we shall need to ensure he is properly briefed by the Foreign Office, and I think by you and Nigel as well, before departure.

I should be grateful for your views before putting this through Nigel Wicks, (together with comments from Nick Owen) to the Prime Minister.

*Mark Addison*

MARK ADDISON

10 September 1985

SL2ACL





HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

9 September 1985

Dear Mark,

As you perhaps know, Mr Mellor is planning to visit Pakistan from 13-20 October in order to strengthen co-operation between the UK and Pakistan Governments on matters connected with illicit drug production and trafficking: most of the heroin which is smuggled into the UK originates from Pakistan. Both the previous and the present Home Secretaries consider that such a visit will enable Mr Mellor, against the background of conflicting reports, to make a fuller assessment of the efforts which the Pakistan authorities are making to combat illicit drug trafficking and production and to register the UK Government's concern in whatever way seems appropriate. The visit will also provide an occasion for us to offer some additional assistance on drug-related equipment, thereby following up last year's correspondence between the Prime Minister and President Zia.

The Home Secretary and Mr Mellor believe that it would be most helpful if Mr Hartley Booth from the Policy Unit were able to accompany Mr Mellor during this visit. As you know, Mr Booth takes a very close interest in drugs policy, and a visit to Pakistan would provide him with important insights into the problems faced in a major drug producing country. There are however additional advantages which the Home Secretary and Mr Mellor consider Mr Booth's participation would yield. In the first place, the Prime Minister has personally expressed her concern about the drugs issue when she has met President Zia during the last year or two. The presence in Mr Mellor's party of a personal representative of the Prime Minister would add to the political impact of the visit on Pakistan Government personalities, particularly as Mr Mellor hopes that it will be possible to arrange a meeting with President Zia. In addition, Mr Booth's participation in the visit would enable the Prime Minister to be directly and personally informed about the current drugs situation in Pakistan.

In the light of these considerations, the Home Secretary would be glad to know if the Prime Minister is willing to agree to Mr Booth accompanying Mr Mellor.

Stephen Davidson will be writing separately to the Foreign Office to seek the Foreign and Commonwealth Secretary's formal approval for the visit.

Yours ever,  
Christine.

MRS C J HEALD

Mark Addison, Esq





Treasury Chambers, Parliament Street, SW1P 3AG

H M Taylor Esq  
Home Office  
Queen Anne's Gate  
LONDON SW1H 9AT

29 August 1985

Dear Hugh,

MBM

**FOLLOW UP TO BONN ECONOMIC SUMMIT**

Thank you for copying to me your letter of 6 August to Charles Powell and I have since seen his reply, recording the Prime Minister's comments.

The text of the draft is acceptable to us but I should mention that some of the options contained in the report have implications for Customs and Excise resources - in particular, Paragraph VIII, 1(c) - assistance to drug-producing or - transit countries in training and equipping enforcement agencies, VIII, 3(d) - monitoring and possible control over precursors, chemicals and solvents used in illicit production of narcotics and psychotropic substances and also - to the extent that additional UK liaison officers were involved - VII, 2(a). The Chief Secretary has already commented in the context of the proposed legislation on confiscation of the proceeds of drug trafficking on the resource requirements of this work (VIII, 3(a)). All these could amount to a substantial resource commitment which will need to be borne in mind if and when these options are considered in more detail.

I am copying this to Charles Powell (No 10), Peter Ricketts and Michael McCulloch (FCO) and Jane McKessack (DHSS).

Yours sincerely,  
Mike Norgrove

**M W NORGROVE**  
Private Secretary





Home Affairs : Drug Abuse A2.



PRIME MINISTER

CF.  
Prings file, 1st k.

## THE DAILY MAIL STORY

The Home Office and the Metropolitan Police are saying they know nothing of any such investigation or report. No.10 are saying you have not taken delivery of any such report, have not asked for one, and are not expecting one.

The Mail is the only paper to carry the story (though, as you know The Times has a small piece which includes a denial). The other dailies decided not to touch it. Tim Miles (the journalist) is refusing to elaborate on his "exclusive" even to his sister paper, the Mail on Sunday, who are not expected to carry it either. It looks very much as if the other papers are unwilling to cover the story because they fear it is a work of complete fiction.

The Home Office are in touch with the police to see if any of the individual elements in the story may have anything in them. This might give a clue as to where the story started. We expect a report later in the day and will phone it through.

*Suzanne*

PP

MARK ADDISON

24 August 1985



D. R.

PRIME MINISTER

UPDATE ON DRUGS STORY IN DAILY MAIL

The Home Office have been in touch with Assistant Commissioner Delow. Delow has spoken to many others in the Met, and made pretty exhaustive enquiries. He has uncovered no hint of anything to support the story.

Home Office (and ourselves) are treating this as something for the police to pursue. Delow is going to take up the story with the Mail proprietor, when he can get hold of him. He will be saying that the story makes serious claims, for which the police have no evidence whatever. He will ask the Mail either to make clear the story was without foundation or, if the Mail insists they have any such evidence, to let the police have it so that the proper investigations may be made.

I have just heard that Tim Miles, the journalist concerned, under pressure from the Mail on Sunday, has indicated that the former leading personality at Westminster was Jeremy Thorpe. This seems to confirm that the whole story is a silly season fabrication.

*Suzanne*

PP MARK ADDISON

24 August 1985





Parliamentary Under Secretary of State

C41B

Northern Ireland Office  
Stormont Castle  
Belfast BT4 3ST  
Telephone Belfast 63011

The Rt Hon Leon Brittan QC MP  
Home Secretary  
Queen Anne's Gate  
LONDON  
SW1H 9AT

MBPM

19 August 1985

Dear Leon,

CONFISCATION OF THE PROFITS OF DRUG TRAFFICKING

I have seen your letter of 23 July to Willie Whitelaw in which you asked whether orders made by English and Welsh courts against offenders who hold assets in Northern Ireland will be enforceable here against those assets, and am replying in Douglas Hurd's absence on leave.

In principle I think it is very desirable that such orders should be enforceable in Northern Ireland, otherwise drug traffickers might be quick to take advantage and try to hold their assets there out of reach of the courts in England and Wales. Because your proposals are breaking new ground, I doubt if the enforcement of these orders here will fall easily into the existing enforcement machinery in the Province. If it is necessary NIO officials will consider, with other interested parties, what steps should be taken in Northern Ireland to facilitate enforcement of orders arising elsewhere in the UK.

Subsuming all of these is of course the wider issue of how the overall package of measures should be enacted in Northern Ireland. As Douglas indicated in his letter of 24 June it might be possible for the resulting Act to extend directly to Northern Ireland and for the enforcement issue to be covered in that context. Whatever approach is ultimately adopted it will be necessary, if we are to achieve a satisfactory level of conformity, for our officials to be kept closely informed as developments take place.





I am sending copies of this letter to the Prime Minister, Members of H and L Committees, the Attorney General, the Lord Advocate, the First Parliamentary Counsel and Sir Robert Armstrong.

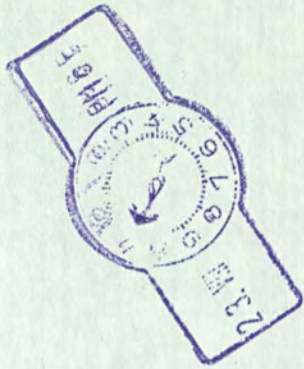
*Yours truly,*

*Nick.*

NICHOLAS SCOTT



Drugs: Home  
Affairs PEZ







CLH8

PRIVY COUNCIL OFFICE  
WHITEHALL, LONDON SW1A 2AT

12 August 1985

Dear Leon

NSPm.

CONFISCATION OF THE PROCEEDS OF DRUG TRAFFICKING

Thank you for your letter of 23 July in which you deal with the points raised by our colleagues in the earlier round of correspondence. I see from the comments on your later letter that our colleagues are broadly in agreement with what you now propose, subject to certain detailed points and to the more important questions of resources. I think therefore that the time has arrived where formal policy approval for what you propose may be given, subject to further agreement on detailed issues and on the self-financing character of the scheme. I understand that further discussions on these issues are taking place between your officials and those of the Lord Chancellor, the Attorney General and the Chief Secretary.

As far as the procedure for giving effect to your proposals in next session's legislative programme is concerned, we shall have an opportunity to discuss this at QL Committee on 11 September.

I am sending copies of this letter to the Prime Minister, the members of H and L Committees, the Attorney General, the Lord Advocate, First Parliamentary Counsel and Sir Robert Armstrong.

Yours  
Leon

The Rt Hon Leon Brittan QC MP



HOME AFFAIRS : Drug Abuse : Pt 2

10/1/78







10 DOWNING STREET

*From the Private Secretary*

8 August 1985

CONFISCATION OF THE PROCEEDS OF DRUG TRAFFICKING

Thank you for your letter of 5 August.

The Prime Minister was grateful to the Home Secretary for his fuller explanation of the advantages he sees for the fines approach over forfeiture. She welcomes his decision to amend the proposals to require the Courts to impose a fine of the appropriate amount. She is now content with the package as a whole.

The Prime Minister also welcomes the Home Secretary's determination to ensure the necessary legislation is introduced next Session.

I am copying this letter to Joan MacNaughton (Lord President's Office) and Richard Watson (Cabinet Office).

Mark Addison

Hugh Taylor, Esq.,  
Home Office.

CST





File  
M JZ AXG

10 DOWNING STREET

From the Private Secretary

8 August 1985

Dear Hugh,

Thank you for your letter of 6 August enclosing a copy of the report of the experts on drugs to be submitted to the Foreign Ministers of the Economic Summit countries in September. The Prime Minister is content that the draft report should be circulated in its present form.

The Policy Unit have raised two points on the report and the Prime Minister would be grateful if these could be considered by those attending the meeting. They are:-

- i) The proposals do not include any consideration of the mutual disclosure of banking records, the absence of which might nullify efforts to produce international agreements on substantial financial penalties.
- ii) The section on extradition includes no reference to the need for new and more effective extradition arrangements with producer countries such as Pakistan and those in South America.

I am sending copies of this to Peter Ricketts and Michael McCulloch (Foreign and Commonwealth Office), Michael Norgrove (HM Treasury) and Jane McKessack (Department of Health and Social Security).

*Tim*

*Th*

Tim Flesher

Hugh Taylor Esq  
Home Office

LB.



PRIME MINISTER

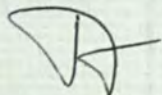
BONN ECONOMIC SUMMIT: DRUGS

You will recall that Heads of Government agreed at the Bonn Summit that experts should meet with a view to submitting proposals on drugs to Foreign Ministers for a meeting in September in the margins of the General Assembly. The experts' report is now attached together with comments by the Home Secretary. Hartley Booth has had a look at the report and has just two comments:

- (i) The proposals fail to include any option for mutual disclosure of banking records <sup>has</sup> which would effectively nullify efforts to produce international agreements on forfeiture of assets.
- (ii) The section on extradition includes no reference to the need for new and effective extradition arrangements with producer countries such as Pakistan and South America.

I suspect that since the Germans (who are in the lead because of their chairmanship of the last Summit) have indicated that they would be reluctant to take on board far reaching amendments to the text we would not be able to incorporate these comments. We could however pass them on to the Foreign Office to raise at the meeting itself. *Agreed mt*

Agree to the circulation of the draft report as proposed by the Home Secretary?



(Tim Flesher)

*Yes mt*

7 August 1985

DCAATL



CONFISCATION OF THE PROCEEDS OF DRUG TRAFFICKING

You will recall considering recently the Home Secretary's revised proposals for legislation. You remained, however, unconvinced that the fines route was preferable to forfeiture. You were also concerned that, unless the courts were required to impose a fine which was linked closely to traffickers' illicit gains, the fines would not in practice be confiscatory.

The Home Office response, attached, is a helpful one. It sets out the Home Secretary's thinking more clearly than his earlier letter. It shows that he is quite clear that fines will provide a more flexible and more water-tight arrangement than forfeiture; their key advantage being the scope they offer to impose the proper penalty even where the "laundering" appears faultless.

The Home Secretary, while sticking to his strong preference for fines, has however agreed to meet your concern to ensure that the fines are in practice confiscatory, by requiring the courts to impose a fine of the appropriate order.

I think you will now wish to:

- (i) thank the Home Secretary for his further explanation; ✓
- (ii) welcome his agreement to amend his proposals to ensure the size of the fine is adequate, and ✓
- (iii) indicate you are content with the package as a whole. ✓

You will also wish to welcome his determination to ensure the necessary legislation is introduced next session.

I have checked with Hartley Booth, and he is content with this advice.

*Mark Addison*

*David MB*

MARK ADDISON

7 August 1985

VC4ABK



SEP  
C.H.B.



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

6 August 1985

020  
Dear Charles,

FOLLOW UP TO BONN ECONOMIC SUMMIT

You will recall that the Prime Minister initiated discussion of the question of drugs in the course of the Bonn Summit in May. Heads of Government agreed that experts should meet with a view to submitting proposals to Foreign Ministers for a meeting in September in the margins of the UN General Assembly. The responsibility for following up this remit rests with the Federal Republic of Germany, as chairman of the Summit. Last month the FRG convened a meeting of experts in Bonn - the UK was represented by officials from the Home Office, the Foreign and Commonwealth Office and HM Customs and Excise - who examined and agreed the text of the attached draft report. The FRG have now given governments until 15 August to submit any further comments on the draft report, so that the final text can be available to Foreign Ministers in time for their meeting in September.

The report has been prepared on the basis that the Summit initiatives should avoid overlapping with or duplicating activities which are already in hand in other international fora, particularly the United Nations which is developing proposals for a new convention to combat drug trafficking. (The UK's proposals in respect of the elements which might be included in a new convention were published at the end of June, when they attracted some positive press comment.)

In the light of the Prime Minister's initiative in raising the matter, our Summit partners have looked to us to give a lead in developing proposals on some of the matters considered in the draft report. We have therefore suggested that the objective of the current initiative among the Summit countries should be to heighten co-operation within the group (which is already close) and to act as a stimulus for action on the part of others, such as the UN, other international organisations and the drug-producing and transit countries. It is not envisaged that any new machinery should be set up as a basis for regular meetings between

/officials

C D Powell, Esq



officials of the Summit countries, but the Home Secretary has suggested that it might well be sensible if future Summit meetings were to review progress in the fight against drugs and consider whether any fresh initiatives should be developed within this framework.

?? In view of the likelihood that the report will become public knowledge after the meeting of Foreign Ministers, care has been taken to avoid giving the impression that the seven richest countries in the world are leaning on or dictating to the drug-producing and transit countries, some of which are among the poorest in the world. Against this background, the Home Secretary considers that the range of measures discussed in the paper would provide a valuable impetus for continued action at both domestic and international level. So much international co-operation already takes place on drugs that the scope for dramatic new initiatives is inevitably limited. For the most part the measures proposed represent, so far as the UK is concerned, a development of our existing policies. Despite pressure from some Summit countries, the report contains no commitments to provide additional resources for assisting the drug-producing or transit countries, although it was clearly the expectation at the meeting of experts that all seven countries would step up their efforts in this respect. (The Home Office is currently bidding in PES for new funds to provide drug-related assistance overseas.)

The Home Secretary would draw particular attention to the section of the report headed "Political Initiatives" (pages 5-6) which emphasises the importance of encouraging international organisations which are not directly concerned with drug problems to consider what they might do to assist the drug-producing and transit countries. If such organisations as the World Bank, regional development banks or, nearer home, the European Community can be encouraged, within their existing constitutions and mandates, to consider the scope for providing drug-related assistance, this could be potentially a development of major significance. If it is approved, the Home Secretary would very much hope that his colleagues who are responsible for dealing with a wide range of international bodies would be prepared to explore what those bodies might do to assist in the fight against drug trafficking.

The Home Secretary has indicated that he is content with the draft report, subject to the manuscript amendments which have been suggested by officials in interested

/Departments.



Departments. The FRG have indicated that they would be reluctant to take on board far-reaching amendments to the text, particularly on points which were extensively debated in the meeting of experts, as there would be no opportunity to clear these with other countries. We have not therefore felt able to include all the suggestions put forward by officials. With that qualification, however, the Home Secretary hopes that the draft report will commend itself to the Prime Minister and to his other colleagues who have an interest in the topics which it addresses.

In view of the need to submit our proposed amendment to the FRG by 15 August, I should be grateful if you and those to whom I am copying this letter were able to let me have any comments on the draft report by close of play on 8 August.

I am copying this letter to Peter Ricketts and Michael McCulloch (FCO), Michael Norgrove (Treasury) and Jane McKessack (DHSS).

Yours sincerely,  
H H Taylor

H H TAYLOR



DRAFT

Options for joint action to intensify the fight against drug abuse

Draft report for the Foreign Ministers of the States participating in the 1985 Economic Summit

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- I. The Heads of State or Government participating in the Economic Summit issued a mandate at their meeting in Bonn from 2 to 4 May 1985 for a discussion of the strategy against the manufacture and sale of narcotic drugs and associated crimes and for an examination as to which additional initiatives can be taken in addition to the measures already in force. The first step is to be the preparation of a report for the Foreign Ministers on the ways in which this mandate can be fulfilled. Before this can be done, the existing measures must be reviewed.
- II. In the countries represented at the 1985 Economic Summit, the drug problem seriously threatens the social and physical well-being of many people, particularly young people, as well as the prosperity, security and internal order of the nations as a whole. For this reason each of the seven nations has developed its programme of action against drug abuse and trafficking and is fighting both of these aspects of the drug problem with the aid of all available national and international co-operative resources.
- III. On an international level, our countries co-operate in numerous bilateral and multilateral specialized bodies (e.g. Interpol and the Customs Co-operation Council) and in the UN drug-control organs. All seven nations are currently members of the United Nations Commission on Narcotic Drugs. They also carry out control of the legal and illegal drug trade, partly on a voluntary basis, in accordance with the provisions of the conventions on narcotic drugs. To this end they co-operate closely with the International Narcotics Control Board (INCB) and the United Nations Division of Narcotic Drugs (DND).



In addition, the countries participating in the Economic Summit are among the major donors to the United Nations Fund for Drug Abuse Control (UNFDAC). Through their contributions they provide assistance to and exert considerable influence on the work of UNFDAC, which is charged to initiate and finance programmes to combat the cultivation, trafficking and abuse of illegal drugs in producer and transit countries.

IV. In 1981, at the instigation of the Commission on Narcotic Drugs, the General Assembly of the United Nations adopted a comprehensive programme entitled Strategy and Policies for Drug Control as a guideline for international co-operation. This programme consists of a long-term strategy and a United Nations Basic Five-Year Programme of Action, 1982-1986. The following objectives of the long-term strategy are pursued within the programme of action:

1. Improvement of the system of drug control and of the international conventions on narcotic drugs.
2. Elimination of the imbalance between the demand for and supply of narcotic drugs for legal purposes, e.g. by the pharmaceutical industry.
3. Action against the cultivation and manufacture of illegal drugs.
4. Action against drug trafficking and smuggling.
5. Action against the abuse of illegal drugs and reduction of the misuse and abuse of addictive medicines.
6. Treatment, rehabilitation and social reintegration of drug addicts.



7. Education, prevention and research in the field of drug abuse.

V. The aforementioned national and international programmes form the basis of the present worldwide strategy of action against drug abuse. This strategy is based on the principle that all three aspects of the drug problem, namely production (supply), trafficking and smuggling (distribution) and use can be regarded as equally important manifestations of the overall problem, all of which must be fought simultaneously and with equal intensity.

However, all the efforts undertaken so far have failed to reduce significantly the illicit production, trafficking, smuggling and abuse of drugs. On the contrary, in most regions of the world there is an observable increase in the drug problem with all its repercussions. The drug problem has been linked to corruption, destabilization of local economies and social institutions in both developed and developing nations and in some cases to support of terrorist organizations and international lawlessness. The trend with regard to cocaine is particularly dangerous. Large increases in South American production, coupled with <sup>a stabilised</sup> ~~relative saturation~~ of the North American market, have <sup>led to</sup> ~~caused~~ a dramatic increase in confiscations in Western Europe, which rose in the Federal Republic of Germany, for instance, by 420 per cent between 1982 and 1984.

[U.S. amendment agreed in Bonn]

It is clear therefore that current efforts to reduce production, trafficking and use of illicit narcotics and psychotropic substances must be intensified and supplemented with selected, promising measures.

VI. While the mandate issued by the Heads of State or Government emphasized supply reduction, national and international strategies must recognize that the different aspects of the problem are interrelated, and thus balanced emphasis should be placed on demand and supply reduction initiatives. The participating Summit nations recognize that reducing internal demand is essential to the long-term effectiveness of the prevention strategies in the industrialized nations. Recent



initiatives to raise national and international awareness should be continued and expanded. Continued efforts should be made in gathering data on the extent of the drug abuse problem and on the effectiveness of strategies for the treatment and prevention of drug abuse.

- VII. In addition to the demand in the industrialized nations, it is recognized that many of the narcotics source countries now have severe domestic drug abuse problems. This situation has created an important basis on which to develop more comprehensive control programmes while assisting them with their consumption problems. Thus, increasing international awareness of the dangers of drug abuse is properly a part of an enhanced control initiative.



## VIII. Proposals

The experts of the Governments represented at the Economic Summit propose the package of measures outlined below. In line with the mandate given by the Heads of State or Government, it concentrates on proposals which in the view of the experts can be translated into viable actions. These actions seem to be particularly suitable ways of stimulating international co-operation among the community of nations. The measures are as follows:

### 1. Measures against the Production of Narcotic Drugs

The illicit production of narcotics can be reduced only by means of close co-operation by producer, transit and consumer countries.

#### (a) Political Initiatives

The Economic Summit nations should consider according priority to the issue of narcotics control in their bilateral dialogue with producing and transit countries in order to achieve, in full consultation with these countries, a higher degree of mutually agreed political commitment to this subject. The starting points for this policy towards the drug-producing and transit countries are as follows:

- These legitimate interests should be outlined in exchanges of views with countries in which narcotic plants are cultivated and/or through which drugs pass. <sup>Examination of</sup> Ways to promote assistance to those countries from multilateral, regional or international organizations, such as the World Bank, regional banks, the European Community, ASEAN, UNDP, IFAD, etc., should be encouraged by the government represented at the Economic Summit.



- At the multilateral or bilateral level, countries which conclude agreements on rural development projects in drug-producing countries should <sup>take measures to ensure</sup> ~~make sure~~ that the implementation of these projects does not lead to the expansion or perpetuation of illicit crop growing in the relevant zones. Some countries have used anti-drug production clauses in their agreements with recipient countries to achieve this.
  
- Where information indicates that developing countries benefit from the establishment of narcotics control projects, Economic Summit members should consider consulting with <sup>these</sup> ~~such~~ countries as to the feasibility and acceptability of such projects, which could be sponsored either bilaterally or multilaterally.

(b) Prevention of Drug Cultivation

The aim of such action must be to prevent the cultivation of narcotic plants. In some cases it may be appropriate to enable the rural population to cultivate substitute crops or develop alternative sources of income.

Hand in hand with this action must go appropriate efforts to control illicit crops through bans on production and through eradication. Where appropriate, development assistance should include provision of necessary infrastructure including assistance in the development of markets for alternative crops. In general, producer countries may not be able to achieve this aim by their own efforts and may need the help of the developed countries. The members of the Economic Summit are urged to increase their efforts in this area, whether bilaterally as part of their development assistance or through efforts to improve agricultural pro-



duction or multilaterally through the United Nations Fund for Drug Abuse Control (UNFDAC).

(c) Assistance in Training and Equipping

Drug-law enforcement agencies abroad often have neither the staff nor the resources to take action against drug production in their own countries. The South American countries, for instance, asked in the Quito and New York Declarations for the assistance of the international community. The participants in the Economic Summit are prepared to provide assistance in terms of training and equipment for countries with an interest in co-operation. It remains to be worked out how competition and duplication of effort can be avoided, for instance by the participants in the Economic Summit "sponsoring" particular countries and also by further improving the co-ordination of their efforts.

2. Action against the Trafficking and Smuggling of Narcotic Drugs

International co-operation in the fight against the trafficking and smuggling of narcotics remains in need of improvement.

(a) Co-operation between Drug-law Enforcement Authorities

International co-operation in this sphere is essential and the need for a quick, efficient exchange of narcotic-related information between drug-law enforcement agencies is paramount.

A network of narcotics liaison officers in countries of production or transit is deemed to be essential to the Economic Summit countries and a co-ordinated policy should urgently be agreed. All such liaison officers, in addition to servicing the needs of their own country, should work



to the benefit of the Economic Summit countries. Efforts should also be made to ensure that <sup>there is close cooperation between</sup> liaison officers ~~also~~ <sup>cf</sup> operate between the Summit nations.

Close co-operation between the customs authorities of the Summit participants and the customs authorities of other countries on the basis of bilateral and multilateral agreements has considerably assisted the fight against drug abuse. Co-operation and the exchange of information pursuant to such international agreements should be further increased. The Summit participants will particularly seek to ensure that the instruments at the disposal of the Customs Co-operation Council, which currently numbers 97 members, are reviewed and if necessary improved so as to provide the members with guidelines for effective action against drug-related crime. Inter alia, it may be necessary to review in the Customs Co-operation Council the existing international and <sup>regional</sup> ~~supranational~~ transit procedures and their legal foundations. The Council should step up its efforts to promote co-operation among its members and encourage them to adopt its existing legal instruments for combating drug trafficking and to develop new initiatives.

(b) Combating Organized Crime

Links between drug-related crime and other forms of crime must be detected and systematically combated, the action going beyond the individual offence. The gathering and exchange of information and the means of suppression must be geared to these forms of organized crime. International co-operation and <sup>the improvement of international legal provisions can also make</sup> ~~improved legal instruments must serve to~~ <sup>an important contribution to the destruction</sup> ~~help destroy the structures~~ of organized crime.



3. Improvement of the Available Legislation

International co-operation is bounded by national laws and regulations. Experience has shown that the common fight against drug trafficking can only be made more effective by means of an improvement in available legislation in such a way that national enforcement and legal proceedings can be facilitated through international assistance. At the same time, care should be taken to ensure that additional arrangements are in line with the existing system of international narcotics conventions and supplement this system. In the interests of judicial security and legal clarity duplicate arrangements, overlapping and variations should be avoided. For these reasons, the participants in the Economic Summit will press for the following improvements in the international conventions on narcotic drugs:

(a) Deprivation of Assets Derived from Drug Trafficking

Member States should, wherever necessary within the framework of their fundamental legal system, undertake appropriate measures designed

- (i) to deprive drug traffickers of assets obtained from drug trafficking,
- (ii) to treat as a punishable offence the acquisition, possession, use or so-called laundering of assets which are known to be directly or indirectly the proceeds of drug trafficking irrespective of where such trafficking occurred, and to enable such assets to be confiscated,

(b) Controlled Transit

It should be made possible for illegal drug deliveries to be made under close official control through other countries if

- (iii) to enable their legal systems to give effect to deprivation orders made in other States in accordance with (i) and (ii) above.



such a step is liable to lead to important findings and the country of destination undertakes to conduct the criminal prosecution. Controlled transit does not itself prejudice the right of the transit state to prosecute.

(c) Extradition and Mutual Legal Assistance

The participants in the Economic Summit will examine whether and to what extent their national legal codes require improvement with regard to extradition and international legal assistance.

(d) Precursors, Chemicals and Solvents Used in the Illicit Production of Narcotics and Psychotropic Substances

The misuse of specific non-controlled substances should be prevented. International reporting and monitoring arrangements should be established comprising, as appropriate, mandatory and/or voluntary measures to be applied to specific substances identified by the Commission of Narcotic Drugs, but not actually listed in a schedule under existing international conventions.

(e) Co-operation in the Fight against Illicit Drug Trafficking Conducted in International Waters

The participants recognize the importance of the amount of illicit drugs transported by sea and the extent to which drug traffickers seek refuge from enforcement by staying within international waters. Approaches should be evaluated as to what national legislation and international agreements could be established to allow enforcement in international waters of actions against vessels involved in illicit drug trafficking.

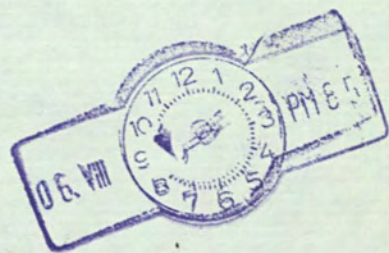


4. Improvement of Co-ordination and Co-operation among the United Nations Narcotics Control Organs

According to the evaluation report of the Committee for Programme and Co-ordination (see document ECOSOC E/AC.51/1985/8) of 12 April 1985), co-ordination of work and co-operation among the three United Nations organs for drug control, i.e. the Division of Narcotic Drugs (DND), the International Narcotics Control Board (INCB) and the United Nations Fund for Drug Abuse Control (UNFDAC), are not as sufficiently comprehensive and effective as they should be (see paragraph 62, 106, 108). The participating Summit nations should support the expedition of the respective recommendations for improvement.

and the report by the joint inspection unit entitled "Drug abuse activities in the United Nations system" (see document JIU/REP/84/16)







HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

5 August 1985

Dtn Mark

## CONFISCATION OF THE PROCEEDS OF DRUG TRAFFICKING

Thank you for your letter of 26 July.

The Home Secretary was grateful for your further explanation of the reasons why the Prime Minister still feels concern over going down the fines route. He agrees that in certain fairly simple and straightforward cases a forfeiture provision might work quite well. These would be cases where the proceeds of trafficking by the offender are represented by assets which are still in his possession (or have been transferred to third parties for less than full value) and are within reach of our courts. However, there will also be cases in which the defendant can be proved to have received proceeds exceeding the value of the assets derived from that source which are still in his possession; in such a case, in accordance with the principle that the whole of an offender's property can be used to satisfy a fine, any of the assets he has - however "clean" - would be liable to confiscation in pursuance of a confiscatory fine. Again, it is possible that the assets which represent the proceeds of trafficking have been salted away in a country with which we have not been able to conclude a reciprocal agreement. In that event, use of the power to fine means that "clean" assets in this country can be confiscated to secure payment of a fine based on the amount of the proceeds. I hope that these practical examples help to show how important it is to break the link which forfeiture would require between particular assets and the proceeds which the offender has received.

Moreover, in the case where assets have been salted away overseas, it is also important that the courts should have at their disposal the enhanced power to impose imprisonment for culpable default in payment which become available if we go down the fines route. It is for these reasons that the Home Secretary believes that use of the power to fine will be at once more flexible and more effective, and he hopes that in the light of the explanation I have given the Prime Minister may agree.

/You mentioned

Mark Addison, Esq



4. 12

You mentioned that the Prime Minister is concerned that, unless the courts are required to impose a fine which is linked more closely to traffickers' illicit gains, the fines will not in practice be confiscatory. The Home Secretary sees the force of this point, and on reflection he thinks that it would be right to require the Crown Court to make the amount of a confiscatory fine equal to the value of the proved or presumed proceeds of the trafficking. On top of that the Crown Court would have the power to impose an additional fine if it thought it appropriate to do so in any particular case. He will adjust his proposals accordingly.

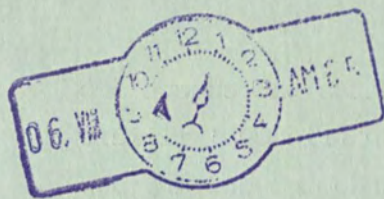
The Home Secretary entirely accepts the need to ensure that the necessary legislation is introduced next session, and will be pursuing this aspect of the matter separately.

I am sending copies of this letter to Joan MacNaughton and Simon Hickson.

Yours sincerely  
H H TAYLOR

H H TAYLOR





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FCS/85/220

HOME SECRETARY

Drugs Misuse

1. In your minute of 10 July to the Prime Minister, you proposed, in addition to the creation of a National Drugs Intelligence Unit (NDIU), the establishment of a Steering Group of senior officials, reporting to you, to provide an appreciation of the drugs threat and of the effectiveness of ways of meeting it.
2. I welcome these ideas. Since the NDIU will be relying in part on information gleaned from abroad, particularly through drug liaison officers who will be attached to our Embassies or High Commissions, I think it would be useful if the FCO were represented in the Steering Group. The placement and work of the drug liaison officers are likely to require a continuing need for supervision by the Steering Group. This would be facilitated if the FCO, which will be responsible for the day-to-day servicing of the drug liaison officers and the political context in the countries within which they will work, were closely involved.
3. I am sending copies of this minute to the recipients of yours.

(GEOFFREY HOWE)

Foreign and Commonwealth Office

2 August 1985







SECRET

Prime Minister. (2)  
for a/formation.  
MEA 26/7  
mg

Jp.065

Mr Powell

cc: Sir Robert Armstrong  
Intelligence Co-ordinator

International Drug Trade

\*not  
attached

The Joint Intelligence Organisation have recently received copies of two papers\*, one Canadian and one American, about the international drug trade. Both naturally enough view the problem from a North American perspective, with little reference to the threat to Europe. But together they provide a good deal of material about the drug trade, which may be helpful as background to any assessment of the threat we face here.

Size of the drug trade

2. No reliable figure for the total value of the global illegal drug trade is given, but it could be of the order of several hundred billion US dollars. In 1983 the estimated value of the trade in Canada was C\$9.6 billion, an increase of 20 per cent from 1981 and more than the total sales of General Motors in that country. The Canadians estimate that their drug-using population is 20,000 for heroin, 250,000 for cocaine and several million cannabis smokers. The cost to society, through diversion of funds to buy drugs, associated criminal activity, costs of law enforcement and addition<sup>c</sup> treatment, loss of productivity etc, is huge. In many small, undeveloped producing countries the business is of such a size that it can buy influence to undermine law enforcement efforts. Some countries face serious economic problems which may constrain their ability to mount a campaign against drug production. Peasant farmers receive on average less than one-hundredth of one per cent of gross drug revenues (which can still be a good income in local terms); dealers thus have plenty of scope to increase payments to farmers in order to combat Governments' crop-substitution campaigns without greatly reducing their own enormous profit margins.

SECRET



SECRET

Growth of crop production

3. According to American estimates, opium, coca and marijuana production increased significantly in 1984. The opium harvest in the Golden Triangle area of Thailand, Laos and Burma was up by more than 30 per cent. It may be lower this year, but because of poor weather rather than Government efforts against drug growing. Opium yields along the Afghanistan/Pakistan border also increased. Mexico's smaller opium output nearly doubled in 1984. Colombia - by far the largest marijuana producer - and Jamaica have stepped up their eradication efforts and their outputs may be about to decline, but the Americans believe that increased production of marijuana in Mexico and Belize, and perhaps also in Venezuela, will offset this. Peru's coca production has dramatically increased. Bolivia and Colombia are big producers. Ecuador has recently gone into production and the Americans are worried about signs of cultivation in the Amazon region of Brazil, where the potential for coca production is enormous.

Outlook

4. Both papers see the drug trade as a growing problem, with new sources of production and new transit countries emerging. The Americans believe that production of all drug crops will continue to increase, at least in the short term. The present glut of cocaine on the international market is likely to continue for the foreseeable future. It is not mentioned in the American paper, but a CIA visitor has told us that his Agency believes that, having saturated the North American market, cocaine dealers are now gearing up to attack the Western European market, in particular the UK, in a much larger way than before. We have asked the CIA for the background to this argument; it may be speculation rather than intelligence, but it is clearly a point to watch.

Instability and Terrorism

5. Both the Americans and the Canadians stress the potential of the drug trade for destabilising producer or transit countries. In neither paper is the case well documented. Three main threats are identified: (a) the capacity of the drug traders to buy influence over Government policies; (b) the link between

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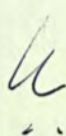


SECRET

drug dealing and insurgent movements, which sometimes derive a large part of their income from drugs (eg in Burma); (c) the growing problem of drug abuse in producer/transit countries. The question of a link between drugs and terrorism is touched on but, as the American paper notes, current evidence indicates that urban terrorist groups are much less involved in drug trafficking than insurgents (who often operate in drug growing areas). The Americans are, however, inclined to argue that violence perpetrated by drugs syndicates against officialdom is terrorism rather than "mere criminal activity".

Action

6. Both papers agree that while more Governments are now taking or threatening to take stricter action against the drug trade and some significant gains have been made, the lack of a co-ordinated multinational approach allows drug traders to circumvent efforts against them. Both call for a multinational approach.

  
PERCY CRADOCK

26 July 1985

SECRET





10 DOWNING STREET

*From the Private Secretary*

26 July 1985

**Confiscation of the Proceeds of Drug Trafficking**

The Prime Minister has seen the Home Secretary's letter to the Lord President dated 23 July. I understand this was discussed briefly at H on Thursday.

The Prime Minister generally welcomed the improvements which the Home Secretary had been able to make to his original proposals. She was particularly glad to see that the burden of proof would be firmly on the defendant if he wished to vary the restraint order on his assets. The Prime Minister, however, is not yet convinced the fines route is preferable to forfeiture. In particular, she has suggested that a policy based on forfeiture might be easier to operate, because it would mean that assets did not have to be individually valued to work out the sentence. She is also concerned that, unless the courts are required to impose a fine which is linked more closely to traffickers' illicit gains, the fines will not in practice be confiscatory.

The Prime Minister has also emphasised that a way must be found to introduce this legislation next session. The Prime Minister would be glad to have the Home Secretary's comments on these points.

I am copying this letter to Joan MacNaughton (Lord President's Office) and Simon Hickson (Cabinet Office).

(Mark Addison)

Hugh Taylor, Esq.,  
Home Office



*file Bermanq.*

MR. BOOTH

FORFEITURE VERSUS FINES

I had a word with Simon Hickson, H Secretariat, today.

We agreed that, in view of the fact that the Prime Minister remained unconvinced of the case for fines rather than forfeiture, and that other members of H seemed to be content with the Home Secretary's latest proposals, the matter should be resolved bilaterally between the Home Secretary and the Prime Minister.

I therefore propose to write to Hugh Taylor, setting out the Prime Minister's reaction to the Home Secretary's letter of 23 July to the Lord President. This will give them the opportunity to consider some of the Home Secretary's proposals further, particularly the link between the size of the proposed fine and the assets purchased with illicit trafficking gains. It would also give the Home Secretary the opportunity to make a more powerful case for the proposal he is putting forward. Finally, his response will be able to take on board the upshot of any discussions you will be having with officials at the Home Office.

I have seen your note of yesterday about the line you are running with the Home Office at present. At first sight, the compromise solution looks messy. Would it not be better to opt for one or the other - fines if necessary - whilst making sure the discussion of the courts to impose inadequate fines was properly restricted?

Mark Addison

26 July 1985



MEA — Do you require any further  
action on this?

CF. No to you.

to avoid debt incurred,  
before it is sent to VAT

NOV 21/7

PRIME MINISTER

25 July 1985

CONFISCATION OR FORFEITURE OF ASSETS - DRUGS

On 25 July H Committee recommended that L Committee seriously consider the prospect of putting forfeiture legislation into the next Session. H therefore accepted your request.

We are still convinced that forfeiture rather than unlimited fines are the right course, but that in exceptional circumstances, where a drug baron has laundered his money, a fine might be appropriate. This forfeiture legislation ought to give alternative powers to any court either to go down the easy forfeiture route where the assets are clearly available, or confiscatory fines where a court finds it difficult to prove ownership of the assets. We are pressing this compromise solution with the Home Office.



HARTLEY BOOTH





JAB

NORTHERN IRELAND OFFICE  
WHITEHALL  
LONDON SW1A 2AZ

SECRETARY OF STATE  
FOR  
NORTHERN IRELAND

The Rt Hon Leon Brittan QC MP  
Secretary of State for the Home  
Department  
Home Office  
50 Queen Anne's Gate  
LONDON  
SW1H 9AT

24 July 1985

NBPM

Dear Leon,

DRUG TRAFFICKING AND ABUSE

I have seen your minute of 10 July to the Prime Minister about the report of the Association of Chief Police Officers on organisational changes to counter drug trafficking and abuse.

The proposals do not affect Northern Ireland as far as they relate to rationalisation and strengthening of the central and regional drugs units, nor should they materially affect the existing arrangements whereby the RUC relate to the Central Drugs Intelligence Unit. However, I am sure you would wish to know how Northern Ireland fits into the national picture.

The RUC has had a Drug Squad for many years and it has recently been strengthened even though the drugs problem in Northern Ireland is not nearly so serious as that in the rest of the United Kingdom. The squad strength stands at 26 detective officers (led by a Detective Chief Inspector) supported by 9 uniformed officers on a rotating secondment basis. Thus the RUC is well placed to combat the drugs problem in Northern Ireland and to deter its escalation to the level experienced elsewhere.

/Nevertheless



Nevertheless we are by no means complacent and, when the RUC receives the report, it will be examined in detail to see if anything else needs to be done.

I am copying this letter to the Prime Minister, Willie Whitelaw, Geoffrey Howe, Nigel Lawson, Keith Joseph, George Younger, Nick Edwards, Norman Fowler, Peter Rees and to Sir Robert Armstrong.

Yours,

Douglas.





QUEEN ANNE'S GATE LONDON SW1H 9AT

23 July 1985

*2. Wain,*

#### CONFISCATION OF THE PROCEEDS OF DRUG TRAFFICKING

I am grateful to my colleagues for their helpful comments on the proposals for legislation set out in my letter of 10 June. I was glad to receive general endorsement of the need for early legislation on this subject and once formal policy demand has been given I shall be considering urgently how best we can honour the public undertakings that have been given concerning the timing of the legislation. My officials have been discussing a number of the detailed points arising in our correspondence with their opposite numbers in other Departments, and this process has enabled us to develop and improve the proposals in a way which meets in substance, I believe, all the points that have been raised.

#### Use of the power to fine

I have looked again at my proposal to build on existing powers to fine, rather than introducing a new forfeiture or confiscation order. This was of particular concern to the Prime Minister, the Attorney General, and the Lord Advocate.

I have considered the options very carefully, and I still think it right to build on existing powers because I believe that they will provide us with a more flexible and very much more effective means of depriving drug traffickers of their proceeds. Forfeiture powers operate to deprive an offender of specific property related in some way to the offence of which he has been convicted. If forfeiture applied only to the proceeds of trafficking as such, then an offender who had spent the proceeds or put them beyond the reach of the court would be immune. By relying on the power to fine, we will avoid this result. The amount of the fine will be based on the value of the proceeds; but to satisfy the fine any assets which the offender has, up to the value of the gains made from drug trafficking, will be liable to confiscation. Thus, if an offender has been careful to place his "drug" income overseas somewhere where we cannot reach it, and has retained in this country only assets which he can show to have legitimately acquired, the courts will still have power to deprive him of assets equivalent to his gains. Moreover, this will not be the ordinary power to fine enjoyed by the courts as one of a number of sentencing options: courts will be required to consider the amount of the gains made by the offender and to impose a confiscatory fine which has regard to them, in addition to whatever penalties would otherwise be thought appropriate. I would

/now



now like to tighten up my proposals on this point by providing that, where anyone is convicted of drug trafficking, the whole of his assets are to be taken to represent the proceeds of trafficking except in so far as he shows that they were legitimately acquired. I also accept that in the presentation of these proposals it will be important to emphasise these and other novel elements which mean that the total effect of the confiscation scheme will be very different from that of the ordinary power to fine.

Once any appeal had been settled, the offenders' assets would be subject to immediate confiscation and disposal to pay the fine in full. I have taken Quintin Hailsham's point about the lack of enforcement machinery in the Crown Court, and propose that it will normally be for the prosecuting authority to apply to the High Court for the appointment of a receiver to realise the assets, using, as the Attorney General suggested, procedures based on the criminal bankruptcy model. There would be no question of leaving payment to the initiative of the offender. Similarly, where assets were held in a country with which we had agreed reciprocal enforcement arrangements, immediate steps would be put in hand to realise those assets too. It would certainly not be the intention to leave the offender with a choice between paying up or going to prison in default. The only circumstances in which such a choice would apply would be where a trafficker had assets in a country with which we had not at the time negotiated reciprocal enforcement. Like the Prime Minister, I attach importance to securing agreements for this purpose; as the number of such agreements increase, so the scope for a trafficker to avoid full confiscation will diminish. It is difficult to see that any alternative forfeiture procedure would provide a more effective way of recovering assets held overseas.

#### Pre-trial restraint

Michael Havers raised the question whether the Crown Prosecution Service should be involved in the procedures for securing the pre-trial restraint of assets. I would certainly agree that they should; and my reference to "the prosecution" was simply a convenient shorthand for the police, Customs, or Crown Prosecution Service.

The Lord Advocate raised the question of the circumstances in which pre-trial restraint orders would be granted. As he supposes, the power to apply for such orders would come into operation as soon as criminal proceedings had started - by arrest without warrant, or the grant of a warrant of arrest - in connection with a drug trafficking offence. The judge would need to be satisfied that there was reasonable cause to believe that the defendant had made a profit from one or more drug trafficking offences, and if he was not so satisfied, it would certainly be open to him to call for further information or to refuse to grant the order. The initial order would be granted ex parte, but there would be a subsequent hearing at which the accused and any other persons affected by any order could seek to have it varied or rescinded. The Prime Minister has suggested that the burden should be placed upon the defendant to show good reason if he wished to have any part of his assets unfrozen before the conclusion of his trial. This is very much what I have in mind. It would be open to the judge, if granting a restraint order covering an offender's assets generally, to exempt whatever amount he thought fit to cover legitimate living and legal expenses and, in cases where a receiver is appointed to supervise the assets, he might be given delegated authority to release limited amounts for

/similar



similar purposes. but requests for any substantial variation would have to be referred back to the High Court, with the burden firmly on the defendant to show good cause.

I accept Michael Havers' view that receivers might be necessary in circumstances other than the example given in my letter. Certainly they might also be required to look after or dispose of perishable assets; they could also (where the order relates to the defendant's assets collectively) be given the job of identifying and taking control of assets not previously discovered.

As regards liability for damages for losses suffered as a result of restraint of assets, my view is that a receiver should be liable where he was shown to have been negligent in carrying out his duties. In those cases where there was no negligence, but the subject of an order was subsequently acquitted or had the charges against him dropped, the question is more difficult. In civil cases, a party seeking restraint of another's assets is generally required to give an undertaking to pay compensation if the case goes against him; and I understand that this has been the practice in those few cases where the police sought to restrain assets pending a criminal trial. It is therefore difficult to avoid the view that the applicants for a restraint order should be prepared to accept some responsibility, and I therefore suggest that the High Court judge, in considering applications for such orders, should be empowered to require undertakings for compensation at his discretion.

#### Tracing of assets

A number of my colleagues referred to the difficulties of tracing movement of the proceeds of drug trafficking, and of identifying the full range of an offender's assets. These are problems to which we have been devoting a great deal of thought. I have already referred to the potential role of the receiver in identifying assets not previously discovered. Consultations are under way with the police, Customs, Inland Revenue, the banks and others about what further measures may be desirable to enable the effective tracing of proceeds and assets. As Michael Havers points out, the special procedure provisions of the Police and Criminal Evidence Act 1984, when brought into operation, will provide greater access to bank records than exists under the Bankers Book Evidence Act 1879. Taking up his point, I intend to provide specifically in the Bill that the new offence of handling the proceeds of drug trafficking should be regarded as a serious arrestable offence for the purposes of the 1984 Act to ensure that the special procedure provisions will be applicable. I also consider it desirable to include in the Bill an additional provision, directed specifically against suspected drug traffickers, and modelled on the special procedure provisions of the Police and Criminal Evidence Act, but whereby the police or Customs would seek from a circuit judge an order or warrant giving access to information held by banks or others about assets, when there were reasonable grounds to believe that a person was involved in drug trafficking but insufficient evidence to link him or her with any specific offence.

/Inland Revenue



Inland Revenue also hold information likely to be helpful in tracing the proceeds of drug trafficking. I believe there are strong grounds for extending the provision under section 127 of the Finance Act 1972 by which Inland Revenue may share information with Customs "for the purpose of assisting them in the performance of their duties", to allow Inland Revenue to pass directly to the police or the DPP information relevant to the investigation of drug trafficking and the disposals of its proceeds. I hope that John Moore may be willing to agree to this proposal. I should also be grateful for his views on the suggestion that we should include a provision, based on section 187 of the current Insolvency Bill, to enable the High Court to require the Inland Revenue to disclose information for the purpose of assisting in tracing a trafficker's assets.

#### New offence

Several colleagues asked for clarification of the proposed new offence of handling or "laundering" the proceeds of drug trafficking. The offence would consist in possessing the proceeds of drug trafficking, or in undertaking (or being concerned in) the retention, removal, disposal or realisation of such proceeds, knowing or suspecting that they represented the proceeds of drug trafficking. Retention, removal, disposal and realisation are concepts recognised by the law of England and Wales in the context of handling stolen goods. I take the Lord Advocate's point that the problems of proving knowledge that specific assets represented the proceeds of drug trafficking are likely to be considerable, and I am therefore proposing to provide in the Bill that, where it is proved that the defendant had reason to suspect that the person from whom he acquired property was engaged in drug trafficking, he should be presumed to know or suspect that it represented the proceeds of drug trafficking unless he proved to the contrary.

The Lord Advocate pointed out that it would be necessary to justify giving courts in Scotland jurisdiction where the proceeds were held or derived in other countries, when they do not have equivalent jurisdiction in relation to other serious offences. I believe this step can be justified by the international ramifications of drug trafficking, and the fact that under section 20 of the Misuse of Drugs Act 1979 it is already an offence throughout the United Kingdom to assist in the commission of offences against the drug laws of other States. The more nations agree to deal with the proceeds of drug trafficking, wherever they are held and wherever that trafficking occurred, the more difficult it will be for the trafficking rings to find safe havens and avoid prosecution.

#### Scotland and Northern Ireland

I will of course keep George Younger and Douglas Hurd in close touch with the development of the proposals so that they may consider further the question of applying these or similar provisions to Scotland and Northern Ireland. Whatever the outcome of their deliberations on this, I very much hope that it will be possible to ensure that orders made by English and Welsh courts against offenders who hold assets in Scotland or Northern Ireland will be enforceable against those assets.

/Resources



Resources

I very much share the concern expressed by Quintin Hailsham and Peter Rees that the demands made on resources should not outstrip the likely revenue from the proposals. I would certainly regard such an outcome as unsustainable, and I think it important for the police, Customs and Crown Prosecution Service to direct their energies to those cases where the amount to be confiscated was likely to cover the expenditure involved. I have asked for further work to be done to establish how the self-financing character of this scheme can best be realised within the general framework of PES and vote accounting. Subject to satisfactory outcome of this work, I hope that it will now be possible to give policy approval to the proposed legislation.

Although I was grateful for Michael Havers' suggestion that we might proceed by way of some simpler amendment to the Misuse of Drugs Act, should it prove impossible to introduce the full package of proposals next session, I feel very strongly that public opinion will expect us to provide comprehensive and effective legislation and that we should make every effort to meet that expectation.

I am copying this letter to those who received the earlier correspondence, and to the Financial Secretary to the Treasury.

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w,  
L  
com



Drugs : Home Affairs PEZ





Papers passed to LPA & HSec  
offices. MEN 24/7

PRIME MINISTER

CONFISCATION OF THE PROCEEDS OF DRUG TRAFFICKING

H Committee on Thursday are considering the Report of the Mellor Working Group. You are up to date on the action on drugs the Government has already taken, and the proposals in the pipeline.

There is one particular point however, on forfeiture, which the Working Group has not been considering, but which will come up for discussion at H. Discussion will be based on the Home Secretary's recent minute to the Lord President, setting out his latest proposals, following comments received from you and others on ideas he circulated earlier.

The Home Secretary's letter is at flag A, your reactions to his earlier proposal at flag B. Your main concern then was that the Home Secretary's key suggestion, that legislating for unlimited fines would be better than arranging for straight forfeiture, was unconvincing.

Hartley Booth does not believe the Home Secretary's revised proposals meet the point. He thinks that basing the legislation on fines rather than on forfeiture loses the impact that the latter label has. The Home Secretary's reference to "confiscatory fines" does not have the same effect. More important, Hartley also believes that a policy based on forfeiture would be easier to operate, because it will mean that assets do not have to be individually valued to work out the sentence. Finally, he is concerned that the Home Secretary's proposal that the courts would be required to impose a fine which "has regard to" the illicit gains is not strong enough: he still believes, as I think you will, that the link here must be more tightly drawn.

On the other hand, Hartley accepts that the Home Secretary's revised proposals have gone some significant way towards meeting your concerns. In particular, the presumption that



assets should be assumed to represent the proceeds of trafficking, with the burden of proving otherwise resting with the defendant. Hartley also takes the point that fines may be more flexible in that assets which have been bought with effectively laundered money would be outside the scope of forfeiture legislation but caught by legislation based on fines. (I do not in fact believe this is necessarily so; if the asset has been bought with really clean money, or if the profits from trafficking had simply been spent, I doubt if there is much to choose between either route.)

*We must have it.*

So far as legislative vehicle is concerned, the Home Secretary's letter is non-committal. The penultimate paragraph carries a worrying suggestion, however, that legislation next session might not prove possible. You are, of course, on the record as saying the proposals will be brought in then.

Content that I should reflect to the Lord President, before H meets on Thursday, that:

- (i) you generally welcome the improvements which the Home Secretary has made to his original proposals; *Yes*
- (ii) you remain, however, unconvinced that the forfeiture route is the wrong one; and *Yes*
- (iii) somehow or other, a way must be found to introduce the legislation next session? *Yes*

*Duty Clerk*

*ms*

pp. MARK ADDISON  
23 July 1985



cc HB  
FF  
DM

710



Prime Minister. (2)

HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

18 July 1985

See information. You will  
remember you endorsed the  
ACPO report, and asked the  
Home Sec and Chief Sec to sort  
out the resource point. MEM 18/7

Don Mark,

ms

... I attach a copy of the statement the Home Secretary is issuing at a press conference this afternoon in response to the ACPO Working Party's report on drug related crime.

If pressed on the question of additional resources, the Home Secretary will indicate that police authorities' expenditure on recruiting additional police officers to replace those seconded to Regional Crime Squads will attract 50% police grant in the usual way; and to mark the importance the Government attaches to this initiative it is ready to disregard their share of this extra expenditure for grant penalty purposes. He has agreed this line with the Secretary of State for the Environment. If the question of the RSG settlement is raised, he will note that the Secretary of State for the Environment will be making an announcement of the provisional settlement next week which will take account of this initiative.

I am copying this letter to Joan MacNaughton (Lord President's Office), Len Appleyard (Foreign and Commonwealth Office), Rachel Lomax (HM Treasury), John Ballard (Department of the Environment), Rob Smith (Department of Education and Science), John Graham (Scottish Office), Colin Williams (Welsh Office), Steve Godber (Department of Health and Social Security), Richard Broadbent (Chief Secretary's Office, HM Treasury), Jim Daniell (Northern Ireland Office) and Richard Hatfield (Cabinet Office).

Yours sincerely  
Hugh Taylor

H H TAYLOR

Mark Addison, Esq



HOME SECRETARY'S STATEMENT IN RESPONSE TO THE ACPO WORKING PARTY  
REPORT ON DRUG-RELATED CRIME

Eighteen months ago, in a speech to the London Diplomatic Association, I set out, for the first time, a comprehensive Government strategy for tackling drug misuse. This strategy was designed to attack the drugs problem at every link in the chain from, action at one end to combat drug production in the source countries to, at the other, measures to help those who have become dependent on drugs.

We had by then come to realise that we faced - in common with many other countries - a major threat to the health and stability of our society. It was and remains a growing threat. And one sustained by the greedy and evil men who trade on the weakness of others for quick gain.

We are fully aware of the large task ahead of us in meeting this threat: and our strategy - co-ordinated by David Mellor's Ministerial Group - has developed a great deal since I made that speech. I have further extremely significant developments to announce today. But, before I do this, I should like briefly to remind you of the whole of which this forms a part.

Reducing the supply of drugs

First, we have taken a number of steps at the international level to reduce the supply of drugs. We have provided funds to help eliminate opium-poppy production in Pakistan; we posted abroad

/Customs and police



Customs and police liaison officers in order to improve our intelligence about drug smuggling to the UK: we have taken the lead in pressing for international action at the recent Bonn Economic Summit and putting forward positive proposals for a new United Nations Convention on drug trafficking.

#### Strengthening deterrence

Secondly, we have strengthened the deterrent effects of the law against drug traffickers by restricting parole; by supporting Keith Raffan's recent Bill to increase to life imprisonment the maximum penalty for trafficking in Class A drugs; and by preparing tough new provisions to deprive drug traffickers of their assets. These will be ready for introduction next Session.

#### Prevention, treatment and rehabilitation

Thirdly, we have made major advances in the field of prevention, treatment and rehabilitation. A few months ago we launched a substantial £2m education and information campaign. This has reached out to parents and professionals, through leaflets and advertisements, and to young people, through television and youth press advertising and posters. We are also reaching out to young people in schools. The Department of Education and Science is providing some £4m over 2 years so that every local education authority can appoint a member of staff to co-ordinate and stimulate activity within the education service. In the last 18 months my colleagues in the DHSS have insisted that health authorities review their services for drug misusers. £11½m is being made available to pump-prime local treatment

/and rehabilitation



and rehabilitation projects. Clinical guidelines on the treatment of drug misusers have been issued to every doctor in this country.

I come now to the prevention and detection of major drug trafficking in this country.

### Customs

The work of HM Customs in preventing and detecting the illicit importation of drugs is of crucial importance. The Government has substantially enhanced the capacity of Customs to deal with increasingly sophisticated and well-organised drug smugglers. Since 1979 the number of Customs specialist drugs investigators has increased from 121 to 212, and a further 50 are being appointed. 100 new Customs preventive posts are also being provided this year specifically to combat drug smuggling. The calls which are sometimes heard for countless more "uniformed officers" to man the Green and Red channels ignore the fact that random checks have only a limited impact and that it is impossible to search every passenger and item of freight without bringing international traffic to a complete standstill. The traditional detection skill of "uniformed officers" will continue to play an important role and should not be underrated. But the emphasis must lie in building up intelligence and in using resources in a selective and purposeful way. Customs' recent well-published successes clearly demonstrate how effective this policy has proved to be.

### Police

This brings me to the latest development in our strategy: the

/enhancement of the



enhancement of the police enforcement effort and its co-ordination with HM Customs.

The police devote considerable resources to drug-related investigations. Every force in England and Wales - and all but one in Scotland - now has a specialist drugs squad. The strength of those squads has also risen rapidly: by 10% in the twelve months to 1 January 1985. Regional Crime Squads are devoting between a third and half of their resources to drug-related work. This already represents a substantial commitment.

Last year with my full support the Association of Chief Police Officers set up a working party to consider whether they could improve the effectiveness of their operations against drug-related crime by examining their structure at all levels for combatting drugs offences. It is a measure of the importance which the police service attaches to this work that in their report, whose conclusions were made public last week, they have come forward with many constructive and far-reaching proposals. I repeat the warm welcome which I gave to their report and congratulate the Chairman, Mr Broome, and his colleagues on their work.

As a measure of the importance which I attach to effective police and Customs enforcement, I am acting immediately on the report's key recommendations.

First, Regional Crime Squads in England and Wales will be strengthened by the addition of dedicated drugs 'wings' and I am ready to consider any appropriate requests for the necessary

/adjustments in



adjustments in establishments. I have in mind an increase of more than 200 officers. As I mentioned earlier, these squads already devote a substantial proportion of their time to drug-related investigations, for example by targetting the organised criminal groups which have moved into this evil trade. The addition of dedicated drugs wings to RCSs will increase very substantially the capacity of the police to take out these major trafficking groups. The Commissioner has agreed to make a substantial increase in the strength of the Metropolitan Police Central Drug Squad.

Second, I have accepted the recommendation that there should be a new National Drugs Intelligence Unit, superseding the present Central Drugs Intelligence Unit. The new NDIU will be staffed by both the police and Customs services and have an enhanced intelligence-gathering and analytical capability sharing common data in place of the present divided system. In drugs, as with terrorism, the need for good intelligence is paramount. The new NDIU will give us the intelligence capacity needed to counter today's sophisticated drug trafficking groups.

Third - and this is a development of a proposal in the ACPO report - a new senior post of National Drugs Co-ordinator is being created in New Scotland Yard to head the new NDIU and co-ordinate drugs intelligence with the operations of Regional Crime Squads. This will enable a greater concerted and co-ordinated attack to be mounted on drug traffickers. The first holder of this new post is Mr Colin Hewett, at present Deputy Assistant Commissioner in charge of the Metropolitan Police Special Branch and Anti-Terrorist Squad.

/Fourth, I am



Fourth, I am establishing a top level Steering Group, on which both police and Customs will be represented, to keep the working of the new arrangements and the effectiveness of liaison between police and Customs under review and to give me periodic assessments of the nature and extent of the drugs threat.

The initiatives which I am announcing today represent, I believe, a most significant advance in police operations against drug offences. They build on the proven work of the RCSs and the already close and effective co-operation between police and HM Customs, to which I am happy to pay tribute. I repeat that we can in no way be complacent about the threat that faces our society. But I am confident that the police and Customs services will, as a result of these changes, be better placed than ever before to take forward the fight against the drug traffickers.





CCHB

Treasury Chambers, Parliament Street, SW1P 3AG

Rt Hon Leon Brittan QC MP  
Home Office  
50 Queen Anne's Gate  
London  
SW1H 9AT

MBPM

18 July 1985

Dear Home Secretary

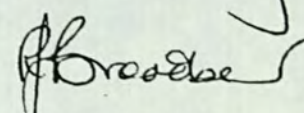
**DRUGS: POLICE RESOURCES**

Thank you for your letter of 16 July setting out your proposals for financing the resources required to implement the recommendations of the ACPO Report on Drug Related Crime.

I am glad to learn that the £½ million of additional expenditure expected in 1985-86 is the overall increase in expenditure by local authorities and that you will seek offsetting savings from your cash limit expenditure for the total amount. I also understand that Patrick Jenkin is now prepared to allow disregard on this expenditure if it proves essential. So am I.

We are still discussing the presentation of the 1986-87 settlement. But, so long as you agree that there is no question of re-opening the £500 million addition to provision, I accept that you should say that the additional needs for spending on controlling drug abuse have been taken into account in the overall settlement.

Copies of this letter go to the Prime Minister, Patrick Jenkin, Willie Whitelaw and Sir Robert Armstrong.

Yours sincerely  
  
for PETER REES

(Approved by the Chief Secretary)



Home Affairs: Drugs Pt 2,







10 DOWNING STREET

*From the Private Secretary*

18 July 1985

Dear Sir Angus

Many thanks for your letter of 12 July.

The Prime Minister is content with the draft programme you have provided, and she has asked that The Queen's Warehouse be included in her itinerary.

I look forward to receiving briefing from you in due course. I see no difficulties if you are able to get this to us shortly after your return to the office on 2 August.

Y sincerely  
Mark Addison

Mark Addison

Sir Angus Fraser, KCB, TD





B/C.

10 DOWNING STREET

PL check to see if  
HB is happy, in a  
day or two.  
just 18/7

Mark,

Please see BF

step under this  
pp as well.

SUE

18/7/85





C.A.B.

DEPARTMENT OF EDUCATION AND SCIENCE  
ELIZABETH HOUSE YORK ROAD LONDON SE1 7PH  
TELEPHONE 01-934 9000

FROM THE PARLIAMENTARY UNDER-SECRETARY OF STATE

Mark Addison Esq  
Private Secretary  
The Prime Minister's Office  
10 Downing Street  
London SW1

17 July 1985

Dear Mark

Thank you for your letter of 9 July about action in connection with the misuse of drugs.

Although the appointment of advisers is in the hands of local education authorities, we are making it clear that the support grants which we shall be providing assume that advisers will be in post by April 1986. We expect authorities to make their plans on that basis (unless advisers are already in post or alternative action is proposed). We shall emphasise this point when the formal request for bids issues and in any formal discussion which may subsequently take place. We shall monitor progress as applications are received. By October, the closing date for applications, we should be clear about the response of local education authorities: that will give us time to consider further action if it appears then that our expectations are not being realised.

*John*  
*S R A Colley*

S R A COLLEY  
Private Secretary



Home Affairs : Drugs Pt 2.





PRIME MINISTER

SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

Prime Minister ②  
The Scottish Office will be broadly following  
the Home Sec's line for England & Wales.

17 July 1985 MB 17/7

DRUGS MISUSE

In his minute of 10 July, the Home Secretary outlines his proposals for an early announcement of changes affecting the Police and Customs to combat drug misuse.

The ACPO recommendations, on which these proposals are based, do not for the most part extend to Scotland. The main exception is the proposal for an enhanced (and renamed) Central Drugs Intelligence Unit (CDIU) which already serves police forces north of the Border and which is partly financed by the Scottish Office and police authorities in Scotland. I believe that the envisaged changes and, in particular the creation of a data-base for major intelligence common to both police and Customs, will be welcomed by the police service in Scotland.

With the Scottish Crime Squad - which is the broad equivalent of the regional crime squads in England and Wales - operating on an all-Scotland basis, we do not have the problems of co-ordination which the ACPO recommendations are designed to meet. It will be important, however, for well-defined liaison arrangements to be established between the service in Scotland and the National Co-ordinator (whose remit in the operational sense will not of course extend to Scotland). This is an issue which I shall be inviting ACPO (Scotland) to address.

The Association in Scotland are also considering whether the Scottish Crime Squad might be strengthened to ensure that it can tackle both drug-related activity (which at present accounts for around 70 per cent of its case-load) and other serious crime.



I welcome the Home Secretary's proposal to establish a high level Steering Group. It will be desirable for Scottish interests to be represented on the Group.

I note the Home Secretary's comment that you have indicated that additional resources should be made available to allow his proposals to be implemented. The plan to enhance the CDIU will have financial implications for Scotland as will any proposal to enlarge the Scottish Crime Squad. So I would wish the usual formula to apply.

The Home Secretary's announcement will doubtless call for comment from me about the situation in Scotland. To any such requests I would take the line that separate consideration is being given to expanding the Scottish Crime Squad; that I welcome the proposed expansion of CDIU; that Scotland will be represented on the Steering Group and will benefit from the additional resources being made available.

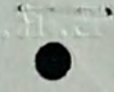
I am copying this minute to Willie Whitelaw, Geoffrey Howe, Nigel Lawson, Keith Joseph, Leon Brittan, Nick Edwards, Norman Fowler, Peter Rees and Douglas Hurd, and to Sir Robert Armstrong.

G.Y.

G.Y.



HOME AFFAIRS: Drugs: P 2







For the  
Drugs file

MA

# Home Office

## NEWS RELEASE

50 Queen Anne's Gate London SW1H 9AT  
Telephone 01-213 3030/4050/5050  
(Night line 01-213 3000)

July, 17 1985

### Controlled Drugs (Penalties) Bill: Royal Assent

The Controlled Drugs (Penalties) Bill yesterday received the Royal Assent. The Act increased the maximum penalty for the production, supply, and possession with intent to supply of Class A drugs (essentially the opioids - see Notes) under the Misuse of Drugs Act 1971 from 14 years to life imprisonment. The legislation was introduced as a Private Member's Bill by Keith Raffan MP, with Government support.

Welcoming the Act, Mr David Mellor MP, Parliamentary Under Secretary of State at the Home Office, said:

"Major drug traffickers pose as severe a threat to our community as do murderers. It is absolutely right, therefore, that the penalty for their activities should be equated with murder.

While the use of the maximum penalty will be confined to the worst cases, its availability is a strong deterrent to all trafficking. Just as importantly, it clears the way for the tariffs for those serious drug trafficking offences which are not thought to merit life imprisonment to be raised from the locals established under the present 14 year maximum, if the Court of Appeal wishes to promulgate new guidelines."

### Notes for Editors

1. The Government stated its intention to increase the maximum sentences for Class A drug trafficking from 14 years to life imprisonment last October. In the event, Mr Keith Raffan, who came thirteenth in the Private Member's



PRIME MINISTER

VISIT TO HEATHROW: 9 AUGUST

Sir Angus Fraser has now submitted a draft programme for your visit to see the work of HM Customs at Heathrow on the morning of Friday 9 August. Your visit will focus on the drugs side of their duties.

Hartley Booth has been to Heathrow, and thinks the programme should provide you with a good general picture of Customs work. There is a lot to see, and the timing will be rather tight. We shall aim to allow for some over-run. On the two options at the end, it seems important to see the Queen's Warehouse if at all possible. You can get an idea from this of the full range of goods that are seized by Customs.

Content with the draft programme, and to the inclusion of the Queen's Warehouse in the itinerary?

Yes

Mark Addison

MARK ADDISON

17 July 1985







Options

EITHER 1020 Finish

OR 1015 Car to Queen's Warehouse

1025 Queen's Warehouse

1035 Finish

See custody of seized  
drugs [preferably a  
restricted party: PM and  
one other]

\* Names below Surveyor (= SEO) level to be supplied nearer the time.





QUEEN ANNE'S GATE LONDON SW1H 9AT

16<sup>th</sup> July 1985

*Peter,*

*NBPM  
extra stage*

DRUGS: POLICE RESOURCES

I was grateful to you and to the Prime Minister for your agreement to my proposals for responding positively to the ACPO Report on Drugs Related Crime. The Prime Minister has asked us to consider together quickly the resources, and we need also to bring in Patrick Jenkin.

In your response to my minute of 10 July you focussed on 1986-87. I am sure that the local authorities, whose expenditure you rightly point out is at issue, will do the same. I am also sure you will appreciate how important it will be for me, if our response to the ACPO report is to carry conviction, to be able to say, when asked, that the need for extra resources to permit the strengthening of Regional Crime Squads will be taken fully into account in the forthcoming RSG settlement.

We need also to consider the current financial year. If we are to maintain the momentum which we are building up, we need to plan - and I shall need to be in a position to say publicly that we are planning - for a significant start this year in strengthening Regional Crime Squads. This means that I shall have to persuade (I cannot compel) police authorities to begin seconding more officers to the Squads; and, if their own local efforts to combat the drugs problems are not to suffer, they will have to be able to recruit extra officers to replace those seconded. I do not think that the additional expenditure this year will exceed £½ million (which I shall do my best to match with savings in my cash limited provision), but I believe we must facilitate this by deciding to disregard the extra expenditure for grant penalty purposes.

In order, as I say, to maintain the momentum I propose therefore at my press conference later this week to take the following line on resources:

- (a) the Government will be taking full account of the need for additional resources for strengthening RCSs in the forthcoming RSG settlement;
- (b) this year we will be assisting and encouraging police authorities seconding more officers to the RCSs by approving extra posts in the Regional Crime Squads; paying (of course) 50% police grant on any additional expenditure to replace the seconded officers; and (as a

The Rt Hon Peter Rees, QC, MP







Jo DS

MR. BOOTH

DRUGS

You will see from the attached note, and the Prime Minister's reaction to it, that she does not wish to intervene in the discussions between the Home Office and the DES on the latter's contribution to the drugs campaign.

Perhaps I could draw your attention to the point in the last paragraph of my covering minute, that we shall need to keep a close watch on the Mellor working group, and to take up with the Prime Minister any points which look as if they will be causing difficulties which she could help properly to resolve.

Meanwhile, if David Mellor raises the point with you again, you might reiterate that the best approach for him could well be to suggest that the Home Secretary take up any points of concern directly with Sir Keith.

Mark Addison

15 July 1985





64  
file JD

10 DOWNING STREET

*From the Private Secretary*

15 July, 1985.

The Prime Minister has seen the Home Secretary's minute of 10 July which enclosed a copy of the ACPO Report on Drugs Related Crime.

The Prime Minister warmly welcomes the Report, and is glad to know that it has now been endorsed by the Council. She agrees that the Home Secretary should announce his acceptance of the proposals this week, and that Mr. Hewett should be appointed as the new national coordinator. So far as resources are concerned, the Prime Minister has seen the letter of 11 July from the Chief Secretary's Private Secretary, and has asked that the Home Secretary and the Chief Secretary should consider together quickly how the necessary £5 million might be found without increasing overall Home Office provision, bearing in mind the need to ensure that these resources are devoted to additional police effort in the drugs area.

I am sending copies of this letter to Joan MacNaughton (Lord President's Office), Len Appleyard (Foreign and Commonwealth Office), Rachel Lomax (HM Treasury), Rob Smith (Department of Education and Science), John Graham (Scottish Office), Colin Williams (Welsh Office), Steve Godber (Department of Health and Social Security), Richard Broadbent (Chief Secretary's Office, HM Treasury), Jim Daniell (Northern Ireland Office), and Richard Hatfield (Cabinet Office).

(Mark Addison)

Hugh Taylor, Esq.,  
Home Office.

RB





CLATS  
Board Room  
HM Customs and Excise  
King's Beam House  
Mark Lane London EC3R 7HE

CONFIDENTIAL

Mark Addison  
10 Downing Street

12 July 1985

Dear Addison,

Thank you for your letter of 5 July. I enclose a draft programme. You will see that it offers two options at the end, and I should be grateful to know which of these would be more suitable.

I shall send you next week some draft briefing material, viz fact-sheets on

- a) Customs and Excise's main activities;
- b) our drugs enforcement capability; and
- c) Heathrow's role in that capability.

It would then be helpful if you could let me know whether the briefing seems right in quantity and coverage.

I shall be having my summer break from 22 July to 2 August, and would expect to finalise the briefing material on my return (by which time the names of all those to be met should be certain). If that is too late, however, we can of course get it to you earlier.

Yours sincerely  
A M Fraser

A M FRASER







Options

EITHER 1020 Finish

OR 1015 Car to Queen's Warehouse

1025 Queen's Warehouse

1035 Finish

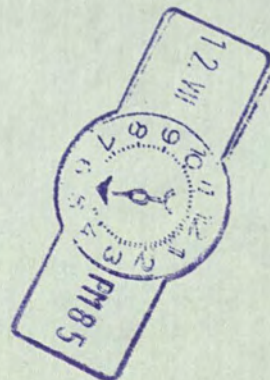
See custody of seized  
drugs [preferably a  
restricted party: PM and  
one other]

\* Names below Surveyor (= SEO) level to be supplied nearer the time.





Drugs - Home Affairs PC-2





CONFIDENTIAL

MR BOOTH  
MISS WALL  
DETECTIVES

VISIT TO CUSTOMS AT HEATHROW

I should be grateful for any quick comments you may wish to make on the attached programme, before I submit it to the Prime Minister for her approval.

Mark Addison

Mark Addison

12 July 1985



W. R.

①

PRIME MINISTER

M

DRUGS

You will recall that at the meeting with Cabinet Ministers on 31 May, the Home Secretary indicated that extra posts in the regional crime squads would be an effective way of improving the investigation of drugs related crimes, and that a joint steering group involving both Customs and the police should be set up.

The Home Secretary's minute at Flag A welcomes the report (Flag B) which the ACPO crime committee has drawn up, and which contains the proposals foreshadowed by the Home Secretary. You do not need to look at the report in detail but there is a useful summary on pages 71-77. The ACPO council today endorsed the report, and the Home Office have welcomed it, saying they will be responding to the recommendations shortly. The key ones are:-

- (i) A National Drugs Intelligence Unit (NDIU), with Customs participation, under the control of a national coordinator.
- (ii) The strengthening of the regional crime squads.
- (iii) A single data base for drugs intelligence.

The Home Secretary believes the report represents a major step forward because it indicates that the police and the Customs will be prepared to try and work more closely in the future.

The Home Secretary is proposing to announce next week his acceptance of the report as a package, and the appointment



of Mr. Colin Hewett, currently Head of the Special Branch and the Anti-Terrorist Squad, as the new national coordinator.

The main difficulty with all this is resources. The Home Secretary's minute talks of an additional £5 million being needed to fund the organisational changes proposed (i.e. the extra policemen). He points out that you indicated you would look favourably on such a proposal, given the difficulties of otherwise persuading the local authorities to devote extra resources to drugs work.

The Chief Secretary's letter at Flag C argues that the £5 million should be found within the police's share of the £500 million addition to local authority current expenditure which has been agreed. If this proves impossible, Treasury think the Home Secretary should find the money from offsetting savings within his programmes (Hartley Booth suggests that the probation budget might be one place to look for these).

In view of the relatively small sum involved, this seems the right way forward. Home Office however are clear that they will need in some way to demonstrate to the local authorities that the money is additional. At this stage, working out a way of achieving this is something which could be left to the Home Office and the Treasury.

Content that you should:-

- (i) Warmly welcome the ACPO report and its endorsement by the council. *Yes*
- (ii) Agree that the Home Secretary should announce his acceptance of the proposals next week, and that Mr. Hewett should head the NDIU. *Yes*
- (iii) Urge that the Home Office and the Treasury should *Yes*



consider together quickly how the £5 million might be found without increasing overall Home Office provision, and that Home Office should consider how to ensure these resources are devoted to additional police effort in the drugs area?

Mark Addison

Yes

(Mark Addison)

11 July 1985



PRIME MINISTER

11 July 1985

POLICE REPORT ON DRUGS

I attach:

1. The Home Secretary's minute of 10 July welcoming the proposals of the Association of Chief Police Officers Drugs Committee. (Flag A)
2. The Report with Conclusions. (Flag B)
3. Annexes at which you might glance, giving the national pattern of the growth of the problem. (Flag C)
4. A Policy Unit note of a visit to the Chairman of the Committee which produced this Report. (Flag D)

You have already seen the need for a common data base. We recommend that national co-ordination proposed is a sensible idea, providing that liaison with Customs is diplomatic. Officials assure us this will be the case.

We recommend that you welcome this Report and agree that the Home Office act vigorously. The £5 million cost of these proposals should be found from existing resources: for example the probation budget could be cut back to allow for this.



HARTLEY BOOTH

*Supervised*



CCAS



NBPM

Treasury Chambers, Parliament Street, SW1P 3AG

Rt Hon Leon Brittan QC MP  
Secretary of State  
Home Office  
50 Queen Anne's Gate  
London  
SW1H 9AT

11 July 1985

*Leon Brittan*

**CONFISCATION OF THE PROFIT OF DRUG TRAFFICKING**

I write to follow up your letter of 10 June and the comments of a number of our colleagues, particularly Quintin Hailsham and Michael Havers. *WILKINSON*

The objective of ensuring that drug dealers are deprived of the full profits of their trade and put out of business for good is one with which we all agree wholeheartedly. Nevertheless a number of practical difficulties remain to be resolved and I am concerned that the resource implications of the proposals should be properly considered. I must say that I do not yet share your confidence that the proposals will be "revenue producing overall", given the particularly severe difficulties of tracing assets and of enforcing their freezing and forfeiture, added to the prospect of complex and lengthy litigation in individual cases. I know that your officials have taken on board the interests of the Bank of England, and I trust that you will continue to keep the Bank and my officials fully in touch with discussions.

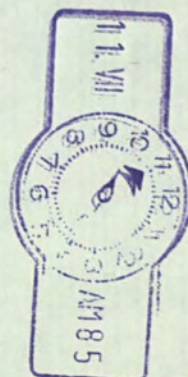
Given the continuing pressures on resources, it would be unfortunate if proposals of this sort were to require any net increase in expenditure. I would hope that any additional resources Quintin might seek would be offset by a commensurate increase in revenue or savings elsewhere. Particular attention should I suggest, be given to ensuring both that the system by which the assets are gathered in is efficient and that the full costs to the courts and other agencies involved of that system and of the associated court cases can be offset against the assets seized.



I am copying this letter to the Prime Minister, members of H and L Committees, the Attorney General, the Lord Advocate, the First Parliamentary Counsel and to Sir Robert Armstrong.

*Peter Rees*

PETER REES







A

PRIME MINISTER

In my minute to you of 31 May on possible initiatives for stepping up the fight against drug trafficking and abuse, which you considered at your meeting on 4 June, I referred to the report which we expected from the Association of Chief Police Officers (ACPO) on organisational changes which they would like to see, at a cost of some £5 million; additional resources which you indicated at the meeting should be made available.

....

I have just received the ACPO report, of which I attach a copy. It contains the proposals I foreshadowed for strengthening their regional and local intelligence and operational efforts, at the cost envisaged. As you will see from the summary of recommendations on pages 71-77, the report goes much further, however, in a most welcome way, in recommending a National Co-ordinator to pull together the intelligence and police operational functions. They envisage a National Drugs Intelligence Unit (NDIU) in New Scotland Yard to supersede the existing Central Drugs Intelligence Unit, with Customs participation and a single, shared data-base in place of the present dual data-base. This NDIU would be under the control of the National Co-ordinator, who would also be responsible for the Regional Crime Squads (RCS), each of which would be strengthened by the addition of a new drugs wing.

I very much welcome the ACPO approach which, together with our strategy document "Tackling Drug Misuse", provides an excellent basis for improving the Joint police/Customs efforts against drugs and other types of serious crime, which are becoming increasingly inter-linked. If the report is endorsed as expected by the ACPO Council tomorrow, I propose to have urgent discussions with the police and Customs to develop their proposals into the package of new and more effective arrangements which I consider are needed.



First, I am sure that we must have a police/Customs Joint NDIU sharing common information, and I know that Customs agree to that, subject to the necessary details being worked out.

Second, a new National Co-ordinator is needed, but I do not consider that the existing RCS Co-ordinator can simply extend his role to embrace the NDIU as the report proposes. I believe that we need a senior and authoritative policeman at Chief Constable level to take charge of this vital job of co-ordinating intelligence and police operations against drugs. The Commissioner and ACPO accept this. I have in mind Mr Colin Hewett, who is currently the Head of Special Branch and the Anti-Terrorist Squad, who has shown his ability to co-ordinate the Metropolitan Police and provincial forces in the combination of intelligence and operations which is needed now against drugs. I am sure that this appointment, which is strongly supported by the Commissioner, would of itself signal our determination to launch the sort of concerted campaign against drugs that we have shown against terrorism. Customs would also need to appoint a high-ranking official on their side.

Third, I am firmly of the view that we must have a Steering Group of senior officials from the Home Office and Customs with this National Co-ordinator, reporting to me, to provide us with an authoritative appreciation of the nature and extent of the drugs threat and with considered advice on the effectiveness and cost of alternative strategies for meeting it. This is welcomed by ACPO, the Commissioner and Customs.

Finally, there is obviously further work to be done on the details, but I would propose to announce next week the measures in this minute, including Mr Hewett's appointment, as a considered package, with an indication of the additional resources which we are making available. It should make a major impact, to be followed up by the work of the Steering Group and the new Co-ordinator.



3.

I am copying this minute to Willie Whitelaw, Geoffrey Howe, Nigel Lawson, Keith Joseph, George Younger, Nick Edwards, Norman Fowler, Peter Rees and Douglas Hurd, and to Sir Robert Armstrong. To them I am sending a copy of the summary of the recommendations of the report.

L. B.

10 July 1985





Treasury Chambers, Parliament Street, SW1P 3AG

Mark Addison Esq  
Private Secretary  
10 Downing Street  
London  
SW1

11 July 1985

*Dear Mark*

**DRUGS MISUSE**

The Chief Secretary has seen a copy of the Home Secretary's minute to the Prime Minister of 10 June seeking approval of his plans to announce a package of measures for combatting drugs misuse.

The Chief Secretary wholeheartedly welcomes the Home Secretary's proposals which he thinks should be a real help in demonstrating how seriously the government is taking the problem of drugs misuse. He is aware that the Customs are as fully seized as the police of the need for cooperation, and are working closely with them on the detailed mechanics of the new arrangements. (This would, incidentally, make it premature in the Chief Secretary's view to accept recommendation 26).

The Chief Secretary welcomes the Home Secretary's intention to devote further police manpower to the Regional Crime Squads specifically to deal with drugs offences. He accepts the Home Secretary's judgement that adequate coordination requires an additional senior post, although ACPO did not themselves recommend this.

However, the Chief Secretary did not entirely concur with the Home Secretary's reference to "additional resources". The Chief Secretary understands that it was agreed at the Prime Minister's meeting on 4 June that (as the Prime Minister said in summing up) heightened priority should be given to tackling this problem by all departments concerned, as far as possible within existing resources.



Most of the sum involved (which the Chief Secretary is advised could be around £6.4 million) is local authority relevant current expenditure. If this cannot be accommodated in the police's share of the £500 million addition which has been agreed, then the Chief Secretary thinks he would have to ask the Home Secretary to find offsetting savings from within his programmes. The Chief Secretary assumes that the Home Secretary's announcement of these measures next week will be on that basis.

I am copying this letter to Joan McNaughton (Lord President's Office), Len Appleyard, (Foreign Office), Rob Smith (Education), John Graham (Scottish Office), Colin Jones (Welsh Office), Graham Sandiford (Northern Ireland Office) and to Richard Hatfield (Cabinet Office).

*Yours sincerely*  
*Richard Broadbent*

**R J BROADBENT**  
**Private Secretary**



PRIME MINISTER

After you saw the video on drugs, you asked for a note on the amount of funding voluntary bodies were receiving from government.

The attached written answer shows that you were right to put this figure at £180 million per year. The Home Office and DES have about similar shares - £17 million and £14 million respectively.

David Mellor was, I think, suggesting that you might like to intervene in what may be a disagreement between Sir Keith Joseph and Bob Dunn as to what support DES should be giving to the work of voluntary bodies on drugs.

I do not think you will wish to take up Mr. Mellor's suggestion. But we shall need to keep a close eye on developments within the Mellor working group, and spark on them if it looks as if DES are dragging their feet.

Mark Addison

(MARK ADDISON)

10 July 1985



Thursday 4 April 1985

(Answered by the Prime Minister on Thursday 4 April 1985)

UNSTARRED Mr James Pawsey: To ask the Prime Minister, if she  
No. 226 will publish figures showing expenditure by Government  
Departments on grants to voluntary bodies during the  
financial year 1983/84; and if she will make a statement.

UNSTARRED Mr John Wilkinson; To ask the Prime Minister, if she  
No. 234 will publish figures showing expenditure by Government  
Departments on grants to voluntary bodies during the  
financial year 1983/84; and if she will make a statement.

THE PRIME MINISTER:

The figures are shown in the table attached.  
The total amount provided in 1983/84 represents  
a cash increase of 20.5% (in real terms 14.5%)  
on the level of grant-giving in the previous  
year. In the period between 1979/80 and  
1983/84 the level of Government grant-giving  
to voluntary bodies has risen by over 95%  
(or in real terms 35%).



	<u>£'000</u>	
Agriculture, Fisheries and Food	99,400	
Defence	2,643,990	
Education and Science	14,317,606	
Employment	27,720,000*	
Energy	91,000	
Environment Direct Grants	1,219,888	
Urban Programme	46,500,000 <sup>b</sup>	
FCO (including ODA)	11,519,597 <sup>+</sup>	
Health and Social Security	23,122,709	
Home Office	16,890,250	
Lord Chancellor's Department	604,160	
Northern Ireland Department	12,091,327	
Scottish Office - Direct Grants	6,823,494 <sup>+</sup>	
Urban Programme	6,750,000 <sup>+</sup>	
Trade and Industry	6,221,000	
Transport	509,000	
Welsh Office - Direct Grants	3,821,203	
Urban Programme	1,325,000	
	<u>182,269,624</u>	TOTAL

\* This figure does not include estimated payments made by the MSC for work under the following programmes:

Voluntary Projects Programme	4,300,000
YTS/YOP	81,000,000
Community Programme	200,000,000
	<u>285,300,000</u>

<sup>+</sup> ODA total (£10,771,960) to British voluntary organisations only.

<sup>b</sup> Includes contributions from Department of Education and Science, Department of Health and Social Security and Department of Transport

<sup>+</sup> Estimate only



## DRUGS

### POINTS TO MAKE

#### Provision and Rehabilitation, etc

- i) The Secretary of State for Social Services has made available £13 million for local initiatives for prevention, treatment and rehabilitation.
- ii) Major information and education campaign costing £2 million launched in May.

#### Customs and Police

- iii) More men dedicated by police to drug investigations. Over 3,000 arrests made last year, highest ever total.
- iv) Customs have provided 160 new posts for prevention of drug smuggling; 116% (121 to 262) increase in the number of specialist drug investigators. Last year Customs seized more than £100 million worth of drugs including 300 kilos of heroin.

#### Legislation

- v) Government has announced it will introduce legislation next session to seize and confiscate the assets of drug traffickers.
- vi) Maximum penalty for trafficking in hard drugs has been increased to life; drug traffickers sentenced to more than 5 years released on parole only in exceptional circumstances.



International Co-operation

vii) UK has proposals for a new United Nations Convention to deal with all aspects of drug trafficking including:

- measures to facilitate the tracing and forfeiture of proceeds of drug crimes;
- measures to make discovery, prosecution and extradition easier;
- improved co-operation between enforcement agencies;
- government has offered assistance (£1 million) to assist Pakistan with the eradication of opium poppy cultivation.

10 July 1985

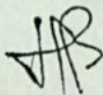


NOTE FOR PRIME MINISTER'S FILE

10 July 1985

MICHAEL ADAMS

- Developments Director of National Council of YMCAs.
- Currently training 600 qualified youth workers in field of drug abuse.
- Has raised £250,000 for the film shown today (part of their £1 million Training in Drug Abuse budget). Government have not funded the film yet.



HARTLEY BOOTH



*M. Addison*



Board Room  
HM Customs and Excise  
King's Beam House  
Mark Lane London EC3R 7HE  
Tel 01-626 1515

L D Hawken CB  
Deputy Chairman

*CP*  
*per p/ce.*

9 July 1985

Hartley Booth Esq  
No 10 Downing Street  
LONDON SW 1

*Dear Hawken*

COST OF CUSTOMS DRUGS EFFORT IN 1985-86

After the last meeting of the Ministerial Group on the Misuse of Drugs you asked for an estimate of the cost of the Customs drugs effort. In 1985-86 we estimate we shall spend some £44 million on all aspects of our drugs effort or nearly 12 1/2 per cent of the Department's total running costs. This does not include the part-year cost of the additional 50 staff whom we are in the process of selecting, training and eventually posting.

*Yours ever*

*L D Hawken*

L D HAWKEN

- cc: CPS
- Mr Godfrey
- Mr Russell
- Mr Weston
- Mr Shephard



CONFIDENTIAL

Prime Minister. ②  
For information only  
at this stage.

PRIME MINISTER

9 July 1985

MEA 12/7

DRUG SQUAD VISIT

Last Friday, I was able to inspect the drug squad operation in Bristol under the Chief Constable of Somerset and Avon, Mr Ron Broome, who chairs the Committee of the Association of Chief Police Officers on Drug Misuse. I attach his report which will be formally issued on Friday 12 July. The conclusion is flagged and highlighted. (You have now seen this)

Key policy points that were revealed are:

1. The desperate need to ensure co-ordination between 43 police forces in the country. For example, a police investigation on a drug ring in Bristol involved over 6,000 attendances by police officers. This resulted in the prosecution of a small ring of pushers in Bristol, and led to a trail ending up in Derby which was shown to be the source of supply for hard drugs from where the large drug dealer operated. Derby police were unable to mount the concerted action necessary to corner the culprit who is still trading from a Pakistani ghetto there.
2. It is crucial that we have the capacity to use Pakistani or Columbian look-alikes who can speak the relevant languages and can act as under-cover agents. The Bristol/Derby example above illustrates this.

CONFIDENTIAL



CONFIDENTIAL

- 2 -

3. Many petty ordinary crimes are now being linked with drug offences and petty criminals are being led by the dreams of easy money into racketeering.
  
4. There is lack of any uniformity in sentencing. A sentence in Bristol Crown Court of only 2 years would have warranted at least 6 years in London courts.

The drug abuse problem is deepening in the West Country and parents in Somerset and Devon demonstrated their fears to me. No Action is recommended. Our research continues!



HARTLEY BOOTH

CONFIDENTIAL





SM.  
ce AB

10 DOWNING STREET

9 July 1985

*From the Private Secretary*

Thank you for your letter of 4 July.

The Prime Minister was grateful to be updated on the work of your Department in approaching the problem of drug misuse, and she was particularly impressed by the booklet you published recently in conjunction with the Welsh Office.

She has, however, asked that everything possible be done to take forward your initiative on local co-ordination by advisory staff as quickly as possible. She hopes you will be able to ensure that advisers are in post by April 1986 at the latest.

I am copying this letter to Steven Davidson (Home Office), Jane McKessack (Department of Health & Social Security) and Simon Morris (Welsh Office).

(Mark Addison)

Stan Colley, Esq.,  
Department of Education and Science

JS



ME A 8/7.  
Ings Home Affs. Ac

CONFIDENTIAL



10 DOWNING STREET

JE Mrs  
c Dets.  
Press office  
H Booth

From the Private Secretary

5 July 1985

Dear Mr Fraser

I had a word with your office this morning, and we agreed it would be helpful if I wrote to confirm that the Prime Minister is planning to visit HM Customs at Heathrow on Friday 9 August. She aims to arrive at 0900 and the visit would last about one and a half hours. The Prime Minister very much hopes this date and these times will be convenient for you.

It would be helpful if you could provide us with a draft programme for the visit, indicating who the Prime Minister would meet, and the areas of work she might expect to see. So far as publicity is concerned, we should need to keep the Prime Minister's intention to visit Heathrow to as small a number of people as possible until immediately before the event. I understand that it would be wise to limit press coverage to a single session, and our press people are I think already in touch with yours to discuss these arrangements. Our detectives also will need to be in touch with you to consider security for the visit.

I look forward to hearing from you in the near future.

Y Sincerely  
Mark Addison

Mark Addison

SJ?

A N Fraser, Esq., CB, TD.

(Chamber of Customs & Excise)  
6261515 x5002.  
VC



File

MR BOOTH

You will see from the attached letters that, now the Prime Minister has confirmed she would be content to visit Heathrow and New Scotland Yard on 9 August, I am taking forward the necessary arrangements through the Home Office and HM Customs.

To ensure we keep lines clear, I think it would be helpful if, as far as possible, the point of contact with Customs and Scotland Yard for the purposes of these visits were this office.

MEA

Mark Addison

SA/85



File  
CONFIDENTIAL

MJASZ



cc Detectives  
Press Office  
Harley Booth

10 DOWNING STREET

From the Private Secretary

5 July 1985

Dev High

Many thanks for your letter of 17 June. The Prime Minister has confirmed that she would like to set up a visit to see New Scotland Yard's work in the drugs field. We are hoping to arrange this for the afternoon of Friday 9 August, with the visit starting at about 1430 and lasting an hour and an half. We are also, incidentally, hoping to arrange for the Prime Minister to visit HM Customs at Heathrow to see their work on drugs, in the morning.

BF //

I should be grateful if you would confirm that this date and time would be convenient from New Scotland Yard's point of view. We should also, in due course, be grateful for a draft programme for the visit. At that stage, we can take the Prime Minister's mind on the question of Home Office representatives. We shall aim, as always, to keep the Prime Minister's programme to as small a number of people as possible until immediately before the event.

Perhaps you would let me know if we should continue to deal through you in taking forward the detailed arrangements for the visit, or whether it would be better for us to liaise directly with New Scotland Yard. Either way, our Press Office and Detectives will need to be in touch shortly.

I am copying this letter to Rachel Lomax (HM Treasury).

Zer  
Mark Addison

Mark Addison

Hugh Taylor Esq

CONFIDENTIAL

SKW



CONFIDENTIAL

Prime Minister,  
Agree that I should indicate to  
DES you welcome the work they  
are doing, but urge them to speed  
up their initiative or local  
co-ordination?  
5 July 1985 MKA 577

PRIME MINISTER

DRUGS - DES INITIATIVES

Yes no

This week DES launched their booklet for teachers on Drug Abuse, which we helped to prepare. The booklet, and DES initiatives, are most welcome. - Very good booklet

However, local co-ordination by advisory staff remains a weak link in this campaign. You will recall that at the discussion on 4 June, you were surprised that the DES initiative to commence local co-ordination of work was to start as late as 1986. Our enquiries suggest that this means Autumn 1986. These advisers could be in place this Autumn, or by next Spring at the latest. DES are not authorised to spend Education Support Grant funds on this item until 1986-7, but there is nothing stopping them urging local education authorities to appoint and carry these staff until then, or at the least, seeing to it that they are all in post by April 1986.

We recommend that you:

1. acknowledge the work done by DES;
2. urge that steps be taken to ensure advisers are in post by April 1986 at the latest.

*PP* HARTLEY BOOTH

CONFIDENTIAL



B. B.

62/7

~~T. NO. 2~~

~~2/48~~

5/7/85

HARTLEY BOOTH

We spoke about the attached letter from DES, which enclosed their booklet on drug misuse.

I should be grateful for any advice you may wish to offer on the booklet in particular, and the DES strategy in general.

Mark Addison

MARK ADDISON

4 July 1985





10 DOWNING STREET

TIA ✓  
CF  
FL p.c.  
MWA 8/7

Reply covered  
in minute 5.7.85

HB.





DEPARTMENT OF EDUCATION AND SCIENCE  
ELIZABETH HOUSE YORK ROAD LONDON SE1 7PH  
TELEPHONE 01-934 9000

FROM THE PARLIAMENTARY UNDER-SECRETARY OF STATE

Mark Addison Esq  
Private Secretary  
The Prime Minister's Office  
10 Downing Street  
London SW1

4 July 1985

*Dear Mark,*

At Hartley Booth's suggestion I am enclosing with this letter a copy of the booklet "Drug Misuse and the Young" with some explanation as to its place in the context of the Department's overall approach to the problem of drug misuse and the role that the education service can play in combatting it. The booklet was launched by Mr Dunn and Mr Wyn Roberts at a press conference on 2 July and Mr Dunn has given it further publicity, as part of the Government's overall strategy, in a number of radio interviews, principally with Terry Wogan and Jimmy Young. As a result we are expecting fairly extensive press coverage. The booklet, which aims to provide advice and information for teachers, youth workers and others in the education service in contact with young people, is being very widely distributed, both through local education authorities and through other bodies. It is being put out on a scale which will make it available in all schools and colleges; and should make a useful contribution in focusing the attention of education service staff on this problem.

As you will know, all the departments represented on the Ministerial group on the misuse of drugs are promoting a wide range of initiatives which, taken together, represent a coherent and comprehensive response to the problem.

In the case of DES and WOED, in addition to the preparation of the booklet a number of development projects are already being undertaken with departmental funding: these include work to improve our knowledge of the activities of local education authorities with regard to drug misuse and on evaluation of materials prepared locally. A larger project, which is being



funded through the Health Education Council will make possible the preparation and field testing of a wide range of materials for use by teachers in the classroom, for those planning educational provision and for the support of suitable teacher training courses. One of the principle aims of the project, which is a joint venture involving several expert agencies, is to ensure that materials made available have a wide range of support.

Another area of importance is the in-service training of the teachers: here the main responsibility must be for local education authorities to promote the appropriate development of their staff but the Department has identified training relevant to the misuse of drugs as a high priority within its programme of regional courses in particular. The first of these courses are planned to take place later this year and we expect that a larger number will follow in 1986/87.

However, the most significant initiative that is being undertaken by DES and WOED is the decision, which was announced recently, to fund work undertaken by local education authorities through the Education Support Grant programme at a cost of £2m in 1986/87 with, on present plans, a similar sum to follow in the next financial year. The main emphasis in the offer of funding has been on the appointment of advisory staff to coordinate and stimulate appropriate local activities including in-service training and counselling work in schools and colleges, in close collaboration with other relevant agencies. We have indicated that we will adopt a flexible approach to good proposals put forward by local authorities where these differ from that particular model in the light of what is already happening locally and what is needed. This initiative will be a substantial new response by the departments and by the education service to the problem of drug misuse.

I should emphasise that in all the various areas of action we are stressing the importance cooperation between the education service and other agencies, nationally and locally, particularly those in the Health and Social Service fields just as action by Government departments needs to form part of a comprehensive strategy involving all relevant agencies, so at the local level a proper response cannot consist of agencies or services acting in isolation.

I am copying this letter to Steven Davidson (Home Office), Jane McKessack (DHSS) and Simon Morris (Welsh Office).

*Yours*  
*Stan Colley*

S R A COLLEY  
Private Secretary





DEPARTMENT OF  
EDUCATION AND SCIENCE

Elizabeth House York Road London SE1 7PH  
Telephone 01-934 9880 (24hrs) Telex 23171

NEWS 154/85

2 JULY 1985

DRUGS

SPECIAL BOOKLET FOR TEACHERS LAUNCHED BY BOB DUNN

Education Minister, Bob Dunn, together with Welsh Office Minister, Wyn Roberts, today launched a booklet\* specially produced for teachers and youth workers to help them understand more about drug misuse by young people. Mr Dunn said:

"Our aim is not to create a climate of crisis or alarm, but to provide teachers and others with a useful source of general advice and information in an often confusing and complex area."

He emphasised that for many teachers their main role would be in the field of preventive education, but in some cases they would have to cope with the immediate problem of a young person already taking drugs.

"When a situation of this kind arises, teachers cannot be expected to cope in isolation. It is essential that they know about the local network of advice and support, and work together with these other agencies.

"Working together effectively is a constant theme in the booklet", he pointed out. "Indeed, there is an illustration of how one education authority has developed a procedure so that reaction by schools is consistent. And that, of course, is the way to get the most benefit from co-ordinated resources."

Mr Dunn drew attention to the new funding for local action through the Education Support Grant.

"We have just made available £2m for education authorities to appoint co-ordinators to stimulate local activities against drug misuse. Details are being sent to LEAs now. I would hope to see these co-ordinators in place as soon as possible next year. There will be a further £2m available for the following year, '87-'88."

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\* Drug Misuse and the Young: A Guide for Teachers and Youth Workers. Department of Education and Science and Welsh Office. Free from DES Publications Despatch Centre, Honeypot Lane, Stanmore, Middlesex HA7 1AY.



The booklet covers within its eight information sections:

- . factual background to the problem of drug misuse
- . what schools and youth workers can do to help
- . the warning signs to which they should be alert
- . what to do - especially in emergencies
- . the main legislation
- . an example of how to co-ordinate action
- . key facts about illegal drugs - types and effects, and
- . a basic list of useful addresses

It warns that although education about illegal drugs at primary level is rare, many children in the 8-12 group are well aware of the issues and ask questions about them.

"Heads and teachers of this age group need to be well informed about drugs and solvents and their misuse so that children's questions can be answered both sensitively and accurately."

It makes clear that in secondary schools "Teaching about illegal drugs should not take place in isolation or as a one-off response to a crisis but should occur in the broad context of health or social education courses."

Development work is in hand on how teacher training should deal with drug misuse in a health education context. The booklet says, "However, it would be unrealistic to expect that, in the short term, there can be fully trained experts in all schools."

It suggests that "Selected members of staff might be nominated as 'consultants' within the school, sharing their knowledge with colleagues and seeking the help of other agencies when appropriate."

It also emphasises the importance of links with outside agencies, such as health visitors, school nurses, health education officers, and, of course, parents.



"Teachers have considerable influence on pupils in their charge by their own personal example, but", it says, "parental influence and support remain of paramount importance."

The booklet pays tribute to youth workers. "By providing alternatives to drug misuse and support for those at risk the youth service generally provides valuable help for many young people. Though", it adds, "provision of specialist agencies and workers is unevenly spread."

The booklet lists some of the warning signs that could indicate misuse of drugs, but stresses that many can occur in adolescence quite normally: it says that "If they are present to a significant extent then there may be good reason for increased vigilance."

"Teachers and youth workers need to be vigilant at all times - even more so when they are in charge of activities that take place away from school, college or youth club premises."

It emphasises that particularly close attention needs to be kept on groups. "Research has shown that first experiments with drugs by young people are almost invariably made with a substance obtained from a friend."

In addition to describing how to deal with emergencies, the booklet also gives advice on first aid measures.

It outlines the law relating to drug misuse, and what actions could be regarded as committing an offence under the Misuse of Drugs Act 1971, such as:

- . "Knowingly allowing anyone on your 'premises' to produce or to supply (or give away or sell) illegal drugs to another person, or
- . even if they only offer to supply the drug", and
- . "Knowingly permitting the smoking of cannabis or opium on the premises for which you are responsible."

It explains when to contact the police; how to liaise with them, and with parents.



The booklet will be given a wide distribution to all the local education authorities in England and Wales for issue to schools, primary and secondary; to youth workers; further educational establishments and to many other education organisations. It is also being offered to independent schools.

#### NOTES FOR EDITORS

1. Sir Keith Joseph announced earlier this year other initiatives as part of the Government's campaign against drug misuse. DES PN 42/85: 27 March 1985. They included:

- . a project by the Health Education Council, with others, to prepare and test curriculum materials for teachers and teacher trainers;
- . a project by the National Foundation for Educational Research to analyse how local education authorities are trying to combat drug misuse; and
- . a project to analyse the effects of curriculum materials prepared by one authority and used locally.

2. Details of the Education Support Grant, under which one of the funded projects will be the appointment by LEAs of local co-ordinators, are given in DES PN 22 June 1985. For specific project details see DES PN 116/85: 22 June 1985.

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Education Minister, Bob Dunn, and Terry Wogan have made a radio tape about the booklet. It will be distributed by the Central Office of Information to all the local radio stations, Independent and BBC, in England and Wales. Copies are available by order from COI through DES Press Office.

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NOT FOR PUBLICATION BEFORE  
NOON, TUESDAY, JULY 2, 1985

July 1, 1985

DRUG MISUSE: SPECIAL BOOKLET FOR TEACHERS

The Parliamentary Under-Secretary of State for Wales, Mr Wyn Roberts, MP, today launched, with Education Minister, Mr Bob Dunn, a booklet for teachers and youth workers to help them to tackle drug misuse by young people.

Mr Roberts said: "This booklet is the latest contribution to the Government's strategy to tackle the menace of drug misuse. It fills an important gap and should enable teachers and youth workers in Wales to recognise and tackle the problem more effectively.

"It follows the other concerted action we have taken in Wales, including our £200,000 bilingual health education campaign aimed at parents and young people; special funds of some £220,000 in this and subsequent years to develop local efforts to prevent misuse and to treat and rehabilitate misusers; and education support grant to enable each education authority to appoint a co-ordinator to stimulate local activities against the problem.



"As a member of the inter-departmental Ministerial Group on the Misuse of Drugs I shall continue to be closely involved in the monitoring and development of the Government's strategy. In particular, I will be making sure that we take whatever steps are necessary to meet the special needs of Wales."

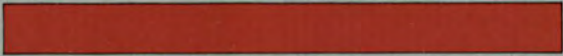
NOTE:

A Welsh language version of the booklet will be available shortly.

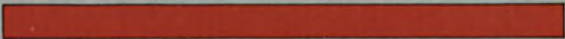
The Welsh Office will also benefit from a project by the Health Education Council to test curriculum materials for teachers and teacher trainers; a project by the National Foundation for Educational Research to analyse how local education authorities are trying to combat drug misuse; and a project to analyse the effects of curriculum materials prepared by an authority in England and used locally.

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**DRUG  
MISUSE  
AND THE  
YOUNG**



**A guide for  
teachers and youth workers**

**Department of Education and Science  
and Welsh Office**



#### ACKNOWLEDGEMENTS

In preparing this booklet the Departments drew extensively on published material. Particular acknowledgement is made to the Institute for the Study of Drug Dependence and to Liverpool and Wirral LEAs for permitting the Departments to draw freely on their material.

Responsibility for the wording of this booklet rests with the Department of Education and Science and the Welsh Office.

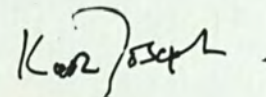
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## FOREWORD

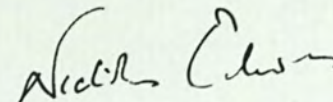
The misuse of drugs of all kinds is a serious problem today. All young people are at risk.

This booklet provides some basic information about the drugs problem and about how the world of education can help to tackle it. The Department of Education and Science and the Welsh Office are making this booklet available to teachers, youth workers and others in the education service.

Teachers and youth workers can apply their skills and experience to help to tackle the misuse of drugs and thus help young people at risk. We commend this booklet to them as a valuable aid.



Keith Joseph  
Secretary of State for Education and Science



Nicholas Edwards  
Secretary of State for Wales

July 1985



# DRUG MISUSE & THE YOUNG

Drug misuse in the UK is growing. The young are increasingly in danger. More and more young people are using drugs, particularly heroin.

Preventing drug misuse by the young is of broad social concern. This is a task for many individuals and organisations in local communities: parents, the churches, the health and social services, and the police. The education service has a key role to play.

To assist in preventing and responding to drug misuse, this booklet, having looked at the background and scale of misuse today:

- outlines what schools and the youth service are doing and can do to prevent drug misuse (page 7)
- describes how drug misuse may be recognised, suggests appropriate responses, and gives advice on dealing with emergencies (page 12)
- gives an outline introduction to the law relating to drug misuse (page 16)
- quotes, as an illustration, one education authority's advice in this area (page 18)
- gives a broad, factual account of some drugs and their effects (page 21)
- lists organisations providing educational resources and further information or assistance. (page 26)

The Government has a wide-ranging strategy for dealing with the problem of drug misuse\* in which a number of Government Departments are involved. The publication of *Drug Misuse and the Young* is part of that strategy. The Department of Education and Science and the Welsh Office will also be funding the production by the Health Education Council and other bodies of a range of materials for teachers and others in the education service. In addition, they will be making funds available to enable LEAs to appoint staff to promote local activities aimed at combating drug misuse.

\*Summarised in *Tackling Drug Misuse*, published by the Home Office in March 1985, see *Addresses*.

# BACKGROUND TO THE PROBLEM

## A Worldwide Concern

Illicit drug production is growing rapidly, and the misuse of heroin, cocaine and other drugs has become a serious problem in many countries.

Action is being taken worldwide to curb illicit drug production, trafficking and the spread of drug misuse. International treaties have been agreed, and national laws enacted, to provide a suitable legal framework. There is close international cooperation between enforcement agencies.

In countries where crops are grown for illicit drug manufacture enforcement measures include destruction of these crops. These enforcement measures are complemented by rural development programmes to encourage other ways of making a living and the planting of other crops.

The illicit drug trade is nevertheless so profitable that illicit drug producers and traffickers are not easily deterred.

## A Worsening Problem

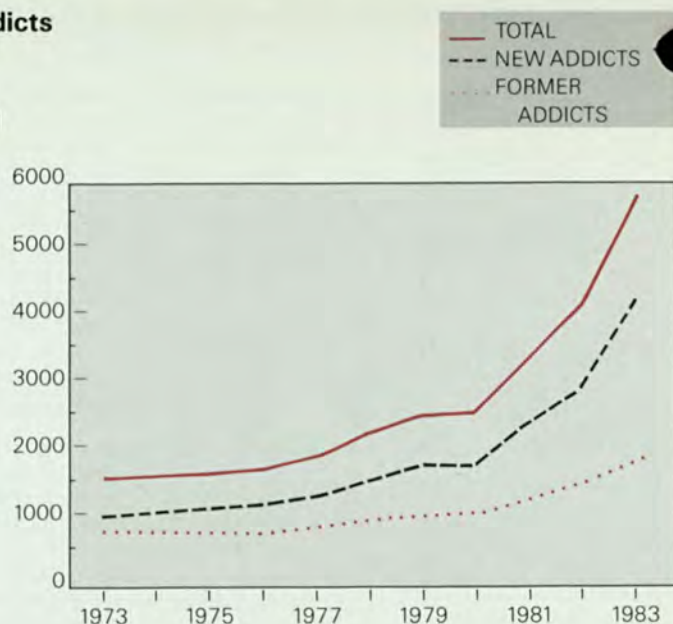
The extent of illicit drug misuse in the UK is uncertain although there is little doubt that it has increased substantially in recent years.

Some indication of the increase of the problem, but not its total scale, is given by the numbers of addicts notified to the Home Office. **Figure 1** shows the dramatic increase in recent years in the numbers notified. A comparable total for 1984 is not yet available but the number of *newly* notified addicts alone was about 5,400, an increase of some 28% on the 1983 figure of about 4,200. Over the same period there has been a marked increase in the quantity of illicit drugs seized (**Figure 2**).

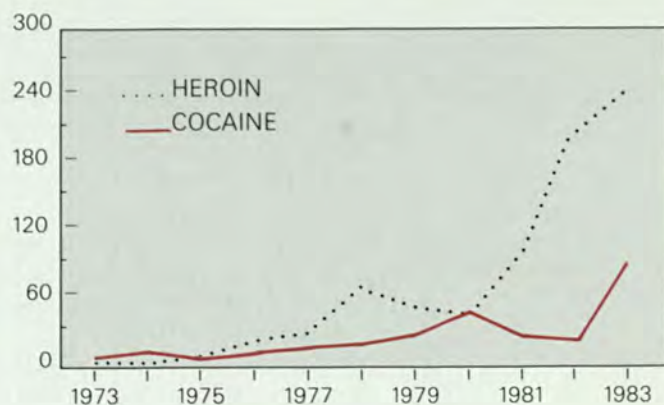
However, notified addicts represent only a small proportion of the total number of drug misusers. Because the activity is illegal and attracts widespread social disapproval, the overwhelming majority of those using heroin, cocaine, and other drugs are, naturally, often secretive about their habit. Many of them do not seek help. Therefore, the actual numbers involved are many times higher than the official figures suggest.



**Figure 1: Drug addicts notified to the Home Office (United Kingdom)**



**Figure 2: Quantity seized (in kilograms)**



Source: *Tackling Drug Misuse, a summary of the government's strategy—Home Office, March 1985*

Official figures indicate the growth of the drug problem. The actual numbers involved in drug misuse are many times higher.

### Misuse and the Young

The rise in drug misuse among the young in the UK, now of such concern, began on a more limited scale in the late 1960s. Since then drug fashions have changed and as one drug has declined in popularity others have taken its place. The misuse of drugs, particularly heroin, has increased substantially in the last four or five years. This follows a period of relative stability in the mid 1970s, which itself followed an upsurge in the mid and late 1960s and early 1970s. More young people are becoming involved and putting themselves at risk of serious physical, psychological and social harm. In 1984 about a fifth of new notified addicts were under 21.

Increasing misuse of heroin is cause for particular concern. Its price has decreased in real terms and the fact that its purity is high suggests that supplies are plentiful. A switch from injecting to smoking and sniffing may have contributed to growing misuse. Young people who might have been deterred by the very idea of injecting heroin may be more willing to smoke it, believing, quite wrongly, that this is less likely to lead to dependence. Some may not have even realised that the drug they were smoking was heroin. Moreover there are signs that some young people may progress from smoking heroin to the even more dangerous practice of injecting.

Cocaine has until recently often been seen as a non-damaging 'smart' drug and its use confined to relatively affluent groups in the population. However there are now indications that it is becoming more widely available. It is also clear that the use of cocaine can give rise to serious problems, including psychological dependence and, on ceasing use, severe depression

### Personal and Social Cost of Misuse

Damage to the physical and psychological health of those who misuse drugs can be serious and lasting. (Details of the effects of particular drugs are given later in this leaflet.)

But there are other personal effects too. Partly because drug misusers are involved in an illegal activity they will become increasingly cut off from ordinary life. Often they will lose friends and move in a small circle of drug-oriented acquaintances, finding it almost impossible to get or to hold down a job. It may be difficult for them to find a place to live. And often they will turn to, or be encouraged into, crime to finance their habit.



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The consequent break up of families and relationships will affect and cause stress to many people other than the misusers, and these people will need help and support.

Heavy and persistent misusers of drugs are unlikely to contribute anything to the wider community—indeed they are likely to take up activities detrimental to the community.

#### All are at Risk

There is no single cause of drug misuse. It is not even possible to say with any certainty what are the main factors. Many explanations have been offered: personality defects, inadequate home background, peer group pressure, poor relationships, lack of self-esteem, a youthful tendency to experiment and rebel, boredom, unemployment, social disadvantages, the ready legal availability of drugs such as tranquillisers and the growing availability of illicit drugs.

It is unwise to make any assumptions about who might or might not be susceptible to drug misuse and it is particularly important not to omit under-16s from attention. Teachers and others involved with young people's development need to realise that **all young people, regardless of age and sex, and irrespective of their family background, are now at risk.**

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# WHAT SCHOOLS & YOUTH WORKERS CAN DO

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Teachers and youth workers can play a particular role in preventing drug misuse by making sure, through suitable health education, that all young people know about the dangers of misusing drugs and other substances. They can also help to create a climate of support, confidence and fulfilment in which drug misuse is unlikely to flourish or even to exist.

#### Primary Schools

Many primary schools teach that pills and medicines should never be taken by children without their parents' knowledge, and then only in the dose prescribed by their doctor. Much of this simple information is given in the broad context of education about healthy living, linked with work on the human body and safety in the home and the environment generally.

Education about illegal drugs at primary level is rare. Nevertheless, many children in the 8 to 12 age band are well aware of the drug issues and ask questions about them. Heads and teachers of this age group need to be well informed about drugs and solvents and their misuse so that children's questions can be answered both sensitively and accurately.

Teachers of children of this age group also need to be informed about the signs and symptoms of misuse of drugs and solvents.\*

\*DES Safety in Education Bulletin No. 3 distributed to schools and colleges in 1984 included advice on solvent misuse.



## Secondary Schools

Consultation with parents may lead to the introduction into the secondary school curriculum of work aimed specifically at preventing drug misuse. But this work needs to be carefully handled to avoid the danger of encouraging experimentation. Teaching about illegal drugs should not take place in isolation or as a one-off response to a crisis but should occur in the broad context of health or social education courses.\* This may be as part of a specific course of health or personal and social education or as part of subjects such as biology, religious education or physical education. Provision may usefully include teaching and discussion about widely used drugs such as nicotine, alcohol and caffeine, life-saving drugs such as antibiotics, everyday medicines such as aspirin and the misuse of medicines as well as the illegal use of such drugs as cannabis and heroin.

A variety of teaching approaches need to be employed in teaching about drugs (and other health related topics). This is because individuals vary and the same message can affect each individual differently. A number of models are available. For example a teacher may give an initial exposition supported by a video or literature, followed by a question and answer session linked to written work and perhaps based on a worksheet. Useful contributions may also be made by outside speakers, eg from the health service or police. Small-group discussion sessions or role-playing may also prove valuable in helping pupils to become more aware of, and to cope with, the pressure on them to experiment with drugs.

Even if a school does not include work on drugs and solvents in the curriculum, it is essential for teachers to have up-to-date factual information so that a discussion arising spontaneously on these matters is well informed. Teachers need also to be knowledgeable about the signs and symptoms of drug misuse and the agencies which provide help for misusers and their parents.

Regular contact with youth workers (who will often be aware of the nature and extent of drug misuse in

\* An HMI discussion document *Health education from 5 to 16* is currently in preparation for publication in the Curriculum Matters series.

## Resources for Health Education

the neighbourhood) may help teachers to keep abreast of what is happening in the locality. In some areas youth workers have been involved in education programmes for school pupils and their parents.

Organisations providing factual and educational material on the prevention of drug misuse are listed in [Addresses](#).

In recent years there has been a growth in resources produced both nationally and locally to support the teaching of health education.

The LEA Advisory Service has, in some areas, played a major role in the development of health education programmes and in the provision of in-service courses. This has been more evident in secondary than primary schools. To support the work already achieved, more in-service training—to provide knowledge and understanding of drugs and how they affect the body and to explain the way in which drugs education should be included in such programmes—may be helpful.

This stage of in-service provision is best organised on a school basis by cooperation between schools and other local agencies. The schools' general adviser together with the adviser for health education, where appropriate, can assist schools in the planning of this type of staff programme.

There are now plans to improve the components of initial teacher training dealing with drug misuse. This will make things better, but it would be unrealistic to expect that, in the short-term, there can be fully trained experts in all schools. However, selected members of staff might be nominated as 'consultants' within the school, sharing their knowledge with colleagues and seeking the help of other agencies when appropriate.

## Links with Outside Agencies

Many schools use outside agencies in their health education programmes. Visiting speakers can provide a valuable input to a planned and co-ordinated programme of health education.

Health visitors may be asked to speak about a range of health topics linking aspects of human biology with healthy living, usually to top junior classes. They also make valuable contributions to health education programmes in secondary schools. Some health visitors already collaborate with teachers to



talk about, and show, films on health matters such as the importance of ante-natal care and of vaccination against rubella. Drug education may be similarly taught.

School nurses may also be involved in such programmes and will often be a source of counsel and support for pupils with problems.

Health Education Officers have relevant knowledge and resources with which to offer practical help and advice on the planning of health education provision. Too few schools at present make full use of HEOs to assist in the formulation of school policy and the planning of topics in health education, which may include illegal drugs.

#### Pupils' Self-Esteem

Besides explicit teaching about drugs, schools do a great deal to help to counteract drug misuse by raising pupils' self-esteem and confidence. They may do this by allowing every pupil regardless of ability to achieve success in some aspect of school work and life and by providing support in moments of uncertainty and self-doubt. This can help to develop the self-confidence needed to overcome the pressure to misuse any drugs. The traditional pastoral role of the teacher in providing counselling and support is of particular relevance in this context.

#### Liaison with Parents

Teachers have considerable influence on pupils in their charge by their own personal example, but parental influence and support remain of paramount importance. Meetings with parents on a school or group basis may be especially valuable. The exchange of information between teachers and parents can help to create an awareness of the scale of the problem and how it is being and can be combatted.

#### Work in the Youth Service

Youth service agencies working with groups and individuals offer support, counselling, social education and recreational programmes. They are in a position to provide basic information about the dangers of drug misuse and where to go for help. Active support and protection is given to those young people who do not wish to misuse drugs. By providing alternatives to drug misuse and support for those at risk the youth service generally provides valuable help for many young people; though provision of specialist agencies and workers is unevenly spread.

Youth workers themselves play a valuable role. They do much to encourage and develop the trust and confidence of the young. Their contacts with young people and their particular experience, enable them to make an important contribution to the prevention of drug misuse—especially in areas of high risk. But their role is a difficult one too. In taking care not to over-react to situations in such a way as to lose the confidence of the young, they need also to act in accordance with their legal responsibilities (*see Drugs and the Law*).

Youth workers may not always have the training and experience to recognise drug misuse. Relatively few individual youth workers and units specialise in drug misuse, but there are workers (both 'detached' and club based), mainly in inner city areas, who work directly with those who misuse drugs. The youth service occasionally supplies specialist workers at major events (eg pop festivals) where drug misuse may occur. Most of the hundred or so youth counselling services also work with drug misusers, sometimes referring them to specialist agencies concerned with drug misuse.

There is a lot to be gained from workers from different local services, statutory and voluntary, getting together to share information and approaches.

National organisations like the National Youth Bureau, the National Association of Youth Clubs and National Association of Young People's Counselling and Advisory Services are able to provide workers with up to date information, publications and training courses, and descriptions of current examples of work with young people at risk. Much of their work adopts a social education approach with a health education component, but, more importantly, they are in direct contact with face-to-face workers up and down the country.



# RECOGNISING & RESPONDING TO DRUG MISUSE

## Warning Signs

Early detection of drug misuse is a key part of prevention and teachers and youth workers need to be vigilant at all times—even more so when they are in charge of activities that take place away from the school, college or youth club premises. Particularly close attention needs to be kept on groups. Research has shown that **first experiments with drugs by young people are almost invariably made with a substance obtained from a friend.**

The signs listed in Tables 1 and 2 may indicate drug misuse by individuals or groups of young people. Their presence alone is not conclusive proof of drug misuse. **Many of the signs occur in adolescence quite normally** but if they are present to a significant extent then there may be good reason for increased vigilance. Table 3 gives a list of objects which might also justifiably arouse suspicion.

TABLE 1

### Warning Signs in Individuals

Excessive spending or borrowing of money.  
 Stealing money and goods.  
 Reports from parents that more time is being spent away from home.  
 Changes in the attendance pattern and decline in willingness to participate in school or youth club group activities.  
Decline in performance in school work or youth club activities.  
 Unusual outbreaks of temper.  
 Disregard for physical appearance.  
 Lack of appetite.  
Heavy use of aftershave or perfume to disguise the smell of drugs.  
 Wearing sunglasses at inappropriate times (to hide dilated or constricted pupils).

TABLE 2

### Warning Signs in Groups

Absence on days of particular significance (eg payout day for young people in receipt of benefits).  
 Maintaining distance from other pupils, students or youth club members, away from supervision points (eg groups who frequently gather near the gate of a school playground or sports field).  
 Being the subject of rumours about drugtaking.  
 Talking to strangers on or near the premises.  
 Stealing which appears to be the work of several individuals rather than one person (eg perhaps to shoplift solvents).  
 Use of drugtakers' slang.  
 Exchanging money or other objects in unusual circumstances.  
 Teenagers associating briefly with one person who is much older and not normally part of the peer group.

TABLE 3

### Objects that may indicate Drug Misuse

Foil containers or cup shapes made from silver foil, perhaps discoloured by heat.  
 Metal tins.  
Heat-discoloured spoons.  
 Small bottles.  
 Pill boxes.  
 Twists of paper.  
 Straws.  
 Sugar lumps.  
 Syringes and needles.  
 Cigarette lighters.  
 Spent matches.  
 Plastic bags or butane gas containers (solvent abuse).  
 Cardboard or other tubes (heroin).  
 Stamps or similar small items.  
 Shredded cigarettes or home-rolled cigarettes (cannabis).  
 Aromatic smell (cannabis).  
 Paper (approximately 2 inches square) folded to form an envelope (heroin).

(Tables 1, 2 and 3: Adapted from Liverpool Education Authority materials.)



## Responding to Drug Misuse

All those concerned need to know what to do in an emergency (see [Coping with Emergencies](#)) and to be aware of their legal responsibilities (see [Drugs and the Law](#)). Great care is needed in responding to individual cases of suspected drug misuse. It is most important to involve, as appropriate, colleagues and superiors, professional advisers and local statutory and voluntary services.

In any area first points of help and advice will include:

Education Welfare Service—the Education Welfare Officer responsible for the individual school.

Community Child Health Service—through the school medical officer or school nurse.

Health Education Officers.

Social Services Department—through local district officers.

General Practitioners.

Local district drug advisory committee or comparable organisation.

Police Community Liaison Officers

In some areas voluntary groups made up of people specially interested in, and knowledgeable about, drug problems have been formed. The names and addresses may be obtainable from a local library or Citizens Advice Bureaux. General and specific advice may also be sought from TACADE or other organisations, see [Addresses](#).

Schools have a duty to parents in making them aware of possible problems— without being unnecessarily alarmist or provocative. Schools need to make their own decisions on the most appropriate measures to take in the light of their particular circumstances but, in areas where drug problems are particularly severe, voluntary parents' groups can play a part. When problems do come to light, then working with the consent and cooperation of parents is essential. Involvement of the young person's GP, with the parents' and young person's consent, may sometimes be necessary.

It is worth bearing in mind that experimental drug misuse may arise from curiosity or peer group pressure and associated problems may not

necessarily be present. Careful counselling and information may be necessary, again with the consent of parents.

It is important that responses within areas are consistent. Local advice needs to be sought before the need to react arises. Some areas may not yet have issued procedures. The advice reproduced on page 18 illustrates one approach.

## Coping with Emergencies

Acute intoxication or unconsciousness can be the result of a first experiment with drugs. A teacher or youth worker confronted with such a case should, of course, regard it as a medical emergency (see [first aid measures, below](#)). The ambulance service, and in schools the school medical officer or nurse and the headteacher, should be contacted; and parents should be informed. Any tablets or substances found should be retained for inspection at the hospital. If the casualty has been sick a sample of vomit should also be collected for hospital analysis.

Where a young person has become seriously ill as a result of drug misuse and has been taken to hospital the adults concerned should tell the hospital everything they know; withholding information out of fear of subsequent legal action could lessen the casualty's chances of recovery.

**First aid measures for collapse/unconsciousness** need to be applied immediately. It is vital to check whether the casualty is still breathing; if not, then the casualty's airway should be cleared and mouth-to-mouth resuscitation applied. Where there is no heartbeat, immediate external chest compression/ cardiac massage must be applied. Tight clothing around the chest and neck must be loosened and the patient placed on his side in the recovery position. Detailed advice is available and courses are organised by the St John Ambulance Association (see [Addresses](#)) and local courses are also run by the British Red Cross Society.



# DRUGS & THE LAW

## AN OUTLINE INTRODUCTION

### Legislation

Teachers, youth workers and others concerned with young people's development need to be aware of aspects of the law relating to drug misuse.

The Misuse of Drugs Act 1971 governs the manufacture and supply of controlled drugs for legitimate medical use. It also creates offences in respect of unlawful manufacture, supply and possession. A drug controlled under the Act is placed in one of three classes, to determine the maximum penalties which can be imposed for offences involving that drug: class A drugs, such as heroin, have the highest penalties and class C the lowest.

Maximum sentences are severe. First offenders, convicted of the possession of a small quantity of drugs may only be fined—but they would still have a criminal record. Regular offenders might well be imprisoned. Those selling drugs and drug smugglers are almost without exception given sentences of imprisonment—the maximum penalty for trafficking offences will be life if legislation currently before Parliament is enacted. In England and Wales 10 to 16 year olds are usually dealt with by a Juvenile Court, which has powers to fine parents or to make the offender attend an institution designed to keep young people 'in detention' but out of prison.

The Act also creates offences which can be committed by those responsible for schools and youth clubs. Knowingly allowing anyone on your 'premises' to produce or to supply (give away or sell) illegal drugs to another person is an offence. It is an offence even if they only offer to supply the drug. Knowingly permitting the smoking of cannabis or opium on the premises for which you are responsible is also an offence.

If you find what you think is an illegal drug you should inform the police and hand it, without delay, to someone authorised to possess illegal drugs, usually a police officer or, if that is not possible, destroy it. The Act allows you to take possession of an illegal drug in order to prevent someone else

committing an offence, provided that you either hand it to the police or destroy it.

### Liaison with Parents

If there is evidence that anyone in a school or youth club is involved in drug taking, the possibility that their source of supplies may be someone in the neighbourhood, adult or juvenile, cannot be ignored. When heads or youth workers are certain that drugs are being misused by pupils or club members they have a duty to inform the police.

The general question of police liaison with the education service was the subject of a report of an enquiry carried out by HM Inspectors in July 1982. This arose from concern about the high level of involvement of young people in crime and focused attention on the part played by schools in developing in pupils an understanding of, and respect for, the law and the need for its enforcement. The report\* describes some of the ways in which the police cooperate with schools to help them in this complex task and outlines the organisational problems involved in this liaison.

\* Police Liaison with the Education Service—a report of an enquiry carried out by Her Majesty's Inspectors of Schools in July 1982. DES.



# ONE LEA'S PROCEDURE

The advice in this illustration is directed at school teachers but it contains much that is equally applicable to colleges and the youth service. It covers both drug and solvent misuse. All teachers, lecturers, youth workers and others involved should find out the arrangements for their own area.

The Education Department of the Metropolitan Borough of Wirral encourages its schools to observe the following procedure if confronted with cases of drug or solvent abuse. Certain other local education authorities have adopted broadly similar approaches. Youth workers, as well as teachers, may find this set of guidelines helpful.

1. The purpose of this procedure is to ensure that cases of confirmed repeated drug abuse on the part of pupils:

- Are treated with some consistency across the Authority's schools.
- Are handled in a manner consistent with the view that such pupils are seriously at risk.
- Have the benefit of the co-ordinated resources of the school and the Authority.

2. Headteachers are able to seek advice either on approaches to the handling of the problem generally or on specific cases from:

Senior Education Officers (as

determined by the Director of Education)  
Education Welfare Officers  
Social Workers (SPS)  
Youth officers/leaders  
Merseyside Drugs Council (Chairman/Councillors)  
Solvent Misuse Committee and Counsellor  
School nursing sister  
School doctor.

3. It is assumed that Heads will be able to call upon the services of those amongst their staff with counselling skills in dealing with cases of confirmed repeated drug or solvent misuse.

4. In cases where the suspicion of drug or solvent misuse is confirmed, and supported by evidence, the pupil's parents must be involved and advised of the need for the school and the Education Department to offer appropriate help and guidance. It should be emphasised that all records will be treated as highly confidential.

5. When cases of confirmed repeated drug or solvent misuse become known to the school the education welfare officer should always be informed or involved.

6. In all such cases the matter should be discussed with the pupil's parents at the earliest opportunity with a view to persuading the parent to take responsibility for seeking the assistance of a specialised counsellor.

7. Whatever the outcome of these discussions the education welfare officer

should inform the Senior Administrative Officer (SAO) Schools of the details of the case.

8. The SAO/Schools will then liaise with the Youth Service, the Schools Psychological Service and the Social Services Department regarding any knowledge of the case in order that the services concerned can make a co-ordinated response to the needs of the pupil.

9. The SAO/Schools will maintain an appropriate confidential record within the Education Department and make arrangements for the review of cases on a three-monthly basis, and for the deletion of such records of an appropriate time.

10. The SAO/Schools will be responsible for making arrangements for school-based case conferences which it is decided to call in respect of specific cases.

11. Information on such cases shall be available to the officers and agencies specified in Part A of this procedure.

12. Information concerning individual pupils and individual schools shall not be made available to other than the officers and agencies specified in Part A of this procedure.

13. The need for this procedure shall be reviewed on an annual basis.

Any drugs found in the possession of pupils should be passed by the school to a member of the Police Drug Squad or another Police Officer at the first available time.

Information relating to the supply of drugs which comes to the attention of the school should be passed to the Police Drugs Squad.



## SOME BASIC FACTS ABOUT DRUGS

The lists which follow give some basic facts about drugs and those most commonly misused by young people at the present time.

**Terms relevant to drug misuse in general**

**DEPRESSANTS** are drugs that slow down the nervous system.

**DRUG DEPENDENCE** is usually regarded as having two components, psychological and physical, but current neurophysiological research suggests they are not necessarily two distinct entities.

### ■ PSYCHOLOGICAL DEPENDENCE

is a strong emotional desire or need to continue to take a drug to experience its desired effect. Psychological dependence may develop as a result of habitual use of a wide range of drugs, not only those in the opioid, amphetamines and barbiturate groups. With persistent and regular use tolerance may develop. This means that an increased amount of the drug is required to achieve the same effect.

■ **PHYSICAL DEPENDENCE** occurs when the body's adaptation to persistent use of a drug results in unpleasant physical symptoms when the drug is withdrawn or relatively reduced. Barbiturates and opioids, which include opium, heroin, methadone and morphine, can produce physical dependence.

**HALLUCINOGENS** alter sensory perceptions so that things are seen, heard or experienced differently or abnormally.

**NOTIFIED ADDICTS** Doctors are required to notify the Home Office of addicts whom they are treating. Some addicts may be prescribed controlled drugs in the treatment of their addiction but notification does not, of itself, confer an automatic right to receive a prescription.

**STIMULANTS** are drugs that excite the nervous system.

**TREATMENT** will vary. Early experimental or recreational use may best be dealt with by simple advice and counselling, including the adolescent and his parents. In some cases, where physical dependence or other health problems have arisen, medical intervention may be necessary. Physical harm may arise, not only from the drug itself, but more usually from the manner of use. Injecting carries the additional hazards of infection, which may give rise to abscesses, septicaemia or liver infection.

**WITHDRAWAL SYMPTOMS** may occur when regular drug misuse is relatively or absolutely reduced. With heroin and the other opioids the symptoms resemble a severe 'flu-like' condition with sweating, nausea, diarrhoea and muscle cramps. Withdrawal from barbiturates can precipitate a more severe and dangerous condition, similar to delirium tremens found with alcohol withdrawal, including sweating, confusion, hallucinations and sometimes epileptiform fits.

## THE DRUGS AND THEIR EFFECTS

(We are grateful to the Institute for the Study of Drug Dependence on whose data the following material is based.)

**AMPHETAMINES** are stimulants. They were in wide therapeutic use between the 1930s to 1960s for the treatment of depression and to reduce appetite in the treatment of obesity. Misuse began among young people in the 1960s. Increasing awareness of the drug's addictive quality led to a marked decrease in their prescription and a voluntary restriction of their distribution by pharmacists in the 1970s. Illicit manufacture of amphetamine powder is now the most common source of these drugs.

**Usual Appearance:** Tablets, capsules, ampoules and powder.

**How Taken:** By mouth, sniffed or by injection.

**Effects:** Breathing and heart rate speed up, pupils dilate and appetite lessens. Initially the user feels more energetic, confident and cheerful; later the predominant feelings become anxiety, irritability and restlessness. High doses may induce hallucinations, delirium, panic and paranoia. Effects of a single dose usually last 3–4 hours. It can take a couple of days for the body to recover completely. Psychological dependence may develop. There are no typical physical withdrawal symptoms but stopping heavy, regular use may cause severe, even suicidal depression.

■  
**BARBITURATES** (depressants) were originally introduced into therapeutic practice as hypnotics. They include

Nembutal, Tuinal and Seconal. Misuse was a major problem in the late 1960s and 1970s. With changes in therapeutic practice they are now less easily available from medical or pharmaceutical sources. Nevertheless they are still available on the black market and pose major risks both in the development of dependence and by overdose.

**How Taken:** By mouth and if taken with alcohol their effects are more severe. By injection which is extremely hazardous with a high risk of overdose.

**Effects:** Initially may produce a sense of relaxation and reduction of tension. This may continue to a confused 'drunken' state which may progress to unconsciousness. Effects last 3–12 hours depending on the amount used. Psychological and physical dependence may develop. Withdrawal symptoms include irritability, restlessness, trembling, confusion, delirium, hallucinations, sometimes fits. The withdrawal syndrome following barbiturate use is potentially the most severe and dangerous.

■  
**BENZODIAZEPINES** are the most widely used of the so-called minor tranquilisers and are taken on prescription by a large number of people. The most common include Librium, Valium and Ativan. These drugs have come to replace barbiturates for most medical purposes because they are relatively safer. Misuse is nevertheless hazardous, especially if the drug is taken with alcohol.

**Usual Appearance:** Pills. Capsules (various colours).

**How Taken:** By mouth. Injected—very rarely.

**Effects:** Benzodiazepines reduce anxiety,



generally without inducing the marked drowsiness and clumsiness associated with barbiturates. However, prolonged use may cause, or exacerbate, anxiety instead of curing or reducing it. These drugs impair driving and similar skills. Effects of a dose usually last 3–6 hours. Psychological dependence is quite common among long-term users; physical dependence and tolerance may also develop. Prolonged withdrawal symptoms may follow the cessation of heavy use over a long period; these are not as severe as those associated with barbiturates; nevertheless they can be distressing, with nausea, insomnia, high anxiety, and (if the prolonged dosage has been very heavy) convulsions and intense mental confusion.

**CANNABIS** is derived from the plant *Cannabis sativa*. It is imported into the UK from North Africa, the Middle East and Asia; it is also home grown to a small extent. The ingredients which give users the sensation of intoxication they seek occur in the resin at the tops of the plant. Cannabis use is often a shared experience.

**Usual appearance:** Dried herb. Sticky lumps (the cannabis plant resin).

**How Taken:** Smoked (usually in a rolled cigarette which is often passed round a group). Eaten. Inhaled (after vaporisation over heat).

**Effects:** The short-term effects depend largely on the expectations, motivations, and mood of the user, the amount used, and the situation. Researchers report variable effects from use; it is thought probable however, that a person who frequently inhales cannabis smoke over a number of years could develop one or more of the disorders associated with tobacco smoking, such as bronchitis and

lung cancer. The most common effects noted by the user are a feeling of relaxation, difficulty in speaking or writing coherently, distorted judgement, changes in visual perception (sound and colour are appreciated more), and sleepiness (later stages). The use of cannabis impairs ability to drive or perform other skilled tasks where precision and alertness are essential. Cannabis begins to affect the user very quickly and the effects may be felt for 1–5 hours depending on the dose. Cannabis may produce psychological dependence (where, for instance, the user comes to rely on it as a social 'lubricant').

**COCAINE** is a stimulant. It is produced from certain varieties of the coca plant which grow mainly in South America. People have chewed the leaves of the coca plant for centuries in South and Central America, but the effects of this practice are mild compared to those of misusing the derivative cocaine.

**Appearance:** Crystalline white powder.

**How Taken:** Sniffed (term often used is 'snorted'). Can be smoked or injected but rare in the UK.

**Effects:** Cocaine has broadly similar effects on the body to those of amphetamines. It generates a strong feeling of euphoria and alertness. The effects are short lived: an addict may repeat the dose after short intervals to maintain the feeling of euphoria sought from the habit. Chronic use may give rise to irritability, overactivity and paranoid beliefs associated with sensory hallucinations. Psychological dependence tends to develop quickly and withdrawal from habitual use can be unpleasant with insomnia, excitability, restlessness and sometimes severe depression. Prolonged sniffing may damage the nasal septum.

**DIPIPANONE (DICONAL)** A depressant. Similar in effect to heroin.

**HEROIN** (a depressant) is one of a number of drugs called opioids which are derived from the opium poppy. Opium is the dried 'milk' of the poppy and contains morphine (from which heroin can be readily produced) and codeine. The opioids have medical uses as painkillers and cough suppressants, and in treating diarrhoea and other conditions. Pharmaceutical heroin is mainly used for the relief of painful terminal conditions. Some is available on the black market as a result of burglaries from chemists' shops etc. Illicit heroin from the Middle East, South East Asia and the Indian Sub-Continent is widely available on the black market. Misuse of illicit heroin is particularly risky because the conditions of manufacture are not known; nor is the user generally aware of the extent to which the heroin has been mixed with other substances. Illicit manufacturers and traders 'dilute' heroin with a variety of other white powders, among them glucose powder, caffeine, flour and talcum powder.

**How Taken:** Sniffed. Inhaled. Injected.

**Effects:** Heroin, like the other opioids, makes the user feel detached from reality and relaxed. Sniffing has a slower, less intense effect than injecting. The eyes may become red and bloodshot, pupils constricted. First experiments, especially in injecting heroin, sometimes cause nausea and vomiting; these unpleasant reactions quickly disappear with repeated doses. Tolerance develops very quickly, so that habitual users have to take larger doses to obtain the same sensation. Physical dependence also develops rapidly, but this is not as significant as the strong psychological

dependence which occurs. The addict who attempts to reduce intake, or stop the habit, experiences withdrawal symptoms that have been likened to an extreme bout of influenza, with fever, shivering, running nose and eyes, stomach pain, muscle cramps, nausea and vomiting.

The higher the daily intake reached by the habitual user, the more severe the withdrawal symptoms. Unsterile injecting practice may give rise to the development of hepatitis, septicaemia or gangrene. Unconsciousness and sometimes death may follow overdose. With prolonged chronic use the addict may lose interest in food, personal hygiene and social relationships. These factors may give rise to additional social, financial and health problems.

**LSD (LYSERGIC ACID DIETHYLAMIDE)** is a synthetic hallucinogen. In the 1950s and 1960s it was used in psychotherapy. Non-medical use began in the early 1960s in the USA and in the mid-60s in the UK.

**Usual appearance.** Variable; the white powder may be made up into small pills, tablets or pellets of different colours. Sometimes LSD is offered as a colourless, tasteless, odourless liquid impregnated on small paper squares.

**How Taken:** By mouth (usually with other substances). Sometimes absorbed on paper, gelatin sheets or sugar lumps.

**Effects:** A 'trip' begins about half to one hour after taking the drug, peaks after 2–6 hours and fades out after about 12 hours, depending on the dose. Short-term effects depend very much on the user's mood, his expectations, the setting and the company, as well as on the size of the dose. They often include a more intense



perception of colour and visual and/or auditory distortions. True hallucinations are rare. Emotional reactions may include heightened self-awareness and mystical or ecstatic experiences. Physical effects are generally insignificant. The symptoms of a bad 'trip' may include depression, dizziness, disorientation and sometimes, panic. These are more likely if the user was feeling anxious, depressed or uncomfortable in the surroundings before taking the dose. Reassurance from a friend is usually all that is necessary to help the drugtaker over these unpleasant reactions.

Deaths due to suicide or hallucinations during an LSD 'trip', although much publicised, are rare, and death from an overdose is unknown. A number of the deaths which have occurred have been the result of acting rashly, or performing a task requiring concentration while under the influence of the drug. It is never safe to ride a motorcycle or drive a car during or while recovering from an LSD 'trip'. There is no clear evidence of physical damage to the body arising from repeated use of LSD: the main hazards of long-term use are psychological rather than physical. Serious anxiety or brief 'psychotic reactions' may occur. Prolonged serious adverse psychological reactions are rare: they are thought to be most likely when the drugtaker had psychological problems before starting misuse. LSD does not appear to induce physical dependence. For several days after taking LSD further doses are less effective; this discourages frequent use. Flashbacks of the experience may occur months later.

**MANDRAX** is a hypnotic drug similar in effect to barbiturates and is no longer legally available in the UK. Nevertheless,

illicit supplies are still available occasionally on the black market. The symptoms of misuse are similar to those of barbiturates and there is a high risk of dependence developing.

**MUSHROOMS**—several species of mushrooms that grow wild in the UK can have hallucinogenic effects. The most common species *Psilocybe semilanceata* is nicknamed Liberty Cap or Magic Mushroom which fruits between September and November and which contains the hallucinogenic chemicals psilocybin and psilocin.

Another species is *Amanita muscaria* (Fly Agaric) which fruits in early Autumn. The chances of misuse by young people are rather fewer as it is difficult to distinguish from other poisonous mushrooms; serious illness or death may occur if the naive user mistakenly eats a poisonous species.

Psilocin and psilocybin are controlled under Class A of the Misuse of Drugs Act 1971; their possession, production or supply, or allowing premises to be used for their production or supply, are offences under the Act, unless in accordance with a special Home Office licence.

Possession of the fungi in their natural state is not an offence. However, if the fungi are boiled or crushed to make a 'preparation or other product' containing psilocin or psilocybin then an offence is committed. How much has to be done to the mushrooms to cross the border of illegality is uncertain but merely crushing them is considered sufficient by the courts.

**How Taken:** Eaten (fresh or cooked). Drunk (after brewing into a tea; hallucinogenic mushrooms can be preserved by drying).

**Effects:** The effects of consuming psilocybin containing mushrooms are similar to those of a mild LSD experience, and the comments under LSD about the variability of the experience and its susceptibility to the user's mood, environment and intentions all apply. Unlike LSD the effects include euphoria and hilarity, and prominent signs of physiological arousal, such as increased heart-rate, blood-pressure and pupil size. The effects also come on quicker (generally after about half an hour, peaking in about 3 hours), and last for a shorter time (4-9 hours—longer with high doses). At low doses (2-4 mushrooms) euphoria and detachment predominate; at higher doses (20-30 Liberty Caps, less on an empty stomach) visual distortions progress to vivid hallucinations of colour and movement. There are often feelings of nausea and mild stomach pains, but the mind remains clear and coherent.

Infrequently (especially after repeated or unusually high doses, if the user is inexperienced, or if he is unhappy to start with) bad 'trips' characterised by deep fear and anxiety can occur, and may develop into a psychotic episode. As with LSD these can usually be dealt with by friendly reassurance and generally leave no persistent effects, though there have been reports of longer-lasting disturbances, such as recurrent anxiety attacks and 'flashbacks' to the original experience. Tolerance rapidly develops and the next day might take twice as many Liberty Caps in order to repeat the experience. Full sensitivity is not restored until after about a week so there is a natural discouragement to frequent use as is the case with LSD.

<b>METHADONE (Physeptone)</b>	similar effects to Heroin
<b>MORPHINE</b>	similar effects to Heroin
<b>NEMBUTAL</b>	see Barbiturates
<b>SECONAL</b>	see Barbiturates
<b>TUINAL</b>	see Barbiturates
<b>VALIUM</b>	see Benzodiazepines.



## ADDRESSES

The following are some of the organisations which provide factual and educational material on the prevention of drug misuse or can provide advice and help or direct enquiries to local groups. The list is by no means exhaustive. Advice and guidelines are available from staff and professional associations and there are many voluntary organisations offering help.

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Adfer Unit  
West 1 Ward  
Whitchurch Hospital  
Cardiff CF4 7XB

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The Adfer Unit treat people with drugs, alcohol and solvent problems, and help in rehabilitation. It has produced many publications.

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Department of Education and Science  
Publications Despatch Centre  
Honeypot Lane  
Stanmore Middlesex  
HA7 1AZ

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Further copies of *Drug Misuse and the Young* and of other DES publications are available from this address.

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Department of Health and Social Security  
Dept DM  
DHSS Leaflet Unit  
PO Box 21  
Stanmore  
Middlesex HA7 1AY

DHSS has produced three brief publications which are available from the above address:

*Drug misuse: A basic briefing*

*Drugs: What parents can do*

*What every parent should know about drugs*

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Families Anonymous  
88 Caledonian Road  
London N1 9DN

Families Anonymous has a number of local groups for the relatives and friends of those with drug problems.

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Health Education Council (HEC)  
Education and Training Division  
78 New Oxford Street  
London WC1A 1AH

The HEC's activities are directed mainly towards general health and social education. It has supported several projects on development of curriculum and materials for health and social education in schools and many of these projects touch on legal and illegal drugs. Resource lists on drug, alcohol and smoking education are available free from HEC's library. HEC supports Health Education Officers in the field and also supports the training work of TACADE and other agencies.

Health Education Council  
12-19 Project  
Health Education Unit  
Department of Education  
Southampton University  
Southampton SO9 5NH

The project includes the Schools Council/Health Education Council 13-18 project. It is concerned with curriculum development, co-ordination and in-service work in the broad field of health/personal/social education.

Publications include

*Developing Health Education—A Co-ordinator's Guide*  
(Forbes Publications Ltd)

*Health Education 13-18*  
(Forbes Publications Ltd)

*Alcohol, Drugs and Smoking*—an annotated resource list available free from the Project, HEC or local health education sources.

The project is presently developing additional materials and strategies for the 16 plus age group intended for educational and youth work settings.

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HMSO  
49 High Holborn  
London WC1V 6HB

A number of official publications are available from HMSO bookshops or through booksellers. The following have been

quoted from or provided sources for this booklet:

*Prevention. Report of the Advisory Council on the Misuse of Drugs.* 1984.

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*Treatment and rehabilitation. Report of the ACMD.* 1982.

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Home Office  
E5 Division  
(Drugs Branch)  
Queen Anne's Gate  
London SW1H 9AT

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*Tackling Drug Misuse: a summary of the government's strategy* was published by the Home Office in March 1985.

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Institute for the Study of Drug Dependence (ISDD)  
1-4 Hatton Place  
Hatton Garden  
London EC1N 8ND

ISDD maintains a comprehensive reference library on non-medical use of drugs, and produces information leaflets, health and social education materials and materials for training of professionals. Information on specific topics can be obtained through ISDD's library and information service.

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Publications include *Facts and Feelings about Drugs but Decisions about Situations* (a drug education course for use in secondary schools);

*Health Careers* (a project-based course of health and social education in which drug, alcohol and solvent misuse are related to work, culture and leisure); and a multi-disciplinary in-service training pack for local courses.

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Lifeline Project  
Joddrell Street  
Manchester M3 3HE

Lifeline provides an advice and counselling service. It was an induction programme (two weeks of intensive counselling to enable drug misusers—usually on bail—to assess rehabilitative options). Lifeline also produces printed and audio-visual training material on drugs and solvent misuse and possible responses in practice. It also runs the Regional Drug Training Unit based at Prestwich Hospital.

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Narcotics Anonymous  
Drug Abuse  
PO Box 246  
London SW10

Narcotics Anonymous is a self-help organisation for misusers. It has a number of local groups.

---

National Association of Boys Clubs  
24 Highbury Grove  
London N5 2EA

National Association of Young People's Counselling and Advisory Services  
17-23 Albany Street  
Leicester LE1 6CD  
Tel: 0533 554775

NAYPCAS aims to promote and develop youth counselling and advisory work. It issues a newsletter and quarterly bulletins for members; and provides training in counselling.

---

National Association of Youth Clubs  
Keswick House  
30 Peacock Lane  
Leicester LE1 5NY

---

National Council for Voluntary Youth Services  
26 Albion Street  
Leicester LE1 6GD

---

National Intermediate Treatment Federation (NITF)  
c/o Save The Children Fund  
Goldhawk House  
49 Goldhawk Road  
London W12 8QP

---

National Youth Bureau  
Albion Street  
Leicester LE1 6GD

NYB stimulates innovation in youth work and social education, publishes *Youth and Society*, supports regional



---

and local training initiatives for youth workers and publishes material such as the youth workers pack *Enfranchisement* which includes information on the legal aspects of alcohol and drugs.

---

St John Ambulance Association  
Edwina Mountbatten House  
63 York Street  
London W1H 1PS

Their publication *'Emergency Aid in Schools'* (Price £1.95) includes a comprehensive chapter on 'Poisons, Drug and Alcohol Abuse, Glue Sniffing, Foreign Bodies'. It is available from St John Ambulance Supplies Department, Priory House, St John's Lane, London EC1M 4DA.

---

SCODA Standing Conference on Drug Abuse  
1-4 Hatton Place  
Hatton Garden  
London EC1N 8ND

SCODA has a full list of services throughout the country. SCODA publications include a six-weekly newsletter (£10), guides to specialist non-statutory services and a series of fieldwork surveys on drug misuse problems and responses to them in different parts of the country.

---

South Wales Association for the Prevention of Drug Addiction  
111 Cowbridge Road East  
Canton  
Cardiff CF1 9AG

SWAPA provide a 24 hour call-in service for people with drug problems. Available to give advice and monitor progress.

---

Teachers Advisory Council on Alcohol and Drug Education (TACADE)  
2 Mount Street  
Manchester M2 SN9

TACADE provides education and training materials primarily related to the formal education system. Last year 2,800 teachers and 350 youth workers attended 128 in-service courses conducted by TACADE. Publications include a basic information leaflet *Drugs Basic Facts* (10p), basic teaching material *Drugs Teacher Pack* (£3.60), and a fuller education course in the misuse of drugs and other substances *Free to Choose* (£19.95). A termly school publication *Monitor* is issued. A list of materials is available.

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Welsh Office  
Information Division  
Cathays Park  
Cardiff CF1 3NQ

Publications issued by DHSS on drugs and also

this booklet are available in English and Welsh from the Welsh Office.

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Young Men's Christian Association  
National Council of YMCAs  
640 Forest Road  
London E17 3DZ

YMCA has 200 local centres throughout the country. An investigation into drug and solvent misuse has led to a developing programme and new resources, including a video.

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Youth Forum on Alcohol and Substance Abuse  
West 1 Ward  
Whitchurch Hospital  
Cardiff CF4 7XB

The Forum is a working party of teachers, youth workers, health educators, doctors and students. Its aim is to consult young people about community problems relating to drugs and alcohol in order to increase awareness of the problems, to receive opinion and advice and to provide conditions for decisions to be made on prevention of abuse. It arranges international youth conferences on alcohol and drug abuse.

---









CC 4B  
CABINET OFFICE  
70 Whitehall,  
London SW1A 2AS  
Telephone 01-233 3340

4 June 1985

NB9M

Mr Willie

CONFISCATION OF THE PROFITS OF DRUG TRAFFICKING

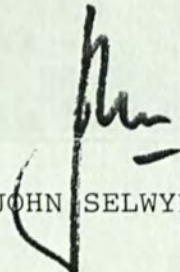
I have seen the recent correspondence on this subject.

When I was in North Wales last week the police emphasised to me that their experience was of an increasing tendency to be dealing with people whose involvement in drugs was entirely commercial. Whereas historically they had seen the drug problem as part of an alternative culture they were now increasingly dealing with a business.

If this be true (and it is certainly the perceived truth among our supporters) I am very much in favour of trying to find time to legislate to confiscate profits. This becomes the more urgent as our profile on the whole issue of drug abuse becomes higher.

I am sending a copy of this letter to the Prime Minister, members of H Committee, Grey Gowrie, David Young, Michael Havers and to Sir Robert Armstrong.

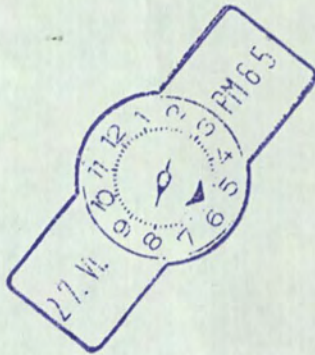
Yours ever

  
JOHN SELWYN GUMMER

The Rt Hon Viscount Whitelae CH MC  
Lord President of the Council  
Privy Council Office  
Whitehall  
London SW1



Home Affairs Pt 2  
Drugs.







Mrs. [unclear]  
[unclear]

10 DOWNING STREET

*From the Private Secretary*

25 June 1985

Dear Steve

You asked Hartley Booth if the Prime Minister would be willing to send a message of support for the YMCA initiative on drugs.

The Prime Minister was delighted to do so and the message is enclosed. The Prime Minister has also expressed an interest in seeing the YMCA video, and we are arranging a slot in the diary for this. I should be grateful for your advice on the equipment we need to show this.

I am sending a copy of this letter to Hartley Booth in the Policy Unit here.

Z Scary  
Mark Addison

MARK ADDISON

Steven Davidson, Esq.,  
Home Office





FILE

SLH

10 DOWNING STREET

From the Private Secretary

25 June 1985

CONFISCATION OF THE PROFITS OF DRUG TRAFFICKING

I wrote to you on 11 June conveying the Prime Minister's views on the idea of linking up legislation on forfeiture of the profits of drug trafficking with football legislation to restrict alcohol at grounds in England and Wales. The two have now been uncoupled, and the Prime Minister has had a further look at the substance of the Home Secretary's proposals on forfeiture, as set out in his letter to the Lord President of 10 June.

bf  
The Prime Minister believes it is vital that the legislation should be strong enough to ensure that the losses to the convicted criminal should be on a par with the assets he has illegally gained. One way of doing this might be to adopt the forfeiture, rather than the fine, route and she would like to know the Home Secretary's assessment of the practicalities of doing so.

The Prime Minister is also concerned that steps must be taken to secure reciprocal agreements with other countries so that the forfeiture legislation can be effective even where the assets of the drug traffickers may be out of this country.

Finally, the Prime Minister is concerned that the procedure whereby the assets of the accused are frozen pending the outcome of the trial must be strong enough and simple enough to ensure that they cannot be circumvented. In particular she feels that the burden of proof should be clearly put on the defendant, where, before the trial reaches a conclusion, he wished to have some of his property unfrozen.

I am copying this letter to Private Secretaries to Members of H Committee, Henry Steel (Law Officers Department), Iain Jack (Lord Advocate's Office), Brian Shillito (First Parliamentary Counsel's Office), and Richard Hatfield (Cabinet Office).

MARK ADDISON

Hugh Taylor, Esq.,  
Home Office





cc HB

NORTHERN IRELAND OFFICE  
WHITEHALL  
LONDON SW1A 2AZ

SECRETARY OF STATE  
FOR  
NORTHERN IRELAND

The Rt Hon Leon Brittan QC MP  
Home Secretary  
Queen Anne's Gate  
LONDON  
SW1H 9AT

NBPM  
24 June 1985

*Dear Secretary of State,*

CONFISCATION OF THE PROFITS OF DRUG TRAFFICKING

You asked for comments on your letter to Willie Whitelaw of 10 June, even though you are no longer proposing to couple legislation to introduce forfeiture of the profits of drug trafficking with that to restrict alcohol at football grounds in England and Wales.

I do not want to comment in any detail on your proposal but I would agree that the serious drug problems you are faced with merit drastic measures of this nature.

In Northern Ireland we are fortunate in not having problems anything approaching those in Great Britain, but I think it would be wrong for us not to keep firmly in line with any measures you decide to take, especially as you say the proposals are consistent with international thinking.

It is too early to consider how we might extend the proposals to Northern Ireland but I would not like to rule out the possibility of extending directly the proposed legislation to Northern Ireland. As you know this is being done with Keith Raffan's Bill on increased penalties for drugs offences but what you are now proposing has far-reaching implications and will not be so simple to treat in this manner. We would need to see the draft Bill before a final decision could be taken and I would be grateful if your officials would keep mine appraised of developments.

I am copying this letter to the Prime Minister, members of H & L Committees, the Attorney General, the Lord Advocate, the First Parliamentary Counsel and Sir Robert Armstrong.

*Yours Sincerely*  
*Neil Ward*  
*for* <sup>DH</sup> *Private Secretary*  
(Approved by the Secretary of  
State and signed in his absence  
in Belfast)





NORTHERN IRELAND OFFICE  
WHITEHALL  
LONDON SW1A 2AZ

SECRETARY OF STATE  
FOR  
NORTHERN IRELAND

Lord Gowrie  
Chancellor of the Duchy  
of Lancaster  
Management and Personnel Office  
Great George Street  
LONDON SW1

25<sup>th</sup> June 1985

*Dear Lord Gowrie,*

UPDATING OF SCHEDULE 1 TO THE HOUSE OF COMMONS DISQUALIFICATION  
ACT 1975

Thank you for sending me a copy of your letter of 5 June to  
John Biffen.

I agree with your proposal to update schedule 1 to the House of  
Commons Disqualification Act 1975 before the end of the current  
session. I can confirm that the proposed amendments relating to  
Northern Ireland are necessary and will not affect the position  
of any sitting MP or MEP.

I am copying this letter to all members of the Cabinet and to  
Sir Robert Armstrong.

*Yours Sincerely*

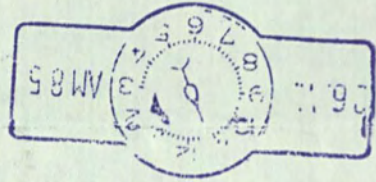
*N Howard*

*Private Secretary*

*for* DH  
(Approved by the Secretary  
of State and signed in his  
absence in Belfast)



HOME AFFAIRS : Drugs : A 2





VISIT TO CUSTOMS AND EXCISE: DRUGS

You said you would like to see the work of HM Customs on drugs.

Customs have advised that Heathrow is far and away the best place to see the range of their work in this field within a shortish space of time. Hartley Booth has conducted an early reconnaissance visit, and thinks that you should have a most interesting visit, and that it will bring great encouragement to the Customs services. The best time to see the operation is early in the morning, and a 9 o'clock start would be ideal. About one and a half hours should be long enough to see a sufficient range of work of the Customs in this area.

We have ear-marked a slot in the diary on <sup>Friday</sup> 9 August. So far this is still a light week. You are aiming to depart for your holiday on the following Monday. It is, of course, into the holiday season, but the key Customs people will be available on that date. You would need to leave No. 10 at about 8.00 am and could expect to be back here at about 11.30 am.

The police would also welcome the chance to arrange a visit to show you some of the work they do in this field. New Scotland Yard have offered to put on a presentation about their intelligence and investigative work in the UK, and their links with Customs' activities. They believe they could convey a good national picture to you in that way. If you wished, we could arrange this visit for the afternoon of the same day as your visit to Heathrow. I think we should set aside another one and a half hours, although there would be minimum travelling time.

Content that we should proceed with setting up the arrangements for a visit to Heathrow in the morning of 9 August?

Content also that we should arrange for a visit to New Scotland Yard that afternoon for a presentation of police work on enforcement?

*Mark Addison*

MARK ADDISON  
24 June 1985

*Not that date. I  
want to spend 2 or 3 days  
at Solihull - not*



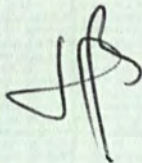
MR ADDISON

3 July 1985

cc Miss Wall

On 2 July I visited the Assistant Commissioner, John Dellow at Scotland Yard. He is keen that the proposed visit of the Prime Minister does go ahead as soon as possible and convenient. He would like to make the point that there is a disturbing link between drugs and other major crime, in particular, counterfeiting and robbery. He believes that money supply figures may be distorted because of a massive new wave in counterfeit notes, particularly £50 and £20 notes!

The trip could be achieved in about 1 hour, possibly 1½ hours. It will mostly consist of discussions with senior police officers and an exhibition. The Prime Minister could either go at 12 noon, after returning from Heathrow, and stay with senior officers for lunch or commence after lunch.



HARTLEY BOOTH



Cardhu.<sup>CR.</sup>

9/8  
MEA has put  
note in 5 P.M.  
CR.

When could we find a slot  
of 1 1/2 hours, 9-10.30, on a  
Friday morning for Henderson  
Drugs visit?

We shall also be looking for a  
hour and a half one day to  
visit New Scotland Yard to  
have a look at the drugs work.  
Would you identify a possible  
slot for that too pl?

MEA 24/6



E. R. B  
PRIME MINISTER

FORFEITURE OF ASSETS IN DRUGS CASES

You will remember you saw the Home Secretary's outline proposals for this legislation at the stage when it was envisaged it might be tacked on to the bill dealing with alcohol at football grounds. The two have now been uncoupled, and there is more of an opportunity to consider properly the detailed proposals the Home Secretary has developed. The note outlining his approach is at Flag A. Policy Unit have now provided advice, at Flag B.

You will see Hartley Booth believes that, in general terms, the Home Secretary's proposals are not tough enough. Hartley would like to see a closer link established between the money gained as a result of drug trafficking and the amount the convicted dealer is required to give up. He believes the forfeiture route, rather than the route of imposing large fines as proposed by the Home Secretary, is the right one to follow. However, if the Home Secretary's preferred option is pursued, Hartley feels that there should be a clear presumption that any fine should match the assets which have accrued illegally to the dealer.

Hartley also believes that the arrangements for freezing the assets of the accused should be tougher and simpler.

Hartley has not discussed his ideas in detail with the Home Office, and there may be some real practical difficulties to be overcome. But it seems important to establish, now there is more time, that the proposed legislation really will be strong enough to achieve the objective of confiscating the proceeds of drug related crime.

Content therefore that we should reflect to the Home Office your view that:



I think the legislation will <sup>be</sup> ~~some~~ a great disappointment to the ~~the~~ own beneficiaries

(i) the legislation must ensure that the loss to the convicted criminal is on a par with the assets he has illegally gained. One way of doing this would be to go down the forfeiture, rather than the fine, route and you would like to know the Home Secretary's assessment of the practicalities of doing so.

*Some courts may be closed and forfeiture is not possible. We*

(ii) The process by which the assets of the accused are frozen must be fool-proof and in particular should clearly put the burden of proof on the defendant where, before conviction, he wished to have some of his property unfrozen.

*need reciprocal agreements with other countries  
no*

*Yes not*

Mark Addison

MARK ADDISON

24 June 1985



FORFEITURE OF ASSETS IN DRUGS CASES

Now that forfeiture legislation is not going to be attached to the football anti-alcohol measure in this session, there is time to devise more powerful legislation on asset forfeiture. We suggest several important amendments to the Home Secretary's paper of 10 June:

1. While a new offence of acquiring/possessing/using or laundering the proceeds of drug trafficking is needed in view of the agreed estimates that this is an illicit trade of between £500 and £1 billion per year, the punishment proposed is wrong. The Home Office suggest prison and unlimited fines. They do not propose forfeiture of assets. Unlimited fines to a judiciary that have rarely imposed fines of over £0.25 million will be misinterpreted. We need either to presume that the fine will take all the assets of the drug baron or better still to be direct and give the power to forfeit assets, as has already been our declared intention.
2. The Home Office import a complication into the potential new legislation. What is necessary is for the drug baron to have his assets forfeit, unless he can prove that they were gained lawfully. We should not impose a duty on the Crown to consider the complicated matter of an individual's profit and loss until the accused or convicted man puts in the defence that his goods were obtained lawfully.
3. The Home Office shift the burden to the defence in respect of assets obtained or owned by drug



traffickers. There is precedent for this and we should not be shy of this principle. The Home Office make it too complicated and therefore are ~~less~~<sup>more</sup> open to defeat. A simpler way than the provision proposed by the Home Office is as follows:

- Stage 1, before arrest on warrant allow full powers to search bank accounts and bankers books (the gap in present law).
- Stage 2, following issue of arrest warrant or at arrest freeze the offender's assets. (Home Office agree part of this).
- Stage 3, when a prima facie case <sup>has been established</sup> that these assets are owned by or are the property of the offender, then the burden shifts to the offender to prove that he obtained them lawfully. He can apply then or after conviction to rebut that presumption. #3.
- Stage 4, on conviction the assets are duly forfeited unless the offender can rebut the burden.

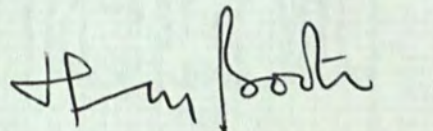
The Lord Chancellor has made various helpful suggestions which pose no insuperable problem, providing we use first-class enquiry agents or accountants to 'follow' the assets of drug barons and allow some restricted right of appeal after forfeiture and rights to third parties. We should pursue international efforts to follow money, including mutual assistance treaties with Switzerland, Belgium and the Caribbean to obtain more banking information. On warrants, Inland Revenue information should be revealed to prosecution authorities.



The principal purpose of this legislation is to ensure that drug empires do not flourish while their leaders are in prison. The powers suggested enable the courts to seize all the assets they can find, therefore the question of imprisonment for default raised by the HO is totally unnecessary.

I have discussed these matters in detail with the Assistant Deputy Attorney General of the United States, who supervises similar law in the US and who supports our proposals. Their law has proved most successful.

We recommend you indicate that the proposals by the Home Office to fine instead of forfeit drug traffickers' assets do not have sufficient teeth, and that you go for our stronger option.

A handwritten signature in cursive script, appearing to read "Hartley Booth". The signature is written in dark ink on a light-colored paper.

HARTLEY BOOTH



CONFIDENTIAL

PRIME MINISTER

21 June 1985

VISIT TO CUSTOMS AT HEATHROW AIRPORT

Following your suggestion, I visited Heathrow on Wednesday 19 June 1985.

The best time for a visit is between 7 and 10 am when the largest number of passengers arrive. As early as 9 am would be best but 9.30 am would be possible. Preferably a Friday otherwise a Saturday morning would be convenient. A 1½ hour visit is suggested.

The programme that we have sketched out covering the most interesting operations is as follows:

You would be greeted by the National Head of Customs, Angus Fraser, together with the experienced Collector at Heathrow, Dick Craggs. They will escort you through the rear of Terminal 3 to their covert operation with a sniffer dog. Through the familiar 'Nothing to Declare' entrance, you will see the inside of the customs passenger clearance office. Here there are interview rooms, a general office and detention rooms to hold those suspected of swallowing contraband.

In a separate building is the Control Centre with a radio, computer terminal, telephone, telex and record files which enable the customs to home in on suspect aeroplanes and individual passengers. You will then be taken across the

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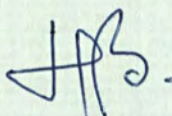
CONFIDENTIAL

- 2 -

airport firstly, to a press conference and customs exhibition, secondly, to a typical freight terminal, where boxes will be opened, and thirdly, to the Aladdin's Cave, where drug seizures are stored before they are burnt.

You will be impressed by the scale of the problem, by the enthusiasm of the officials and the need for better equipment.

Your visit will bring great encouragement to the Customs Service, who have not had such a visit from a Prime Minister before. Security is satisfied, and the Press Office have prepared a brief. Would you indicate whether you agree to this schedule. We will give you more details when the date is finalised.



HARTLEY BOOTH

CONFIDENTIAL





CF  
Myrtle Gleason  
MA 21/6

10 DOWNING STREET

MA

CR

Heathrow Visit.

Dates to avoid

8<sup>th</sup> July - 5<sup>th</sup> August (The Controller & National Head are away successively)

& 15<sup>th</sup> August.

JRB



FROM:

THE RT. HON. LORD HAILSHAM OF ST. MARYLEBONE, C.H., F.R.S., D.C.L.

CC/HB



HOUSE OF LORDS.  
LONDON SW1A 0PW

NBPM

19th June, 1985

The Right Honourable  
The Viscount Whitelaw, CH MC  
Lord President of the Council,  
Privy Council Office,  
70 Whitehall,  
London,  
SW1.

Dear Willie.

Confiscation of the Profits of Drug Trafficking

I have seen copies of Leon Brittan's letter to you of 10th June, the Prime Minister's Private Secretary's reply of 11th June, First Parliamentary Counsel's letter of the same date and Leon's further letter to you of 12th June. I am responding to his request for views on the proposals set out in his letter of 10th June.

File with MIA

I certainly agree that there is a strong case for legislation to deal with the increasing threat posed by drug trafficking and that the nature of the problem will require that legislation to break new ground. While I also agree that there should be considerable support for legislation in all parties, there will inevitably be criticism deriving from that very novelty, and it will be important to get the provisions right, as far as possible, before they are introduced into Parliament.

Not surprisingly in these circumstances, it would appear to me that significant problems both of principle and practice remain; and which in my view require further consideration before proposals are finally approved.

Looking at the proposals listed in the letter of 10th June, I note, for instance, the comments of First Parliamentary Counsel on the proposed new offence. The proposals for the assessment and imposition of fines also raise difficult questions of detail and of the relationship with existing sentencing powers, as does the proposed inference to be drawn from apparent means. The proposed powers of confiscation have to be considered against the current lack of enforcement machinery in the Crown Court. The proposed machinery for pre-trial restraint of assets is likely to be complicated and will have to be co-ordinated with the confiscation procedure; I wonder also whether Parliament will be content to leave such far-reaching powers to Rules rather than having at least the major principles ~~enshrined~~ in primary legislation.

/...



A further cluster of difficulties no doubt surrounds the proposed extension of confiscation and pre-trial restraint of assets to third parties and the proposed opportunity for them to demonstrate that "value" had been given.


There may be other points of difficulty such as third party property rights, the effects of possible appeals on confiscation and freezing assets, and the connection between assets frozen and confiscated on the one hand and precise offences charged and proved on the other.

As I have said, I am entirely supportive in principle. No doubt your officials will seek to secure such assistance as they can from my own hard-pressed staff in carrying forward work on these lines.

I must also however finally register a point about the resource implications. The relevant section in Leon Brittan's letter of 10th June is to the effect that the new powers should be revenue-producing overall. I take this to mean that the Crown Prosecution Service will only pursue cases where fines from confiscation will more than cover public expenditure costs, including, I assume, those incurred by the courts and on civil and criminal legal aid for which I am responsible. In principle, this seems a reasonable approach, but Peter Rees will need to consider the mechanics for ensuring that there is no increase in public expenditure, since, under present arrangements, fines are not appropriated in aid of total expenditure. I cannot cover any new commitments from my existing resources; nor at the present time can I hazard a guess as to the additional amounts concerned. Although cases may, as Leon says, be few, they could be complex and costly. I therefore would have to ask, before final policy approval is given, for confirmation that additional resources would be allocated to me at the appropriate time.

I am sure these problems are not insuperable, but I do suggest that they require further consideration before proposals are finally approved.

I am copying this letter to the Prime Minister, members of H Committee, the Attorney General, and First Parliamentary Counsel.

Yrs :  


FROM: THE RT. HON. LORD ...  
OF ST. MARVLETON ...



NOTE FOR THE FILE

PRIME MINISTER'S VISIT TO CUSTOMS AND EXCISE: DRUGS

The letter from Rachel Lomax (10 June) suggests Heathrow as the right location for this visit. Hartley Booth, Detectives and Press Office are going tomorrow to see the operation, and will report back on the appropriate time, duration and, if appropriate, preferable days of the week. <sup>the visit.</sup> We can then pursue the detailed arrangements, and find a suitable date with Angus Fraser's Private Office. The Home Office have also given advice on combining this with a visit to see police work on drugs (Hugh Taylor's letter of 17 June). They do not think this could be easily combined with a visit to Heathrow. The best place for the visit would be New Scotland Yard. This, of course, could be arranged relatively easily.

BF || When Hartley Booth has reported, and a provisional date has been identified for both visits, we shall need to put a submission up to the Prime Minister.

MVA

Mark Addison  
18 June 1985





cc HB

DEPARTMENT OF HEALTH AND SOCIAL SECURITY  
Alexander Fleming House, Elephant & Castle, London SE1 6BY  
Telephone 01-407 5522

From the Parliamentary Under Secretary of State for Health

Mark Addison Esq  
Prime Minister's Office  
10 Downing Street  
LONDON SW1

Prime Minister. (2)  
You were aware of DPM's intention to  
publish this report. But I think it will prove  
rather difficult to  
use the information  
it contains to put up the authorities who are  
jelling short. MHA 11/6

17 JUN 85

Dear Mark

SERVICES FOR DRUG MISUSERS

As you may know, John Patten proposes to publish shortly information provided by health authorities on the prevalence of drug misuse in their areas and their plans for tackling the problem.

Health authorities were asked in a circular issued in June of last year, to assess the prevalence of drug misuse in their areas, in consultation with other agencies, and to prepare a long-term strategy and fully developed plans to improve services for drug misusers. The enclosed report "Drug Misuse: Prevalance and Service Provision" is a summary of the information provided by health authorities in response to the circular.

As explained in Section II of the report, it is very difficult to obtain reliable information on the extent of drug misuse. Reliance has to be placed on various indicators, such as the number of misusers known to different agencies; and this sort of information has not always proved to be readily available. As a result the extent of information so far obtained has understandably been variable and there is no reason to expect that information will get much more accurate in the near future.

Specialist services for the treatment and rehabilitation of drug misusers have historically been concentrated in the South East of England. Although specialist treatment facilities and rehabilitation houses have in recent years been set up in other parts of the country - often as a result of central funding - there are still areas without any specialist services. Even where there are specialist facilities, these are often under great pressure. In areas without specialist facilities, services are dependent on the willingness of general practitioners, general psychiatrists and other staff to see drug misusers.

Most health authorities have taken action to set up multi-agency Drug Advisory Committees, as recommended by the Advisory Council on the Misuse of Drugs, and my Minister intends that such a committee should be set up for every Region and District by the end of this year. Health authorities are at varying stages in the preparation and implementation of plans to expand services, but, in general, progress is being made in the development of plans for improvements to health education, advisory and counselling services and treatment and rehabilitation facilities.



E.R.

Mr Patten proposes to announce the publication of the report on Wednesday 19 June in an arranged Parliamentary Question and to issue a press notice and a circular to health authorities asking them to continue to take urgent and early action to develop services. Copies of these are also enclosed.

I am copying this letter and enclosures to the private secretaries of Mr Mellor at the Home Office and Mr Dunn at DES.

Yours ever

Jane

JANE MCKESSACK



To ask the Secretary of State for Social Services when he will publish the results of the review of services for drug misusers, and if he will make a statement.

The report, entitled "Drug Misuse: Prevalence and Service Provision" has been published today. It contains information provided by health authorities and other agencies on the prevalence of drug misuse and on plans for improving services for drug misusers. The work carried out by health authorities indicates that they share the Government's concern that urgent action should be taken in this field. The Government is grateful to health authorities and other agencies for the effort they have devoted to seeking information on the prevalence of drug misuse and formulating plans for improving services.

However, good services whether in the statutory or voluntary sector can never be the whole answer to the problem. The Government will continue to do all it can to restrict the quantities of illegal drugs coming into the country and their distribution here and to make provision for those in need of help. But it is ultimately up to the community as a whole to help with quelling this evil, helping those who are addicted or might be tempted to experiment.

For its part, the Government considers that the development of services for drug misusers must remain a high priority for the foreseeable future and I shall continue to monitor their development, through Regional Health Authorities. Ministers will be writing to Regional Health Authorities individually to comment on the progress they have made and to encourage appropriate further action. They intend that there should be multi-agency drug advisory committees for every Region and District by the end of 1985.



DRUG MISUSE REPORT PUBLISHED:  
MINISTERS URGE ACTION BY THE END OF THE YEAR

John Patten, Parliamentary Secretary for Health, today announced the publication of the results of a nationwide review of services for drug misuse.

In a written answer to a Parliamentary Question from Mr Alan Haselhurst MP for Saffron Walden Mr Patten said: "The report, entitled "Drug Misuse: Prevalence and Service Provision" has been published today. It contains information provided by health authorities and other agencies on the prevalence of drug misuse and on plans for improving services for drug misusers. The work carried out by health authorities indicates that they share the Government's concern that urgent action should be taken in this field. The Government is grateful to health authorities and other agencies for the effort they have devoted to seeking information on the prevalence of drug misuse and formulating plans for improving services.

"However, good services whether in the statutory or voluntary sector can never be the whole answer to the problem. The Government will continue to do all it can to restrict the quantities of illegal drugs coming into the country and their distribution here and to make provision for those in need of help. But it is ultimately up to the community as a whole to help with quelling this evil, helping those who are addicted or might be tempted to experiment.

"For its part, the Government considers that the development of services for drug misusers must remain a high priority for the foreseeable future and I shall continue to monitor their development, through Regional Health Authorities.



Ministers will be writing to Regional Health Authorities individually to comment on the progress they have made and to encourage appropriate further action. They intend that there should be multi-agency drug advisory committees for every Region and District by the end of 1985.





DEPARTMENT OF HEALTH AND SOCIAL SECURITY

To: Regional Health Authorities )  
District Health Authorities )  
Special Health Authorities for the London ) for action  
Postgraduate Teaching Hospitals )

Family Practitioner Committees )  
Community Health Councils )  
Metropolitan County Councils )  
Non-Metropolitan County Councils )  
Metropolitan District Councils )  
London Borough Councils ) for information  
Greater London Council )  
Common Council of the City of London )  
Council of the Isles of Scilly )  
Directors of Social Services )

June 1985

HEALTH SERVICES DEVELOPMENT  
SERVICES FOR DRUG MISUSERS

SUMMARY

This Notice encloses copies of a report on 'Drug Misuse: Prevalence and Service Provision' and asks authorities to continue to give high priority to services for drug misusers.

1. Circular HC(84)14/LAC(84)12 of June 1984 asked health authorities to take early action to improve services for drug misusers. In particular, health authorities were required to
  - a. assess the prevalence of drug misuse in consultation with local authorities, voluntary organisations with an interest, the police and the probation service;
  - b. send in interim report to the DHSS by 22 December 1984 on the scale of the problem and their plans for tackling it; and
  - c. include fully developed proposals in their short-term programmes for 1985-87 and in their strategic plans for 1985-94.

The enclosed report contains a summary of the information obtained by health authorities and their plans for improving services for drug misusers.

2. Ministers appreciate that health authorities share their concern that urgent action should be taken in this field, and they are most grateful for the effort which has been devoted to seeking information on the prevalence of drug misuse and to formulating plans to improve services. They understand that authorities are continuing to review the prevalence of drug misuse, to set up machinery for collaboration with other service providers, to implement plans for improvements in services and to formulate a long-term strategy for the development of services for drug misusers.
3. Ministers consider that, as stressed in the report (section II, paragraph 21), the development of services for drug misusers must remain a high priority for the foreseeable future.

ACTION

4. Health authorities are asked to continue to take urgent and early action to develop services for drug misusers.

From:

Community Services Division 2B  
Alexander Fleming House  
Elephant and Castle  
London SE1 6BY

Tel. 01-407 5522 Ext. 7266

DAC 38



**CONFIDENTIAL**

HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

17 June 1985



CF.  
Drgs file pl.  
MEA 17/6

Dear Mark,

As you know we received copies of your exchange of correspondence with Rachel Lomax at Treasury about the Prime Minister's wish to see the work of HM Customs on drugs and you have since been in touch seeking advice on a similar visit to the police.

The police would clearly welcome the opportunity of arranging such a visit for the Prime Minister. From our initial discussions with them, we feel that it is not however realistic for both visits to be fitted in on the same morning. We should therefore suggest that the Prime Minister may care to follow up her visit to Heathrow, where the emphasis will clearly be on preventing illegal importation, by, say, a morning visit to New Scotland Yard, where the police would propose to put on a presentation about their intelligence and investigative work in the United Kingdom and their links with Customs' activity. Although the Prime Minister's visit would not go outside New Scotland Yard, the police would ensure that the full national picture was presented to her (you may be aware that the Central Drugs Intelligence Unit (CDIU) which serves the whole of the United Kingdom has its offices at New Scotland Yard). Senior officers of the Metropolitan Police, together with the heads of the Metropolitan Police Central Drug Squad and CDIU would be present for the visit but we could additionally arrange for Home Office representation if the Prime Minister wished.

Many of the same sensitivities about press coverage apply to this as to the Customs' visit but we could make appropriate handling arrangements once details have been worked out.

I am copying this letter to Rachel Lomax.

Yours sincerely  
Hugh Taylor

H H TAYLOR

Mark Addison, Esq

**CONFIDENTIAL**



HO are pending advice,  
hopefully for wife box. PL dt 14/6



MEA 12/6

10 DOWNING STREET

Robin Butler

Mark Addison

I agree

RB

11.6.

We now have the go ahead

from CoE Exine - see

Rechel Loman letter attached  
(10/6)

It may be possible to continue  
an early morning visit with  
a visit to see the police

expecting reality, and certifying  
the whole thing to half a day.

If you agree, I will speak  
to HO accordingly & submit  
the proposal to the PM.

MBT 11/6





10 DOWNING STREET

11 June 1985

From the Private Secretary

Dear Hyl

CONFISCATION OF THE PROFITS OF DRUG TRAFFICKING

The Prime Minister has seen the Home Secretary's letter of 10 June to the Lord President. She also discussed the matter briefly with the Lord Privy Seal and the Chief Whip yesterday.

She is inclined to the view that the legislation to introduce forfeiture of the profits of drug trafficking should now be uncoupled from the football legislation to restrict alcohol at grounds in England and Wales. This would avoid any question of delaying the football legislation, and would ensure the proposals on forfeiture were fully and carefully considered.

I am sending copies of this letter to the Private Secretaries to members of H and L Committees, to the Secretaries of both Committees, Henry Steel (Law Officers' Department), Iain Jack (Lord Advocate's Office), Brian Shillito (First Parliamentary Counsel's Office) and Richard Hatfield (Cabinet Office).

Y O'Leary  
Mark Addison

MARK ADDISON

Hugh Taylor, Esq.,  
Home Office.

cc	LPO	DHSS	LAD	CAL
	WCO	DIM	M/S, FO (Rifkind)	Hickson (co)
	DES	CST	M/S, HO (Shaw)	Shillito (co)
	NIO	DOT	FST	Brearley (co)
	SO	PCO	Lord Denham	CWO
	WO	MWP	CO	WPSO
	DOE	WOD	watson (co)	

da



Office of the Parliamentary Counsel 36 Whitehall London SW1A 2AY

Telephone Direct line 01 273 5288, 3429 as from 13.6.85  
Switchboard 01 273 3000

Lord President of the Council  
Privy Council Office  
70 Whitehall  
SW1

11 June 1985

Dear Lord President

CONFISCATION OF PROFITS OF DRUG TRAFFICKING

In his letter to you of 10 June <sup>with Mark</sup> the Home Secretary expresses the hope that a Bill covering the profits of drug trafficking as well as football hooliganism could be drafted "by the end of next week" - that is, by Friday 21st June. This is simply not possible.

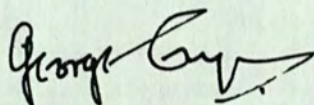
2. The proposed drugs provisions are both novel and complex, and will be difficult to get right. I understand that in the course of preparing drafting instructions a number of difficulties have been identified by the Home Office legal advisers, and that these are now under consideration by the Criminal Department. Drafting cannot begin until these questions are resolved and drafting instructions sent. This comes as no surprise to me, since it inevitably takes time to get to the bottom of novel proposals. In particular, the whole concept of "laundering" the proceeds of trafficking needs careful thought, and may have to cover transactions in parts of the United Kingdom other than England and Wales. Difficult questions of Scottish law might then arise.



3. The aim - a tall order - is to get a Bill dealing with hooliganism to Legislation Committee in the week beginning with the 24th June. Even if a second draftsman is brought in to work in parallel on the drugs provisions, there is no possibility of those provisions being ready for Legislation Committee before the beginning of next month - and until firm drafting instructions are received it is impossible to say how long the preparation of those provisions might take. It is thus plainly impossible for the drugs provisions to be included in the hooliganism Bill without delaying the latter.

I am sending copies of this letter to the Prime Minister, the Home Secretary and the members and Secretary of L Committee.

Yours sincerely

A handwritten signature in cursive script, appearing to read "George Engle". The signature is written in dark ink and is positioned above the typed name.

GEORGE ENGLE



010

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H. M. CUSTOMS AND EXCISE  
CUSTOM HOUSE, HEATHROW AIRPORT LONDON  
HOUNSLOW, MIDDLESEX  
01-750-1504

H Booth Esq  
Prime Ministers Office  
No. 10 Downing Street  
London SW1

CF

Plan with papers on  
public drugs visit to  
CAE advice. I think it  
is to be by tomorrow.  
MLP 13/8

10 June 1985

With reference to our telephone conversation on Friday, I write to confirm that we will expect you at Heathrow at 0900 hours on 19 June. On the assumption that you will be coming by car I think it would be best on that day if you first come to my office in the Custom House, which is on the North Side of the airport just off the A4. A rough map is attached to guide you on your way. We will then use an official car, which has the necessary airside security clearance to conduct you around those aspects of our preventive control measures which we think would interest the Prime Minister. No doubt Mark Addison will contact me if these arrangements are in any way unsatisfactory.

As requested I have copied this letter to the Minister of State, Treasury and Mark Addison.

R CRAGGS  
Collector

CONFIDENTIAL





Treasury Chambers, Parliament Street, SW1P 3AG  
01-233 3000

Mark Addison  
No 10 Downing Street  
LONDON SW1

10 June 1985

*Dear Mark,*

*See A1*  
Thank you for your letter of 28 May in which you mentioned the Prime Minister's wish to see some aspects of Customs operations to prevent the illegal importation of drugs.

Although we note that the Prime Minister's visit need not be restricted to London, the fact is that Heathrow is far and away the best location to see the main range of Customs operations in this field within a shortish space of time.

The Collector London Airports and his staff would do much of the presentation, but the Chairman of HM Customs and Excise, Mr Angus Fraser, would be happy to accompany the Prime Minister during this visit. Perhaps suitable dates could be arranged in consultation with his Private Office.

The best time for the Prime Minister's visit would be fairly early in the morning when the flow of passenger traffic is at its peak. This would give her a good impression of the scale and nature of the control problem with which the Customs have to cope.

Some of the activities which the Prime Minister would be seeing are rather sensitive, so it would be very desirable to limit the press and photographic coverage to a single session. Perhaps this could be discussed between your Press Office and that of HM Customs and Excise when details of the visit have been finalised.

I am copying this to Hugh Taylor (Home Office).

*Yours ever  
Rachel*

RACHEL LOMAX  
Principal Private Secretary





CEFB  
QUEEN ANNE'S GATE LONDON SW1H 9AT

10 June 1985

*Dear Sir,*

#### CONFISCATION OF THE PROFITS OF DRUG TRAFFICKING

The Government has, of course, announced its intention of introducing legislation for enactment this session to deal with some aspects of the problem of football hooliganism in England and Wales. Following a discussion which David Mellor and I had with the Prime Minister last week, we would like to take the opportunity to include in that legislation measures dealing with another urgent problem, that of drug trafficking. I am therefore writing to seek colleagues' agreement to the inclusion in the forthcoming Bill of provisions enabling the courts in England and Wales to confiscate the proceeds of drug trafficking, and making it an offence knowingly to receive such proceeds. I should also be grateful if the Lord Privy Seal could give drafting authority for this purpose.

I fully appreciate that this is an exceptional course to propose, and that it would be quite impossible to proceed unless the Opposition agree with the two proposals and their inclusion in the football hooliganism Bill. I believe that it is worth at least trying to secure such agreement. We lose nothing if we fail, and may even secure a tactical advantage. I also realise that we must do nothing to delay the football legislation, and I do not believe that what I am now proposing will do so. I would propose, in consultation with the business managers, that the Opposition should be approached immediately if these proposals are agreed within Government.

#### The need for urgent action

The Minister for Health (in 1984) and I (in 1983) have given Party Conference commitments to legislation during this Parliament for the confiscation of the proceeds of crime, with special reference to drug trafficking. The eventual aim must be to introduce powers of confiscation which would be applicable to all profitable crime but, given the pressure on the legislative timetable, and also on the courts, that may not be feasible in the immediate future. Such provisions would best form part of a wider Criminal Justice Bill, but there is now no prospect of that until 1986-87. I believe it to be vital to our strategy for containing the drugs problem that legislation dealing specifically with the enormous profits made from drug trafficking should be introduced well before then. Pressure for urgent action on such profits is growing, as was shown in the debate on Keith Raffan's Bill to increase the maximum penalty for trafficking in class A drugs and, as you know, the Home Affairs Committee in its recent interim report on the misuse of hard drugs called unanimously for legislation. Given the pressure on next session's programme, the alternative to including the necessary provisions in the forthcoming Bill would be to prepare a separate Bill in the hope that a suitable and willing Private Member would emerge near the top of the ballot to take it up next Session, but this seems to me to leave too much to chance.

/I believe

The Rt Hon Viscount Whitelaw, CH, MC



I believe that we should not lose the opportunity offered by the forthcoming football Bill for immediate Government action. We could, I believe, have a useful and practicable package which would enact a scheme making the confiscation of the proceeds of drug trafficking possible. This could then be supplemented in a later session.

#### Proposals for legislation

I believe that the aim of depriving drug traffickers of their illegally acquired gains can be achieved most simply and effectively by building on the existing power of the Crown Court to fine without limit. This power would be backed by new provisions enabling the courts to seize and dispose of any assets held by the offender in order to secure immediate payment in full of any fine imposed.

In outline, the measures I would like to include in the forthcoming legislation are as follows:

1. The creation of a new offence of acquiring, possessing, using or laundering the proceeds of drug trafficking, while knowing or believing that such proceeds derived from drug trafficking, wherever in the world such trafficking occurred. This is a proposal which has been discussed in the United Nations and the Pompidou Group and has a very wide measure of support. There is advantage in keeping our legislation in line with action being contemplated in other countries. In my view, the courts should have substantial penalties available to deal with this type of offence, and I therefore propose *Too high.* a maximum of 14 years' imprisonment, which would be the same as for handling stolen goods. There would be no limit on the fines which could be imposed.
2. A provision requiring the Crown Court to consider, in all cases where an offender had been convicted of trafficking, attempting or conspiring to traffic, or acquiring, possessing, using or laundering the proceeds of trafficking, the amount of the gain made by the offender and to impose a fine which takes account of such gain in addition to whatever term of imprisonment the offences would justify.
3. A provision enabling the Crown Court, in assessing what profit the offender had made, to draw inferences from his apparent means, subject to his having the opportunity to show that the assets did not represent the proceeds of drug trafficking.
4. Power for the courts to confiscate and, if necessary, dispose of the offender's assets to secure immediate payment of the fine in full, without waiting to see whether he defaulted.
5. An enabling provision whereby Supreme Court Rules could empower a High Court judge on application from the prosecution, to freeze an offender's assets from his arrest (or just before) until the end of the trial, to prevent him putting them beyond the reach of the courts.



6. Provision for the High Court's power to order pre-trial restraint, and the Crown Court's to order confiscation, to extend to assets which had been in the hands of the offender but which had since been passed to a third party otherwise than 'for value'. In all such cases, both the offender and the third party would be given opportunities to demonstrate that 'value' had been given.
7. An enabling power to provide by statutory instrument for fines, confiscation orders or equivalent orders imposed by courts outside England and Wales to be enforced by English and Welsh courts. (Our intention would be to secure bilateral agreements on mutual enforcement wherever possible.)
8. An increase in the terms of imprisonment which the Crown Court may order to be served in default of very large fines, and provision for such terms to be served consecutively to the 'main' prison sentence, except where that sentence is of life imprisonment. At present, the statutory maximum term of imprisonment for default in England and Wales is 12 months. In view of the very large fines likely to be imposed for drug trafficking offences, I believe that this maximum should be raised substantially, and proposed a sliding scale should be introduced leading to a maximum of 3 years for sums in excess of £100,000, and 5 years for sums in excess of £250,000.

... The proposed operation of these powers is set out in more detail in the attached annex.

Given the particularly evil nature of drug trafficking, and the skill which its perpetrators have shown in covering their tracks, I believe such powers to be essential if we are to prevent traffickers from retaining access to the greater part of their ill-gotten gains, and I also believe that they are likely to be generally acceptable.

#### Resource implications

While the primary object of the proposals is to assist in the suppression of drug trafficking by eliminating the profits there from in as many cases as possible, the secondary object is to collect as much money as possible from offenders who have the means to pay it. The new powers should therefore be revenue-producing overall, and I envisage that the scheme will operate on that basis. The provisions as to fines may produce a slight increase in the work of the Crown Court and of the prosecution and defence, but this is unlikely to be measurable. The main resource problem arises in relation to pre-trial restraint which will be new work for the High Court. In particular, it will be necessary to ensure when the proposed Rules are made that the 'new' money which it produces is not inadvertently dissipated in prosecution costs, legal aid costs, administrative expenses, etc. Pre-trial restraint will, however, be optional so far as the prosecution is concerned, and the introduction of the Crown Prosecution Service provides a means of issuing central guidance as to the factors including financial factors to be taken into account before an application is made. The number of cases in which the procedures fall to be used will be small, probably of the order of 100 per year. I am not seeking additional resources for the police or other enforcement agencies for investigative work leading to restraint or confiscation.

/Conclusion



Conclusion

I believe that measures on the lines I have described are vital in the battle against drug misuse, and that it will be very much better for the Government to introduce them now than to leave matters to chance in the Private Member's ballot. Subject to colleagues on H agreeing the policy, I propose to seek to introduce the measures as part of the forthcoming Bill. In view of the tight timescale, I am afraid I must ask for policy clearance and drafting authority by the end of this week.

If colleagues agree, I would hope that the Bill as a whole could be drafted by the end of next week. I also hope that Legislation Committee would then be willing to consider the draft Bill on 26 June, with a view to immediate introduction if, and only if, Opposition agreement can be secured for its passage before Parliament rises for the Summer Recess.

I am sending copies of this letter to the Prime Minister, members and Secretaries of both Committees, the Attorney General, the Lord Advocate, and to First Parliamentary Counsel.

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can



## PROPOSALS FOR LEGISLATION

### Creation of a new offence

1. The proposed offence would consist in possessing the proceeds of drug trafficking, or in undertaking (or assisting in) the retention, removal, disposal or realisation of such proceeds by or for the benefit of another person, or arranging to do so, provided that the person receiving etc knew or believed that they were the proceeds of drug trafficking. (Receiving, retention etc are concepts already established as elements in the offence of handling stolen goods.) Proceeds would include all forms of property - money, goods, land and buildings, securities, and any rights in such property, and (as under the law on handling stolen goods) would also include property representing or derived from such proceeds. Trafficking would include unlawful production, unlawful supply, unlawful importation and unlawful exportation.

2. The proposed offence would also extend to activities in this country relating to proceeds located in other countries and to drug trafficking in other countries. In this context drug trafficking would be defined by reference to international conventions to which the United Kingdom is a party (of sections 20 and 36(1) of the Misuse of Drugs Act 1971).

3. The maximum penalties proposed would be an unlimited fine and 14 years' imprisonment.

### Pre-trial restraint

4. The first step available in the confiscation procedure, would be a pre-trial restraint order, freezing assets which might otherwise be put beyond the reach of the court. The procedure would follow closely the existing civil procedures for Mareva injunctions.

5. The order would be granted ex parte by a High Court judge on application from the prosecution, who would have to show reasonable cause to suspect that an offence of trafficking in drugs, conspiring or attempting to traffic in drugs or handling proceeds of drug trafficking, had been committed by the person against whom the order was sought. Orders would normally be granted at or just before the time of arrest, and might apply either to particular assets - where it was not necessary to freeze the whole of an offender's



property to ensure that sufficient use was available to meet any fine or compensation order likely to be imposed for the purpose of confiscating profits - or to the offender's assets generally. In cases where the whole of the offender's property was frozen, it would be open to the High Court to direct, either at the time of granting the order or subsequent on application, that an amount should be released to meet reasonable living and defence expenses. Where necessary - for example where there was a business to be run - a receiver would be appointed to administer the frozen assets.

6. Banks and others thought to hold the assets would be notified of the order, and anyone who knowingly undertook or assisted with the disposal or restrained assets would be guilty of contempt of court.

7. Pre-trial restraint orders would also be available in respect of assets which had been passed by the offender to a third party and which were liable to confiscation (see para 11 below). The order could be sought at the same time as the order restraining the offender's assets or, if the third party's involvement emerged later, at any time up to the end of the trial.

8. The restraint orders would be rescinded once any confiscation orders imposed by the court of trial had been met.

#### General confiscation procedures

9. In the light of evidence given during the trial or following conviction about the amount gained by the offender as the result of his illegal dealings the judge, without being required to make any detailed calculation, would set the fine so as to confiscate the whole of the offender's profits or, where that did not seem possible, all that remained. The Bill would enable the judge, in assessing the likely level of profit, to draw inferences from the extent of the offender's assets, provided that the offender was given an opportunity to show that he had acquired those assets by means other than drugs offences.



10. If necessary, once any appeal procedures were completed, an offender's goods could be disposed of (by an appropriate officer appointed by the court) to meet the fine. It would not be necessary to prove that particular assets represented the proceeds of crime nor would confiscation be confined to assets which had been subject to pre-trial restraint. Any assets in the offender's possession would be liable to confiscation.

11. Where the court had reason to believe that assets which had been in the offender's hands had been transferred to a third party without value being given in return, the court could order the confiscation of the property from the third party. If it had been sold by a third party for value, then other assets to that amount could be confiscated from the third party concerned.

12. It would be open to the offender or the third party, before the making of a confiscation order, to seek to prove that the suspect transaction between them had in fact been for value; and where it was not practicable for the third party to present his case before the confiscation order was made, it would be open to him to apply to the sentencing court during the following six months to challenge the order on similar grounds. The standard of proof required either from the offender or the third party that the transaction had been for value would be that required in civil proceedings generally, ie the balance of probabilities. Legal aid would need to be available in appropriate cases to those wishing to challenge confiscation orders made by the court.

#### Other aspects of the legislation

##### International dimension

13. The Secretary of State would be empowered to provide by statutory instrument for fines, confiscation orders and similar *orders imposed* by courts outside England and Wales to be enforced by English and Welsh courts. This power would be used in implementing agreements with other countries on mutual assistance in recovering the proceeds of crime, which would be essential to gain access to assets salted away overseas.

##### Imprisonment in default

14. Where an offender received a prison sentence and a fine intended to



deprive him of the profits he had made, the Crown Court would have power to order an appropriate sentence of imprisonment to be served consecutively to the original sentence (other than where that was life imprisonment) in case of default. The present maximum period of imprisonment for default in England and Wales - 12 months for any sum exceeding £5000 - would be increased as follows:

<u>Sum in default</u>	<u>Maximum prison term</u>
£5,000 ≤ £20,000	12 months
£20,000 ≤ £50,000	18 months
£50,000 ≤ £100,000	2 years
£100,000 ≤ £250,000	3 years
£250,000 ≤	5 years



HOME AFFAIRS : Drugs : PE 2.



PRIME MINISTER

CONFISCATION OF THE PROFITS OF DRUG TRAFFICKING

The attached letter from the Home Secretary sets out his proposals for introducing forfeiture legislation which was of course discussed at the Drugs meeting last Tuesday. You will recall that it was agreed that the Home Secretary should see if the forfeiture legislation on drugs could be linked with the proposed legislation to restrict alcohol at football grounds.

The attached letter sets out the way in which the Home Secretary proposes to translate the idea of forfeiture into legislation. The approach he has adopted seems sensible, and the Policy Unit are content with it in general terms. They are, however, concerned that the Courts should be encouraged to link more closely the fine imposed with the assets possessed by the drug barons. Hartley Booth believes there should be a presumption that the fine would equal the "drug related assets" which the existing proposals would already require the Courts to assess.

The key consideration so far as timing, and legislative vehicle, are concerned seems to be that the football legislation on alcohol should not be delayed. This is where the political imperative seems strongest, where there are unlikely to be difficulties with the Opposition, and where the legislation is already well tried. The proposed legislation on forfeiture may well prove more controversial and certainly involves a significant change in the criminal law. It may well be, therefore, that proceeding with the legislation on alcohol and on forfeiture together will not prove to be possible.

There are at this stage two options:

- (i) Agree that the Home Secretary should do his best to develop both sets of proposals together, but that if



there is any risk of the legislation on alcohol being delayed as a result, the two should be uncoupled;  
or

- (ii) agree at this stage to uncouple them, to avoid unnecessary complications and to enable ~~its detailed~~ *the forfeiture* provisions to be looked at more carefully.

Which would you prefer?

Mark Addison

MARK ADDISON

10 June 1985

I spoke to the EPS  
and think this is better,  
I think that the  
legislation will have  
to be uncoupled now.

mb



MR BOOTH

DRUGS

Thank you for your note of 5 June.

On the WHO Conference, if the suggestion is that the Prime Minister should lead this office, we shall need a proposal from DHSS/FCO. It won't surprise you to know that March is going to be a difficult month.

On the visit to Customs and Excise, to look at their drugs operation, I should prefer that any briefing visit by you should await the response to our letter to the Treasury. Presumably we are expecting a response from Mr Hayhoe, supporting the idea of a visit and suggesting Heathrow, shortly.

As you know, we have no objections to your visiting a drugs squad on a familiarisation visit in the near future. I am glad you are keeping your lines clear with the Home Office Private Office. We shall need to pursue the possibility of the Prime Minister seeing police work on drugs at first hand, in whatever way seems appropriate, when we get the go-ahead from Customs and Excise.

MARK ADDISON

6 June 1985



CONFIDENTIAL



FILE

SUBJECT  
cc MASTER

JD3ABK

bc HB

10 DOWNING STREET

5 June, 1985.

*From the Private Secretary*

Dee High

Drugs Misuse

The Prime Minister yesterday held a meeting with the Lord President of the Council, Home Secretary, Foreign and Commonwealth Secretary, Secretary of State for Education and Science, Chief Secretary, Minister of State (Treasury), Minister for Health, Mr. David Mellor, Mr. John Patten, Mr. John McKay and Mr. Wyn Roberts. Mr. Hartley Booth and Mr. Chris Brearley were also present.

The Prime Minister opened the meeting by stressing the priority which now needed to be attached to tackling the problem of drug misuse. The meeting gave an opportunity to consider the proposals now under discussion within the working group chaired by David Mellor.

On developing proposals to permit the forfeiture of assets of convicted drug traffickers, the Home Secretary reported that good progress was being made with the preparation of legislation. It might be possible to include the necessary provisions in the legislation now being drawn up for this session to control the sale and possession of alcohol at football matches in England and Wales. The Home Secretary would explore with the Opposition whether this would be acceptable to them. If legislation on forfeiture could not be introduced this session, other vehicles would need to be considered for the following session.

The Home Secretary, referring to the note he had circulated for the meeting, said that the work of the Mellor group had shown that Departments were approaching the problem vigorously, and were not being hide-bound about Departmental divisions. The expenditure which might be involved in implementing the proposals in the annexes to his note might amount to some £15 million. On those proposals covering his own area of responsibility he indicated that a priority was to ensure full cooperation between police and Customs. This had not in the past always matched the need for all concerned to work together to fight the scourge of drug abuse. The police and Customs had now agreed that a

CONFIDENTIAL

dg



joint steering committee, under Home Office chairmanship, should be set up. This represented a big advance.

The Home Secretary believed that an extra 240 officers in the Regional Crime Squads (RCS) would be an effective way of improving the investigation of drugs-related crime. He was anxious that as far as possible these extra posts should be found from within existing resources. But his powers were limited. Even if the police were persuaded, the local authorities, particularly those faced with abolition, could frustrate this kind of redeployment. Some extra resources would probably be required. It was agreed that the local authorities' position strengthened the case for this, but it was important to ensure that as much pressure as possible was brought to bear on the authorities concerned, and on the police, to encourage them to devote to drugs the resources which the problem demanded. The strengthening of the Central Drugs Intelligence Unit would be valuable in backing up the expansion of the RCS.

Mr. Hayhoe reported that much had been learned from the experience of posting a senior Customs officer to Karachi. Customs wished to extend the arrangement to other countries, including those in Latin America, the Caribbean, Cyprus and India. It was also intended to develop home-based teams to detect heroin and cocaine. The agreed aim was to bring in 50 extra officers over the remainder of the year. This would build on the 100 extra posts announced by Mr. Clarke at last year's Party Conference. The 50 posts had been agreed and were being funded from within existing cash resources this year. For the future, the Prime Minister said that the deployment of staff within the resources of Customs and Excise as a whole should reflect the heightened priority to be accorded to tackling drugs misuse.

The Foreign Secretary said that the international dimension of the drugs problem required close Foreign Office involvement in the discussions on drugs, and he noted the need to establish the scale of resources required. He was particularly concerned about drug traffic through, and originating within, the Caribbean. Our Posts in those countries, as elsewhere throughout the world, were well aware of the importance they needed to attach to drugs intelligence. Officials were working on arrangements in the British Dependencies in the Caribbean to overcome the banking secrecy which helped drugs dealers to launder their returns.

The Prime Minister stressed the importance of drugs work being high on the list of priorities within the Diplomatic Service. Crop substitution was an area which needed careful attention. She also noted that military aircraft might be used to furnish reconnaissance reports, e.g., in Belize. She was concerned that the armed services should be aware of the importance of tackling the problem, and should help where they could. The MOD should be involved in discussions within the working group. Mr. Mellor said that he would pursue this.



Mr. Clarke said that even the soundest experts could not all agree on the best method of treatment for drug misusers, but the experts within DHSS were now having an impact on changing attitudes outside so that the medical profession was taking the problem of drugs abuse more seriously. The health authorities, in particular, were giving it more priority, though the position here was still patchy. DHSS were looking carefully at the plans the health authorities were submitting on developing their work on drugs. A summary of the information they provided would be published shortly. Ministers could use this to encourage the least cooperative authorities to catch up with the rest. DHSS already made substantial sums available in the field of rehabilitation, mostly to voluntary bodies. They were proposing to allocate an extra £5 million in each of the next three years.

The Prime Minister noted her concern about the increasing abuse of tranquillisers. Mr. Clarke said he thought the introduction of the selected list should be a real help in discouraging GPs from over-prescription. The publicity campaign currently under way had heroin as its major focus. Future campaigns could direct attention onto other drugs too.

The Secretary of State for Education and Science said that special grants of £2 million a year for the next two years were being made available to enable local education authorities to appoint people to coordinate action aimed at the prevention of drugs misuse. This was being achieved within existing resources. The Prime Minister stressed the need to ensure that proper training was given to those individuals. Sir Keith and Mr. Patten should consider this together.

Concluding the discussion, the Prime Minister noted that it had been agreed that tackling the problem of drug abuse should have a heightened priority within all the Departments concerned as far as possible within existing resources. Much was already being done through the working group, which would be reporting to H Committee in July, and through the initiatives already being taken by Departments. It was highly desirable that the legislation on forfeiture should be put in place as soon as possible. The public would not understand if the Government failed to accord the drugs problem the importance it deserved.

I am sending copies of this letter to Janet Lewis-Jones (Lord President's Office), Len Appleyard (Foreign and Commonwealth Office), Elizabeth Hodgkinson (Department of Education and Science), Richard Mottram (Ministry of Defence), John Graham (Scottish Office), Colin Williams (Welsh Office), Steve Godber (DHSS), Alison Smith (Lord Privy Seal's Office), Richard Broadbent (Chief Secretary's Office), Murdo Maclean (Chief Whip's Office), Mike Norgrove (Minister of State, Treasury), Sarah Bateman (Minister of State, DHSS), Jane McKessack (Mr. Patten's Office, DHSS), Ken Sutton (Mr. Mellor's Office, Home Office), Miss Teale (Mr. MacKay's Office, Scottish Office), Mr. Morris (Mr.



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Roberts' Office, Welsh Office), and to Richard Hatfield and  
Chris Brearley (Cabinet Office).

*Yev*

*Mark Addison*

(Mark Addison)

Hugh Taylor, Esq.,  
Home Office.

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MR ADDISON

5 June 1985

DRUGS - FOR YOUR INFORMATION

1. John Patten's office are eager to put on record that the WHO have sparked and are leading an initiative in which Britain is to host a major international conference next March in London.

2. Mr Godfrey, the Deputy Secretary at Customs investigation, has invited me to check out and brief on operations. Barney Hayhoe confirms Heathrow will be the place for a visit. Jean Caines usefully pointed out last time on Suffolk House that it would be helpful if we went together prior to any Prime Ministerial visit on other occasions. I suggest, as Heathrow is easy to reach, that I make an initial visit and go again with Press if necessary.

3. Chief Constable Ron Broome (Chairman of the Chief Constables' Committee on Drugs) would be happy for me to join a drug squad in Bristol. I propose a visit in the next fortnight. The Chief of the Metropolitan Police Drugs Squad confirms that a visit to an operational drugs squad is totally unsuitable for any Minister, but it is possible for them to prepare a "presentation" - samples of drugs, forensic exhibits etc. I am keeping the HO Private Office informed of this direct contact. In both cases the police are content to speak, etc. Mr Broome

*If the report is to be made is to lead us shall need a proposal for NP/FG*

*I should prefer that any briefing visit meeting should await the response to our letter to Ch/Bach.*

*We shall need to make a decision of a visit to see who will be the go ahead.*



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invited me and the Drugs Squad Chief Inspector telephoned me yesterday.

4. The Ministerial Drugs Meeting will be at 10.30 am today. I will inform you of any relevant decisions.

*Hm.*

HARTLEY BOOTH

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Prime Minister

PRIME MINISTER

I suggest you conduct this meeting by working through Annex A-G of the Home Secretary's minute (at flag A), which set out the proposals under the relevant headings. The Policy Unit brief (Flag C) is arranged in the same order.

MEETING ON DRUGS MISUSE: TUESDAY, 4 JUNE

FEBB

4.6.

Tomorrow's meeting follows up your discussion on 9 May with the Home Secretary, David Mellor and John Patten. You asked that this second meeting should involve Cabinet Ministers, with Junior Ministers where appropriate. Apart from Mr. Mellor and Mr. Patten, Mr. Hayhoe is also coming because of his responsibilities for Customs and Excise. Wyn Roberts is standing in for the Welsh Secretary who is winding up in the Opposition Supply Day Debate. Mr. McKay is standing in for Mr. Younger, who will be flying to Scotland to meet Zhao Ziyang in Edinburgh.

The attached briefing consists of:-

- Flag A      The Home Secretary's note drawn up for this meeting. Attached to it is a run-down of proposals under consideration within David Mellor's Working Group.
- Flag B      The Home Secretary's note for the earlier May meeting.
- Flag C      The Policy Unit's comments on the proposals being considered in the Mellor Group.

You may also wish to have available:-

- Flag D      The Hansard from Questions on 23 May when legislation on forfeiture was raised twice.
- Flag E      The paper which has just arrived from Mr. Arberry and Dr. Mack, as promised during your visit to Suffolk House (I shall commission a draft reply from DHSS).

/Flag F



Flag F        A note of the main points raised in the discussion at Suffolk House last week. Something you particularly remarked upon was the complaint that Magistrates were sometimes ill-informed about the facilities in their locality to which drug users could be referred.

Flag G        The recent Home Affairs Committee Report on drugs misuse.

The meeting provides an opportunity for you

- (i) to make clear your personal commitment to tackling the drugs problem vigorously;
- (ii) to indicate your views about the direction in which the Working Group is going and to discuss this with Cabinet colleagues before the Working Group reports to H in July;
- (iii) to raise for discussion other matters not currently under discussion within the Working Group including forfeiture. The Home Secretary's note indicates that he stands ready to explain where matters now stand. You will wish to discuss timing, and the appropriate legislative vehicle;
- (iv) addiction to tranquilisers and sedatives (see page 4 of Hartley Booth's minute);
- (v) perhaps accommodation problems for addicts on the road to rehabilitation (something you discussed at Suffolk House).

/The resource



The resource implications of the proposals the Working Group is likely to come up with are indicated in the annexes to the Home Secretary's note at Flag A. At your earlier meeting you indicated that the key question here was one of priorities. The Government have a duty to ensure that the drugs issue is given the priority it deserves. This does not necessarily mean that more money is needed.

Mark Addison

MARK ADDISON

3 June 1985



DRUGS MEETING, TUESDAY 4 JUNE

The Home Office brief contains 7 sets of proposals. You can prompt much more action. What each Department or Authority proposes is summarised below.

Annex A: Customs

More staff posts, technical aids (electronic sensors of ascetic acid and heat images, X-ray equipment and urine testers) and more sniffer dogs.

We recommend that you welcome these proposals, not least the excellent sniffer dogs. Customs apprehend and seize 90% of all drugs taken, but this is probably only 15% of all the illicit drugs brought to this country. This leaves the police with a massive task. The Customs Annex fails to make the crucial concession that their computerised intelligence based on the CEDRIC Unit should be amalgamated with the police Intelligence Unit (the CDRU). The staff should be consulted about this proposal.

Annex B: Police

Increase the manpower of Regional Crime Squads, and strengthen the computerised Central Intelligence Unit. Police are particularly under strength in this area in London.

*Int. Liaison.*

*I understand that the one officer posted in Karachi has produced, in one year, intelligence leading to 31 arrests and the seizure of 105 kilos of heroin. Customs now want 7 more intelligence officers (1 more in Pakistan, 2 in South America, 2 in the Caribbean, 1 in India and 1 in Cyprus) plus back-up staff.*

*C*

*||*



We recommend that you support the proposal to strengthen the Intelligence Unit, which should be amalgamated with CEDRIC. Every effort should be made to ensure regular meetings and close liaison with Customs. Some increased manpower in London, through redeployment and making up to full establishment, is essential.

Annex C: NHS

A few more psychiatrists, increased residential rehabilitation, and daytime counselling. Reissue of informative literature.

We recommend that the greatest emphasis on the NHS work should be in pump-priming such places as the excellent Suffolk House, rather than brand new 100% public sector NHS clinics. This Annex fails to note that urgent research is being conducted into the viability of the total abstinence methods.

Annex D: Ministerial Group, DHSS and HO in the Lead

Continue the information and "propaganda" campaign, which is due to finish next year.

We recommend that a more conscious and vigorous exercise be undertaken to harness private concerned bodies. For example, the YMCA, which reaches 800,000 young people, has produced its own excellent video against drug abuse. Other



bodies - such as the Salvation Army and Narcotics Anonymous - could happily help with this campaign of information.

Annex E: DES

Mr Ulrich favours low-key proposals to co-ordinate in-service training, local information and booklets for teachers.

*but with special pop personalities*

We recommend that you strongly encourage DES to wage a more vigorous campaign on aversion therapy lines in schools.

Annex F: International Assistance, HO to administer (ODA not involved)

Projects proposed in drug producer countries in Latin America and UK dependent territories for crop substitution.

We recommend that £1.5 million sent to South America, where the cocaine industry is in the order of \$50 billion, is too small to achieve anything. However, if it brought co-operation and intelligence from the extensive United States drug enforcement network, it would be worthwhile. We consider it most important that you persuade HO and FCO that we need an Extradition Treaty with Pakistan. That country produces 90% of all heroin that comes to this country, and is harbouring a fugitive from British justice - a Mohammed Iqbal, one of Britain's biggest heroin dealers.



Annex G: Advisory Council on the Misuse of Drugs

Suggests better security for controlled drugs.

We recommend that you agree.

Other Essential Matters

1. Forfeiture legislation. We recommend that you make this Government legislation. I have spoken to the Lord President, who says "Please let the Prime Minister know that although there is no place in the Legislative Programme at the moment during the next Session, this measure is so important that I imagine we could find a place for it". The press in recent weeks all continue to give this proposal maximum publicity. Edward Gardner QC and John Wheeler report that there is strong back-bench feeling that this must be Government legislation, not a Private Member's Bill. It could be very short.
2. Tranquillisers and sedatives addiction. Although prescriptions for tranquillisers have fallen from 22.7 million in 1976 in England and Wales to 18 million in 1983, with a comparable fall in Scotland, it is conservatively estimated that there are half a million patients addicted to these drugs. In my straw poll of 2 dozen addicts, most had abused tranquillisers and sedatives. This is confirmed by experts. Addicts questioned admitted deceit in fooling GPs, and most



addicts mixed these pills with alcohol or illicit drugs.  
These drugs have a depressive effect.

We recommend that you take up the question of  
tranquillisers and sedatives with Norman Fowler.

*Hartley Booth*

HARTLEY BOOTH



PART 1 ends:-

Home Sec to Am 31/5/85

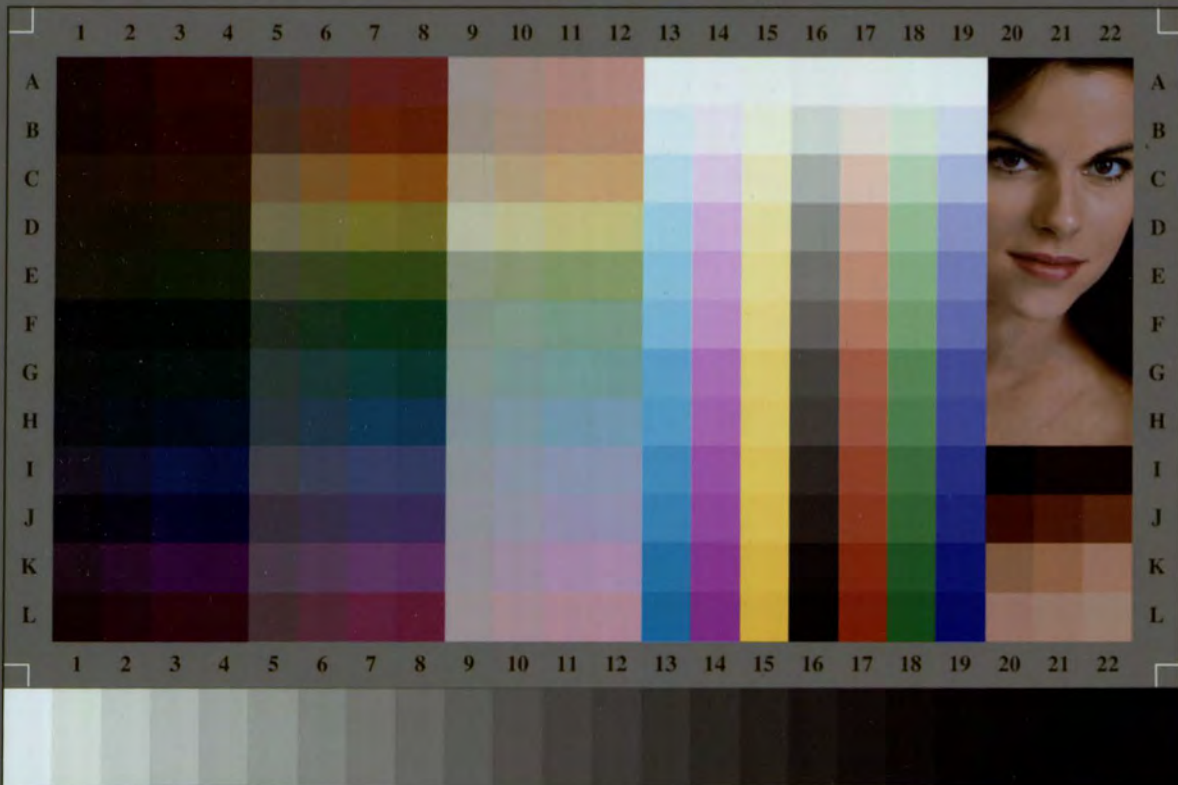
PART 2 begins:-

H Booth to Am 3/6/85



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