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Prime Minister

DRUGS: MEETING ON 4 JUNE

We are meeting on 4 June to discuss possible initiatives to step up the fight against drug trafficking and misuse.

I set out in my minute of 3 April our current strategy, the action which we have already taken and the further measures which the Ministerial Group on the Misuse of Drugs is now considering. As I noted in that minute, the Group is due to make a substantive report to H Committee in July. But, in order to assist our discussion on 4 June, the Departments concerned have produced notes (attached) which summarise the proposals currently under consideration, together with their financial and other implications. Although in some cases these proposals need further amplification before the report to H Committee, I believe that the attached notes provide a useful guide to Departments' thinking and could serve as an agenda for our meeting.

I should emphasise that the note does not constitute a package of agreed proposals for extra expenditure - although one or two have reached the stage of firm PES bids. Its intention is to set out the sort of action which would be needed to make some impact on the drugs problem on all the relevant fronts and to indicate the likely order of costs. The note, moreover, does not express a general view as to how this action might be funded.

/Although it is not

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Although it is not one of the matters which the Group is considering, we are, as you know, also working up proposals for legislation to freeze and confiscate the assets of drug traffickers. If it were helpful, I can explain at the meeting where we now stand on this extremely important topic.

Northern Ireland aspects are not specifically covered in the attached notes, in view of the difference in scale of the drug misuse problem in the Province. They will however be included in the Group's substantive report to H.

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.

L. B.

31 May 1985

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E.R.

HM CUSTOMS AND EXCISE: CUSTOMS CONTROL

Proposals under consideration

- (a) 1985/86 additional posts for international liaison and back-up staff.
- (b) 1986/87 additional posts for enhancing the preventive effort, intelligence and investigation work.
- (c) 1986/89 further research to develop and introduce technical aids to detect smuggled drugs.

Background

Growth in smuggling of heroin continues: strong evidence to suggest we may be at the start of a rapid growth in cocaine smuggling. Smuggling is well-organised and sophisticated; potential profits are vast. Growth in numbers of international travellers, quantities of freight and additional entry points means more for Customs to control.

Case for proposals

- (a) Impracticable to question/search all passengers/freight: must rely on intelligence and well-trained, highly motivated staff. To cope with volume of drug smuggling, need more people to gather intelligence. More intelligence leads to more operations, so more back-up staff required. Results of Karachi posting demonstrate value of overseas liaison officers in getting valuable intelligence.
- (b) Baseline of preventive control must be maintained if the effectiveness of additional staff for drugs is not to be undermined. Indications of increase in both freight and passenger traffic plus increase in drug related work.
- (c) Technical aids to detect smugglers are an essential adjunct to the efforts of both officers and sniffer dogs. A number of possibilities are at various stages of development, but require funding for further research, testing and putting into operation.

Financial and other considerations

The following figures are cost illustrations:

- (a) 1985/86      20 additional posts (including 7 overseas liaison officers) would cost £1 million in a full year.
- 50 additional posts (including 7-10 overseas liaison officers) would cost £1.5 million in a full year.
- (b) 1986/87      50 additional posts would cost £0.9m  
                   100 additional posts would cost £1.8m  
                   150 additional posts would cost £2.7m

(c) Technical Aids

Estimates of amounts to be spent on Technical Aids range from £0.5-£1.5m per year over 3 years. The scope and range of the research and development will depend on its success or otherwise.

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## POLICE ENFORCEMENT

Proposals under consideration

The Association of Chief Police Officers (ACPO) are shortly expected formally to recommend organisational changes to enhance the effectiveness of their investigation of drugs offences. There will be two principal proposals:

- (i) strengthening of Regional Crime Squads (RCS) by the addition of drugs 'wings'; and
- (ii) strengthening of the Central Drugs Intelligence Unit (CDIU).

Although the ACPO recommendations will apply only to England and Wales, they will also have implications for Scotland.

Background

An ACPO working party has been examining police structures and organisation in relation to drugs investigations. The Group, which was not expected to report until late 1985, has however been able to conclude its work more quickly than anticipated, and the broad outline of its recommendations have already been conveyed to Home Office Ministers and to the Association's National Drugs Conference at the end of April. The report, subject to formal approval by the Association, should be available very shortly.

Case for proposals(i) Strengthening of RCS

1. The present strength of RCS is already heavily committed (about 50% in many areas) to drugs investigations. Additional manpower dedicated to drugs would permit more investigations against traffickers and other drug-related crime.
2. A strengthening of police activity at regional level is the most effective means of tackling trafficking networks which transcend individual force boundaries. RCS have a particular expertise in the surveillance techniques necessary to identify these networks.
3. Greater police activity against major traffickers would complement the introduction of new provisions to confiscate their assets.
4. The proposal would for the first time provide the police with a specialised regional response to drugs to complement HM Customs' investigation capacity.
5. The high level of activity currently devoted to drugs work (over 70%) by the Scottish Crime Squad restricts its ability to deal with other major crimes. Increased manpower would allow a greater commitment to drugs work but would also enable more attention to be given to other serious crimes. Chief constables in Scotland, however, are increasingly anxious that all their officers should be trained to recognise and deal with drug offences as part of their ordinary duties. It is not certain that ACPO(S) will decide in favour of an enhanced Scottish Crime Squad; they may prefer enhanced resources to be made available at force level.

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(ii) Strengthening of CDIU

1. CDIU is the intelligence arm of the RCS operational network, and its strengthening is a necessary corollary to any expansion of RCS.
2. With increasing police and Customs commitment to drugs investigations the Unit acts as a coordination centre for the exchange of information, for case conferences and for the prevention of duplicated activity at different points in a distribution chain.
3. Strengthening the Unit should enable:
  - (a) improvement in the analysis of information, providing RCS with better intelligence;
  - (b) additional police liaison officers to be posted overseas to enhance the quantity and quality of intelligence; and
  - (c) organisational changes to emphasise the Unit's national coverage.

Financial considerations

(i) Strengthening of RCS

1. It would require increases in RCS establishment levels with consequential financial implications. For example, if there were an additional 200 officers in the provinces and 40 in the Metropolitan Police (the sort of figures the police are believed to have in mind) the cost, including equipment and accommodation, would probably be between £3 and £5million. This would be a continuing financial commitment.
2. To increase the Scottish Crime Squad by, say, 20 officers could cost some £300,000 per annum (excluding accommodation): since the cost would be shared equally by the Scottish Office and police authorities, it would require to be agreed by the latter. Additional resources to pay for these extra posts would be required.

(ii) Strengthening of CDIU

This would require additional financial resources, currently paid, as a Common Police Service, in equal part by local authorities and the Home Office /SHHD.

Other Considerations

This report will be timely and welcome, but it will need careful study. There is a good case for strengthening regional crime squads but it is not likely to happen unless some extra resources are available. There is no doubt that we need a more effective and more sophisticated system for handling intelligence, but the ACPO proposals may need further work if they are to provide the necessary capacity for analysis and assessment, especially at a strategic level. Nor will the ACPO proposals themselves solve the existing tensions between the police and Customs and Excise. These and other more detailed issues will be pursued in urgent discussions with ACPO, the Metropolitan Police and Customs and Excise as soon as the report is formally received. The objective will be to reach firm conclusions in July, and to start putting the new structure into place during the autumn.

## TREATMENT AND REHABILITATION

A. England and WalesProposals under consideration

Further central funding to permit the continued expansion of health, social service and voluntary sector provision for drug misusers. The allocation of additional resources would be linked to planned developments in each region, with a view to providing a small expansion of specialist psychiatric and support services, an increase in residential rehabilitation facilities, an expansion of advice and counselling services and of community and day-time provision for drug misusers living at home.

Background

A report on Treatment and Rehabilitation from the Advisory Council on the Misuse of Drugs in 1982 pointed to the growing prevalence of drug misuse and to the inadequacy of existing services to deal with the problem and made recommendations for the development of services. Action taken includes:

- a. in England, the setting up by DHSS of a Central Funding Initiative (currently £11.5 million) to pump prime projects providing services for drug misusers. Ninety-eight local projects to a total value of £7.9 million have been approved to date. In Wales, £220,000 of special recurring funds is being made available beginning in 1985/86 to develop health education and treatment and rehabilitation.
- b. the issue of a circular to Health Authorities asking for reports of prevalence and plans for urgent action to tackle it. A summary of the information provided is to be published shortly, and DHSS will continue to monitor progress closely through the NHS planning system and the new arrangements for annual Ministerial review of the performance of health authorities.
- c. the issue to all doctors last year of guidelines of good clinical practice in the treatment of drug misuse which recommend that all doctors, including GPs and general psychiatrists and physicians, have a responsibility to provide care for drug misusers.

Case for proposals

1. It is clear from Health Authority returns that services are currently inadequate to deal with the existing problem in many parts of the country and that many health authorities do not have the necessary resources to finance the cost of service developments to meet these demands.
2. All the indications are that the problem will continue to grow for some time yet.

Financial and other considerations

1. If adequate services are to be developed, DHSS estimate that at least £5 million per annum new money will be needed in 1986/87, 1987/88 and 1988/89.
2. Welsh Office estimate the need for at least £200,000 per annum for the next few years, invested cumulatively.

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B. Scotland

1. Action taken in Scotland includes:

(a) the setting up of a centrally-funded £2 million programme providing pump-priming grants for 20 local drug misuse projects;

(b) the issue of the guidelines of good clinical practice to all doctors in Scotland;

(c) the funding of surveys of prevalence of drug misuse in Greater Glasgow and Edinburgh where the problem is most acute;

(d) a request to Health Boards for information about arrangements for cooperation between local agencies concerned with drug misuse. The responses are being studied;

(e) a study which is nearing completion of the effect of drug misuse on the workload of social work departments.

2. As in England and Wales, the indications are that the problem will continue to grow for some time yet, spreading to smaller cities and towns and may require a further allocation of resources if the health, social work and voluntary services are to provide an adequate range of services for drug misusers and their families.

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## EDUCATION AND INFORMATION CAMPAIGN

A. England and WalesProposals under consideration

Subject to evaluation, to continue campaign in successive years.

Background

1. Last year's report on prevention by the Advisory Council on the Misuse of Drugs highlighted the need for more nationally produced drug education material but expressed two doubts about the feasibility of a media campaign: (i) that it would be extremely difficult to produce effective messages, and (ii) that a campaign might stimulate interest and therefore be counterproductive. Acting within the Ministerial Group on the Misuse of Drugs (MGMD), DHSS and DES jointly commissioned a programme of qualitative research into young people's attitudes to drugs. Research concluded that it would be possible to produce messages capable of positively affecting young people's attitudes; that knowledge of drug misuse was so widespread among youngsters there was negligible chance of creating new interest; and that a campaign concentrating on the dangers of one drug (heroin) would be more coherent and more likely, therefore, to prove effective.

2. Ministers therefore decided to undertake an education and information campaign whose main features are as follows:

- 3 leaflets for parents )  
2 public information films/ ) launched 27 February 1985  
TV 'fillers' )
- 2 40 second TV commercials )  
5 youth press advertisements ) began to appear 22 May-1 June 1985  
1 billboard poster )
- Education video package for young people, to be completed by autumn 1985
- Video training package for professionals, to be completed by autumn 1985

The campaign will concentrate on heroin misuse, but not exclusively so.

Case for proposals

1. Experience with other long term health education campaigns indicates that it takes some time to achieve full impact. Major changes in attitude are unlikely in the short term. The effects of the current campaign will be monitored periodically as it progresses in order to evaluate its success.
2. If the campaign is judged effective Ministers may wish to continue it in successive years. Their decision will, however, depend very much upon the results of the evaluation.



3. In addition, should the situation change, for instance with the importation of greater supplies of cocaine, the campaign might need to be significantly modified.

Financial considerations

On the current basis, if the campaign were to continue in successive years after 1985/86, the likely cost in England would be approximately £2 million per annum. A further £200,000 would be needed for Welsh Office provision. The likely need for such expenditure will, however, depend upon the effectiveness of the current campaign and the unpredictability of the future situation.

B. Scotland

1. A separate public information and education campaign in Scotland devised by the Scottish Health Education Group (SHEG) was launched on 27 February 1985. The campaign is broad-based but aimed primarily at young people, parents, and professionals. The main features are two 40 second TV commercials (aimed at young people),/and a booklet "Family Matters" aimed both at parents and young people, distributed as an insert in a range of popular magazines. The campaign seeks to encourage the rejection of drug taking in favour of pursuing a healthy lifestyle and the booklet "Family Matters" emphasises the importance of good relationships between parents and their children in assisting the latter to cope with the pressures of adolescence including the temptation to take drugs.

2. The first stage of the campaign, costing some £420,000, was completed in May and an evaluation is being carried out, on the basis of which SHEG will devise proposals for continuing the campaign. Scottish Ministers have indicated that the campaign is likely to continue for about 2 years but are not yet committed to continuing the present approach or to providing further resources at this level. With MGD's agreement, the campaign in Scotland has been developed on different lines from that in England and Wales, but the aim is to compare results and learn from experience with each campaign. Campaigns of this type need to be run for some time to achieve a significant impact and to allow for adequate evaluation. The costs of continuing and developing the campaign in Scotland might be of the order of £400,000 in the current year and a similar sum in 1986-87.

## EDUCATION SERVICE INITIATIVES

A. England and Wales

1. The evidence available from HM Inspectorate and other sources suggests that there is little activity within the education service aimed specifically at combatting drugs misuse and that where there is such action it is often sporadic and uncoordinated.
2. The Secretary of State for Education and Science announced on 22 May a major initiative by DES to stimulate action by local education authorities: special funding is being made available through education support grants in 1986-87 to allow every local education authority to appoint or second a member of staff at a suitable level to stimulate or coordinate action aimed at the prevention of drugs misuse or to take other suitable action in the light of local circumstances. (Similar action is being taken by the Welsh Office.) This should lead to increased advice and support for schools and colleges, more training for their staff, and improved coordination with the work of other local agencies. The grants will be sufficient to include a modest operating fund for buying materials and hiring lecturers for suitable courses for teachers and others. Over two years, total expenditure will amount to some £4 million in England and £160,000 in Wales, which will be accommodated within Departments' provision for spending by local authorities.
3. To complement this major initiative, the DES is funding a research project with the Health Education Council, in collaboration with others, to prepare and test a range of curriculum materials for teachers and those concerned with training teachers; the Department's own regional programme of short courses for teachers now includes drugs misuse as a priority subject; and the DES and Welsh Office will be issuing in June an advice and information booklet for teachers and others in the education service.
4. Within a year this programme should lead to much more effective action by schools, colleges and the youth service in helping to combat drugs misuse.

B. ScotlandProposals under consideration

5. The Scottish Education Department has identified as a main priority in-service training (IST) courses for experienced guidance teachers in schools on drug misuse and counselling. The Department also regards the development of teaching and curriculum material in drug misuse as of key importance and hopes to help establish and fund a project for this purpose. IST courses in the community education field are also under consideration for the longer term.

Background note

6. The Department considers it important that the education service is equipped to contribute within Scotland to an interagency approach to combatting drug misuse. The Scottish Health Education Group information and education campaign was developed with the education service in mind, and it includes advice to teachers and other professionals on combatting drug misuse. Separately, the Department will obtain information about drug misuse in the course of inspections of schools by HM Inspectorate; it has already discussed the problem with the Directors of Education in Scotland.

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Case for proposals

7. In-service training for guidance teachers and the development of suitable curriculum materials are recognised by the professionals involved as the main priority areas in Scotland. The Scottish Education Department does not have an Education Support Grant scheme similar to that operated by DES but is able to make specific grant available for IST. The finance for the development of curricular material can be made available through the Scottish Curriculum Development Service funded by the Department. These arrangements are seen as particularly cost effective in Scottish circumstances.

Financial and other considerations

8. £120,000-£150,000 has been found in 1985/86 from savings in the Education vote to meet the cost of IST for guidance teachers in about half the secondary schools in Scotland and the development of curriculum materials. The Department would hope to complete the training of guidance teachers in 1986/87 and to plan further IST courses in the community education (and possibly the further education) sectors in conjunction with other agencies. These plans, however, will require additional funding of £150,000-£200,000 p.a. to be spent largely in 1986/87 and 1987/88; and a bid will be submitted for consideration within the Scottish Block.

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## INTERNATIONAL ASSISTANCE

Proposal under consideration

To secure a new PES allocation of £1.5 million spread over 3 years, to be administered by the Home Office, to finance programmes in developing countries from which illicit drugs are smuggled into the UK (£1 million for projects to combat cocaine production and trafficking in Latin America; £0.5 million for other assistance particularly to dependent territories).

Background

At present the Home Office contributes £100,000 a year to the UN Fund for Drug Abuse Control (UNFDAC). The UK also gives ad hoc practical assistance to individual countries, particularly to strengthen law enforcement. ODA are making a £1 million contribution to UNFDAC for a 5-year crop substitution/rural development programme in an opium producing area of Pakistan.

Increasing quantities of cocaine are being produced each year; the US market is saturated and more is being smuggled into Europe. UNFDAC has developed programmes in Latin America to reduce illicit production and trafficking, but so far has received financial support only from the US and from Italy (\$40 million over 5 years).

Some dependent territories are being used increasingly as transit points for drugs.

Case for proposals

- a. Reducing the supply of drugs from abroad is an integral part of the Government's strategy, and has been given added emphasis by the Prime Minister's initiative at the recent Bonn economic summit.
- b. Assistance to producer and transit countries demonstrates UK support for their efforts to curb drug trafficking and reinforces diplomatic and other pressure on them to take more effective action.
- c. We need to maintain our influence internationally to enable us to advance our policies, including the aim of protecting the interests of the UK pharmaceutical industry.
- d. There is continuing Parliamentary and public pressure for action in producer and transit countries.

Financial and other considerations

The Home Office is making a PES bid this year for an additional £0.5 million in each of the next three years.

Total UK contributions for drug related assistance are significantly smaller than the US and those of Italy, FRG, Norway and Sweden.

E.R.

SECURITY OF CONTROLLED DRUGSProposals under consideration

To respond in a limited but positive way to the recommendations in the Advisory Council on the Misuse of Drugs' (ACMD) report on the security of controlled drugs. The Government response would involve:

- (i) welcoming the report in general terms and calling upon doctors and pharmacists to take its recommendations into account when upgrading their security arrangements;
- (ii) encouraging the police to make greater use of their powers to exempt pharmacies from present statutory security requirements where adequate non-standard security precautions are taken;
- (iii) issuing revised guidelines on security to NHS hospitals;
- (iv) action to implement detailed recommendations which do not have significant resource implications;
- (v) rejection, by implication, of recommendations for a major effort to improve security (at considerable resource cost).

Background

The ACMD report was commissioned in 1982 as a result of concern over the inadequacy of security arrangements, particularly in retail pharmacies, and the apparent increase in thefts of controlled drugs. It was published and circulated widely for comments in November 1983. The key recommendation was that detailed statutory security requirements should be replaced by flexible guidelines adaptable to the needs of individual premises, but subject to police agreement and to Home Office arbitration and enforcement if necessary.

Case for proposals

- (i) Government cannot appear to be ignoring the need for adequate precautions.
- (ii) But now that black market drugs are so widely available, licit stocks of drugs probably present a less attractive target for theft than previously.
- (iii) Implementation of the report in full could cost about £18 million, to be met mainly from public funds, and could have significant manpower implications for police and Home Office.

Financial and other considerations

- (i) Proposals would involve some additional expenditure which cannot be quantified as improvements to security would be made as part of normal renewal and refurbishment programmes, rather than through special programmes.
- (ii) Limited response unlikely to produce much criticism, as little interest to date in Government reaction to report.

Home Affairs Dec 82

Drugs

M. Addison

24<sup>th</sup> 5-85

PM Meeting 4<sup>th</sup> June Misuse Drugs.

- ① Although the PM did not specify Keith Joseph and so your letter 23/4/85 did not refer to DES, things have moved on. He must be invited even if at this stage only a Junior DES Minister can attend. Mr Dunn is a member of the ministerial committee & must be invited. - if not already.
- ② From the file I cannot see any reference to the Lord President. You will recall that the L.P. requested to attend. I take it he has been invited.
- ③ I see the PM would like to see the HSS film. This has not been completed yet but we could have sent over a video of the ITV adverts they are using.
- ④ My brief will be complete on the 3<sup>rd</sup> when the H.O. minute has arrived

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check.

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HSS.