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Status Report

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Executive Summary

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ACQUISITION

Drugs, alcohol, crime, violence, child addicts. All of these are links in a chain not easily broken. Unfortunately, there are no quick-fix, easy answers to drug and alcohol abuse, but by the mid-1980s, an urgency for solutions was fermenting in society.

Recognizing this urgency, Attorney General John K. Van de Kamp set out to find those answers in 1985, prior to the national media spotlight on the drug issue. Formation of his Commission on the Prevention of Drug and Alcohol Abuse was a key part of the solution; its report was released in 1986. The Attorney General's commission proposed a comprehensive plan for turning the tide on drug and alcohol abuse.

By setting the pace and pushing prevention strategies, especially with youth, the commission's recommendations proved to be a trailblazing road map for statewide and national community-based drug and alcohol abuse prevention efforts. Their influence can be seen in the provisions of new federal drug prevention legislation and the tobacco tax initiative passed by California voters, as well as in our own state's five-year Master Plan and Comprehensive Alcohol and Drug Abuse Prevention Education (CADPE) program for our schools.

First, background information on the Attorney General's anti-drug efforts is necessary to understand the current achievements of the drug and alcohol prevention program.

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BACKGROUND

ENFORCEMENT: *Reducing the Supply*

Law enforcement strategies typically focus on reducing the supply of illicit drugs and stopping the illegal sale and use of alcohol. The Attorney General's Campaign Against Marijuana Planting (CAMP) and the Crack Down task forces that target the growing cocaine and crack problem are two examples. His other enforcement programs are aimed at major traffickers, unethical doctors and pharmacists who divert prescription drugs, operators of clandestine drug laboratories, and criminals sheltering drug profits through money laundering systems.

In 1984, these supply-side programs were examined by Van de Kamp's Commission on Narcotics that was chaired by Los Angeles County Sheriff Sherman Block. The commission looked at bolstering law enforcement's efforts to halt the production, importation and distribution of illegal drugs. But as part of its findings, this commission unexpectedly concluded: "Full success cannot be achieved unless a significant impact is made on the demand side of the problem . . . through innovative education and prevention programs."

PREVENTION: *Reducing the Demand*

Realizing the importance of examining the demand-side of the drug equation, the Attorney General formed the Commission on the Prevention of Drug and Alcohol Abuse in October 1985. The commission's 26 members were from media, professional sports, government, law enforcement, education, private sector, health care, religious, parent and prevention organizations.

They studied the problem of drug and alcohol use among youth, which included hearing from 62 witnesses and deliberating for several months, before releasing a Final Report in May 1986. The report contained 48 recommendations to strengthen commu-

nity and statewide efforts to prevent drug and alcohol abuse among youth, and thereby raise a generation who will understand the dangers of illegal drugs and reject their use. These recommendations are summarized in Figure A.

The commission defined prevention as activities, programs, strategies and policies aimed at changing the dead-end conditions that promote drug and alcohol abuse. The philosophical approach taken by the commission can best be summed up in the following excerpts from the Final Report:

The drug and alcohol abuse problem is pervasive and multifaceted and affects every aspect of American society. The commission, therefore, attempted to develop a comprehensive plan of prevention involving as many significant segments of society as possible—the mass media, private industry, religious and voluntary organizations, schools, health care providers, and law enforcement and regulatory agencies.

The commission believes that the prevention of youth drug and alcohol abuse requires a coordinated, multifaceted approach, one that strengthens families of varying racial, ethnic and socioeconomic circumstances for a drug-free life style.

The concept described above is illustrated in Figure B. The Attorney General's Crime Prevention Center created and put in motion a comprehensive plan based on this concept. The plan included coordinated, multi-pronged programs, legislation and community-based activities designed to respond to the findings of the commission and to carry out many of the commission's specific recommendations.

However, realizing that the backbone of any successful prevention effort is the earnest involvement of families and their neighborhoods or communities, the Crime Prevention Center also created programs especially to educate and include families and communities in combating drug and alcohol abuse among our youth.

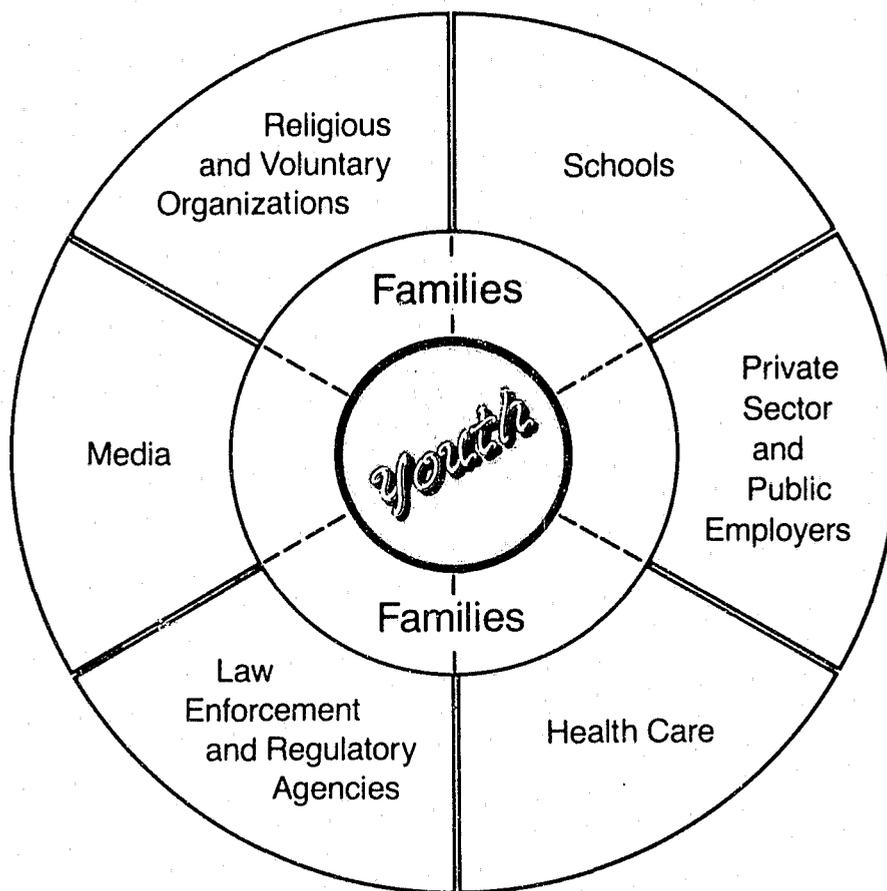
Figure A

Comprehensive Community Based Drug and Alcohol Abuse Prevention*

COMMUNITY BASED DRUG AND ALCOHOL ABUSE PREVENTION PLANNING AND COORDINATION		
SCHOOLS	RELIGIOUS AND VOLUNTARY	MEDIA
<ul style="list-style-type: none"> ● K-12 Curricula ● Administrative Commitment <ul style="list-style-type: none"> - Comprehensive Plan - Prevention Funding - School Policies - Teacher Training ● Parent Involvement ● Youth Involvement <ul style="list-style-type: none"> - Youth-Initiated Activities - Peer Support/Counseling ● Community Involvement 	<ul style="list-style-type: none"> ● Religious <ul style="list-style-type: none"> - Clergy Training - Teacher and Laity Training - Prevention Programs - Community Involvement ● Voluntary <ul style="list-style-type: none"> - Parent Organizations - Parent Education - Youth Activities - Peer Support Programs - Peer Counseling 	<ul style="list-style-type: none"> ● Types <ul style="list-style-type: none"> - Print - Radio - Television ● Programming <ul style="list-style-type: none"> - Feature Stories - Community Coverage - Public Service Announcements - Prevention Editorials - Advertising Standards
LAW ENFORCEMENT	HEALTH CARE	PRIVATE/PUBLIC SECTOR
<ul style="list-style-type: none"> ● Community Education ● Neighborhood Watch ● School Partnerships <ul style="list-style-type: none"> - Classroom Instruction - Drug Suppression ● Community Enforcement 	<ul style="list-style-type: none"> ● Community Education ● Parenting Education ● Professional Training <ul style="list-style-type: none"> - Identification - Referral - Treatment 	<ul style="list-style-type: none"> ● Provide Prevention Resources ● Public-Private Partnerships ● Community Involvement ● Sponsor Youth Programs ● Effective Personnel Policies ● Employee Assistance Programs

* Based on the recommendations of Attorney General John K. Van de Kamp's Commission on the Prevention of Drug and Alcohol Abuse, Final Report, May 1986.

Figure B
**A Conceptual Model for Preventive
Approaches to Alcohol and Drug Abuse**



COMPREHENSIVE PROGRAM

With the commission's philosophy and strategies in mind, the Attorney General designed a comprehensive Drug and Alcohol Abuse Prevention Program that has a three-pronged approach. The program goals are:

- To provide state leadership and influence public policy that prevents drug and alcohol use among youth.
- To promote public awareness of the drug problem and what can be done about it.
- To encourage community involvement and collaboration in plans to prevent drug and alcohol use among youth.

To accomplish these goals, the Crime Prevention Center created a unique and flexible program through which the center promotes statewide public awareness of drug abuse prevention by using multimedia campaigns; develops legislative proposals; publishes educational materials; and provides technical assistance and regional training for local law enforcement agencies, schools and community groups.

The major activities, programs and materials of the drug and alcohol abuse prevention program are highlighted below:

Media Campaigns

To reach youth directly, the Crime Prevention Center has produced, supported and distributed several public service announcement (PSA) campaigns for television, radio and theaters. Many of these campaigns have won local, state and national awards.

- **Be An Original** is an award-winning campaign with two rock video PSAs. One warns youth not to ride with a drinking driver and the other reinforces the message of saying "no" to drugs. These PSAs use the slogan, "Be An Original . . . You have a right to say no," and received extensive play time in California and throughout the nation.

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- **Rock Against Drugs (RAD)** PSAs were produced with record producer Danny Goldberg who testified before the commission. RAD features rock singers Jon Bon Jovi, Phil Collins, Sheena Easton, Lou Reed, Gregory Abbott, and musicians from KISS, the Sex Pistols, Motley Crue, Mr. Mister and the Bangles.
 - **Black Artists Against Drugs (BAAD)** PSAs encourage youths to avoid drugs, and include such stars as Bill Cosby, Run DMC, L.L. Cool J, LisaLisa and Full Force.
 - **Be Smart! Don't Start!** is a teen-age anti-drinking PSA campaign produced by the Children's Television Workshop and the National Institute on Alcohol Abuse and Alcoholism, and distributed by the Crime Prevention Center in cooperation with the state Department of Alcohol and Drug Programs.
 - **Red Ribbon Week** PSAs are produced in cooperation with Californians for Drug-Free Youth (CADFY) to encourage youths to be proud of making their choice to be drug-free and to demonstrate their commitment to a healthy lifestyle.
 - **I'd Rather Drive!**, co-sponsored by the California Office of Traffic Safety, is a high energy three-minute video and audio "rap" that publicizes a recent law: Youths between ages 13-21 convicted of a drug or alcohol offense committed anywhere will lose their license for a year. If they don't have a license, they will have to wait an extra year to get one. The video and companion posters were distributed statewide to schools and law enforcement agencies. PSAs were sent to California radio and television stations.

Drugs and Youth . . . The Challenge

The Crime Prevention Center also produced the video, **Drugs and Youth . . . The Challenge**, that informs parents, educators and employers about the signs of drug use, what they can do if their children are using drugs and where they can go for help. This award-winning video stars Michael Gross of NBC's "Family Ties";

it has received national recognition and special air-time by various television stations in California. The booklet, Drugs and Youth . . . An Information Guide for Parents and Educators, was written to go with the video. This publication has color photographs and detailed information on the drugs and paraphernalia most commonly used and includes a list of resources for additional information.

Kitchens of Death

With the help of the U.S. Attorney, the federal Drug Enforcement Administration, the state Bureau of Narcotic Enforcement and the California Rural Crime Prevention Task Force, the Crime Prevention Center produced two versions of Kitchens of Death, a video on the dangers of clandestine drug labs. The first, a general public version, shows how to recognize the existence and dangers of clan labs. The second is a detailed roll-call training video for law enforcement, paramedic and other emergency personnel. A Clandestine Drug Labs Safety Guide was produced as a companion booklet for the videos.

School/Law Enforcement Partnership

In 1983, Attorney General John Van de Kamp and California Superintendent of Public Instruction Bill Honig formed the School/Law Enforcement Partnership. This program seeks to improve school attendance and campus safety by reducing drug and alcohol abuse, truancy, violence and vandalism. To achieve this, the Partnership brings together education and law enforcement to tackle problems of mutual concern. Responding to the commission's recommendations, the Partnership turned its focus to preventing drug and alcohol abuse. To date, the Partnership has trained more than 150 education and law enforcement representatives to assist local schools and law enforcement agencies, and currently serves about 14,000 individuals a year.

Since May 1986, the Partnership has sponsored 12 conferences for school and law enforcement personnel. Drug and alcohol abuse-related topics at these conferences covered preven-

tion, intervention and treatment; adolescent risk factors; gangs; drug trends; and drug addicted babies.

In another Partnership effort, the Attorney General and Superintendent of Public Instruction teamed up to sponsor legislation for funding comprehensive K-12 drug and alcohol abuse prevention curriculum—legislation that was recommended by the commission. These joint efforts were vetoed by the Governor in 1987 and 1988. However, in 1989, the Governor approved \$20 million of federal and state funds to go to the Office of Criminal Justice Planning for comprehensive drug and alcohol abuse prevention curriculum and programs for grades 4-6.

To help educators and others choose and implement effective drug and alcohol abuse prevention curricula and programs, the Attorney General's Office, in cooperation with the State Department of Education, published Schools and Drugs—A Guide to Drug and Alcohol Abuse Prevention Curricula and Programs. This publication reviews 25 prevention programs and curricula, highlights several comprehensive prevention projects and provides a list of resources.

Community Challenge

In September 1986, the Attorney General and Superintendent of Public Instruction *challenged* California communities and schools to join them to prevent drug and alcohol use among youth. To help communities meet this challenge, the Attorney General sponsored three Community Action Seminars in 1987. These seminars taught people statewide how to form community prevention teams to plan and carry out drug and alcohol abuse prevention. The teams consisted of people from youth-serving organizations, schools, law enforcement organizations, local government, parent groups, health care, religious organizations, the private sector and the media. More than 750 people from 100 communities representing 34 California counties participated in the *Challenge* seminars.

Challenge Update Informational Seminars were conducted in May 1988. The Update seminars provided community teams with current information and materials on drug and alcohol abuse prevention programs, issues and resources.

In the fall of 1988, the Attorney General sponsored the *Challenge* Fall Institute, two regional seminars giving hands-on training in state-of-the-art drug and alcohol abuse prevention programs; facilitating community team building through planning, networking and interaction among teams; and providing participating teams with opportunity to discuss how they would use the training information in their communities. More than 250 people from 42 California communities attended the Fall Institute. Speakers at these seminars have included the nationally known drug abuse experts Peter Bell of the Minnesota Institute on Black Chemical Abuse, J. David Hawkins of the University of Washington, Dr. David Musto of the Yale School of Medicine and author of the book, The American Disease, and Clay Roberts of Roberts, Fitzmahan and Associates, a health education consulting firm.

Between seminars, the Attorney General's Office provides *Challenge* teams with information on a variety of prevention resources. For the future, the Attorney General is planning two additional series of regional seminars. These are the Neighborhoods in Action *Challenge* Seminars scheduled for spring 1990 and Drug-Free Zones *Challenge* Seminars for fall 1990.

Interagency Coordination and Liaison

The Attorney General's Office takes part in numerous advisory boards, councils and interagency coordinating committees. Specific ones are highlighted below:

- Governor's Policy Council on Drug and Alcohol Abuse. The Crime Prevention Center's Director is a member of this council. Staff also attend meetings, prepare information and serve on subcommittees (treatment, prevention and enforcement). The

council issued its first report to the Governor in October 1988. It continues to meet, conduct hearings and explore initiatives for drug and alcohol abuse prevention, enforcement and treatment. The council will report annually to the Governor on its findings and recommendations.

- National Prevention Advisory Committee. Crime Prevention Center program staff served on this committee which finished its work in August 1988. The committee chose a final selection of model drug prevention programs and presented them with awards in Washington D.C.
- Alcohol and Drug Programs Interagency Exchange Network. The Crime Prevention Center actively participates in this network, and program staff attend the quarterly meetings that are coordinated by the Department of Alcohol and Drug Programs (ADP). This network is a major conduit for publicizing the Attorney General's program to other state agencies.
- State Department of Education Drug Prevention Advisory Committee. Crime Prevention Center program staff serve as members of this advisory committee and its subcommittees. Activities include reviewing guidelines for prevention curricula, legislative review and proposals, and evaluation.
- Western Center for Drug-Free Schools and Communities. The Attorney General and staff from the Crime Prevention Center are members of the advisory boards to the Western Center and its Partners in Prevention (PIP) Western States coordinating committee (funded by the U.S. Department of Education).

Crime Prevention Center program staff also served on the Western Center for Drug-Free Schools and Communities Resource Coalition that convened in November 1988 to develop a state resource guide that outlined what services each state agency provides to schools and communities. Crime Prevention Center designed the publication's cover and edited the

text. This guide, Sorting Out Services, was distributed in October 1989.

- Office of Criminal Justice Planning's (OCJP) Drug Suppression in the Schools Advisory Committee. The Crime Prevention Center's Director serves on this committee which advises on funding guidelines and recommendations.
- Los Angeles County Task Force on Drug Abuse. Crime Prevention Center staff served on this task force formed by Los Angeles County Board of Supervisors in 1986 to recommend better coordination among county agencies for an overall anti-drug strategy. In addressing the need for drug prevention education, the task force adopted recommendations originally made by the Attorney General's commission in 1986.

In January 1988, the board approved the task force's final report that included 32 recommendations, and instructed staff to work with county agencies to implement them. Currently, task force members work with the County Superintendent of Schools to carry out these recommendations within the school districts (1.3 million K-12 students).

- California Conservation Corps (CCC) Drug Policy Committee. Crime Prevention Center program staff serve on this committee and provide consultation and technical assistance on the development of a drug-free CCC plan.

RESEARCH

Concurrent with forming the commission, the Attorney General's Office sponsored A Statewide Survey of Drug and Alcohol Use Among California Students in Grades 7, 9, and 11. The survey, conducted by Dr. Rodney Skager of the UCLA Graduate School of Education, assessed 7,379 students in California secondary schools on their use of alcohol and other drugs, their

attitudes toward drug use and their experience with school-based prevention education. The results of the survey were released in May 1986.

A second report which was called the Biennial Statewide Survey was conducted during the 1987-88 school year. The results showed a consistent drop in reported drug use other than alcohol at each grade level surveyed. Alcohol use did not increase, remaining virtually the same. These findings, consistent with national data, encouraged prevention specialists in their belief that their efforts were beginning to influence California youth away from drugs. A third survey is planned for the 1989-90 school year.

RELATED EVENTS

The following list includes commission recommendations, published in May 1986, and programs, projects or legislation developed by other state and federal agencies or private groups which incorporated the recommendations' main ideas and strategies.

- Commission recommendation: Advocate and support an initiative that increases alcohol and cigarette taxes to establish a Superfund for drug and alcohol abuse prevention programs and ancillary services.

Action: Proposition 99, passed by voters in November 1988, raised cigarette and tobacco taxes to fund school-based prevention programs on this major gateway drug and to offset the cost of tobacco-related diseases.

Action: The proposed California Alcohol Tax initiative for the November 1990 ballot, if passed, would add a five cent tax per drink to increase spending on alcohol-related prevention and treatment, emergency care services, law enforcement, mental health and services for infants, children and others victimized by alcohol and other drugs.

Action: The proposed California Anti-Drug Superfund initiative for the November 1990 ballot, if passed, would close corporate tax loopholes and increase funding for drug prevention, treatment and enforcement.

- ❑ Commission recommendation: Mandate that a drug and alcohol prevention program be established for grades K-12.

Action: In 1988, the Governor signed legislation to implement the Comprehensive Alcohol and Drug Abuse Prevention Education program (CADPE) which gave \$20 million to schools for drug education.

- ❑ Commission recommendation: The state should have a master plan for prevention.

Action: Senator Seymour carried legislation (Chapter 983, Statutes of 1988, SB 2599) that passed in 1987. It requires the Department of Alcohol and Drug Programs to develop a master plan. Also, SB 2599 incorporated the commission's recommendations and strategies.

- ❑ Commission recommendation: The Governor should appoint an interagency, intergovernmental council on drug and alcohol abuse prevention to plan, coordinate and promote prevention programs.

Action: The Governor appointed a Governor's Policy Council on Drug and Alcohol Abuse in 1988.

- ❑ Commission recommendation: The Department of Alcohol and Drug Programs and the State Department of Education develop or expand current resource centers to include the latest information on drug prevention for schools, health care providers and the general public.

Action: In 1987-88, both agencies began funding statewide drug and alcohol prevention resource centers.

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- ❑ Point: Months after the release of the commission's report, the federal Anti-Drug Abuse Act of 1986 was drafted. Many of the commission's ideas, recommendations and strategies were strongly reflected in the federal legislation, primarily in the Drug-Free Schools and Communities Act portion that provides major funding for K-12 drug education.
 - ❑ Point: After the commission's report was published, the U.S. Department of Education released Schools Without Drugs, a publication that mirrored the philosophies and strategies of the commission.

FUTURE PLANS

In 1990, the Attorney General's statewide Drug and Alcohol Abuse Prevention Program includes continuing the *Challenge* program, pursuing legislative initiatives, continuing PSA campaigns, developing new media educational materials, providing technical assistance and cooperating with other agencies. Specifically, the Crime Prevention Center plans to:

- ❑ Revitalize and support the *Challenge* teams by conducting regional seminars on the Neighborhoods In Action parent education program and Drug-Free Zones, providing technical assistance for *Challenge* teams and developing additional support materials.
- ❑ Develop and produce a video informing communities how to develop Drug-Free Zones. This video will be used in *Challenge* seminars and will be available to seminar participants and interested agencies or individuals throughout California and the nation.
- ❑ Conduct the third survey of drug and alcohol use among California students in grades 7, 9 and 11 and sponsor legislation that requires the State Department of Education to continue this biennial survey.

For More Information

A detailed Status Report is available; it provides information on the Attorney General's anti-drug and alcohol programs, legislation and activities, all which were tailored to the findings and recommendations of the commission. For copies of the report or further information, contact:

Office of the Attorney General
Crime Prevention Center
P.O. Box 944255
Sacramento, CA 94244-2550
(916) 324-7863

Drug and Alcohol Abuse Publication Order Form (Single Copies Only)

- Attorney General's Commission on the Prevention of Drug and Alcohol Abuse Final Report, May 1986
- Schools and Drugs: A Guide to Drug and Alcohol Abuse Prevention Curricula and Programs
- A Statewide Survey of Drug and Alcohol Use Among California Students in Grades 7, 9, and 11
- Drugs & Youth: An Information Guide for Parents and Educators
- Challenge* to Prevent Youth Drug Abuse - Planning Guide
- Clandestine Drug Labs Safety Guide

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To order *Drugs and Youth . . . the Challenge* video or the *Clandestine Drug Labs - Kitchens of Death* video, call 1-800-451-0303.