

National Drug Control Strategy

Executive Summary

148502



April 1994
The White House



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U.S. Department of Justice
National Institute of Justice

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MESSAGE FROM THE DIRECTOR

America is still in the midst of a drug epidemic. Drug-related violence and abuse continue to be among the most profound problems confronting the Nation. President Clinton and the entire Clinton Administration take this problem very seriously.

In the preface to the 1993 *Interim National Drug Control Strategy*, I discussed President Clinton's vision of America and its relation to the drug issue. It is important to know and understand the President's thoughts and concerns, because they continue to serve as our guide and have shaped the direction of the *Strategy* outlined in this Executive Summary.

The President's vision of America is one where all Americans have a chance of achieving their hopes and dreams. He envisions an America renewed by reduced drug use and drug-related crime and violence. He sees an America where school

children can play in the park or walk to school without falling victim to drug turf violence or the lure of a street corner sale. He sees drug-free schools preparing our children for the challenges of the 21st century and for drug-free workplaces enabling America to prosper.

To achieve this vision, we must move beyond the words to specific actions. The evidence is clear. As outlined herein, the President has proposed the largest ever increase for drug treatment directed to the most intractable part of the problem—chronic hardcore drug users—in his Fiscal Year 1995 budget. This is only one example. As you read this executive summary, you will see more evidence of the seriousness with which we are addressing the myriad of tough issues surrounding drug abuse.

Most of all, I ask that you acknowledge that the drug problem is a national one. Drugs are not

a problem solely of the poor, of minorities, or of inner-city residents. In fact, the majority of these citizens do not use drugs, but they are the victims of those who do. The problem is neither liberal nor conservative, Republican nor Democrat. It is not just the President's problem, the Administration's problem, or my problem. It affects all Americans. Indeed, it is *our* problem. We intend to follow aggressively the course outlined in the 1994 *National Drug Control Strategy* and to make adjustments when they need to be made.

Your help is essential; your feedback is welcome. Most importantly, your leadership is critical to the success of our mutual efforts to reduce drug abuse and drug-related violence.

Lee P. Brown
Director, Office of National
Drug Control Policy

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INTRODUCTION

The 1994 *National Drug Control Strategy* is a bold plan to redirect and reinvigorate this Nation's response to the drug problem. This Executive Summary outlines the President's initiatives according to the goals and objectives established in the *Strategy* for domestic and international drug programs.

To implement the 1994 *National Drug Control Strategy*, the President has requested a record \$13.2 billion for drug control activities—an increase of \$1 billion over last year.

Five years have passed since the Anti-Drug Abuse Act of 1988 required the Federal Government to produce a comprehensive National Drug Control Strategy detailing the resources committed to implement the act and including measurable goals.

During that time, the Federal Government has spent more than \$52 billion on drug-related efforts. While it has achieved some suc-

cess, illegal drugs continue to pose a significant threat to the country: Hardcore drug use continues unabated, drug-related crime and violence have not dropped significantly, and recent studies indicate that our young are returning to drug use.

Past strategies placed special emphasis on reducing drug use by casual or intermittent drug users to prevent them from becoming hardcore drug users. Early strategies also emphasized interdiction programs that attacked the flow of drugs essentially in all places at all times: in the source countries, in the transit zones, along the borders of the United States, and within communities.

This *Strategy* moves the focus away from casual drug use and places it more appropriately on the most difficult and problematic drug-using population—hardcore drug users. Furthermore, this *Strategy* significantly changes its international interdiction emphasis by focusing on source countries

and assisting nations that demonstrate the will to address the problems of drug use and trafficking.

This *Strategy* rejects the false choice between demand reduction and supply reduction efforts. Demand reduction programs—including drug treatment, prevention, and education—cannot succeed if drugs are readily available, and drug law enforcement programs cannot ultimately succeed if the Nation's appetite for illegal drugs is not curbed. Only by working together and dealing with drug use and trafficking in an integrated fashion can the difficult decisions be made about how best to spend the resources that are available.

Much has been learned from our initial efforts, and now is the time to move the national drug policy debate forward. With an estimated 2.7 million hardcore users on the streets, and with Americans spending \$49 billion annually on illegal drugs—60 percent of which is spent on cocaine, action must be taken.

I. THE CURRENT DRUG USE SITUATION

Assessments of the current drug use situation indicate that casual drug use is declining, but that drug use among hardcore drug users continues unabated (see Exhibit 1). In addition, drug use among young people is increasing, and the production and availability of illicit drugs are increasing.

The bulk of what we now know about the current drug use situation comes from two major surveys—the National Household Survey on Drug Abuse and the Monitoring the Future study. The data from the surveys indicate that “occasional” drug use (within the past year but less often than monthly) has decreased from 5.8 million users in 1988 to 3.4 million users in 1992—a 41-percent decline. Current (monthly) cocaine use dropped 55 percent, from 2.9 million users in 1988 to 1.3 million users in 1990. Current use of any illicit drug in 1992 fell by 21 percent, from 14.5 million users in 1991 to 11.4 million in 1992. However, hardcore (weekly) drug use remains firmly entrenched, its figures essentially

unchanged since 1988 despite some expansion in treatment slots during the same time period.

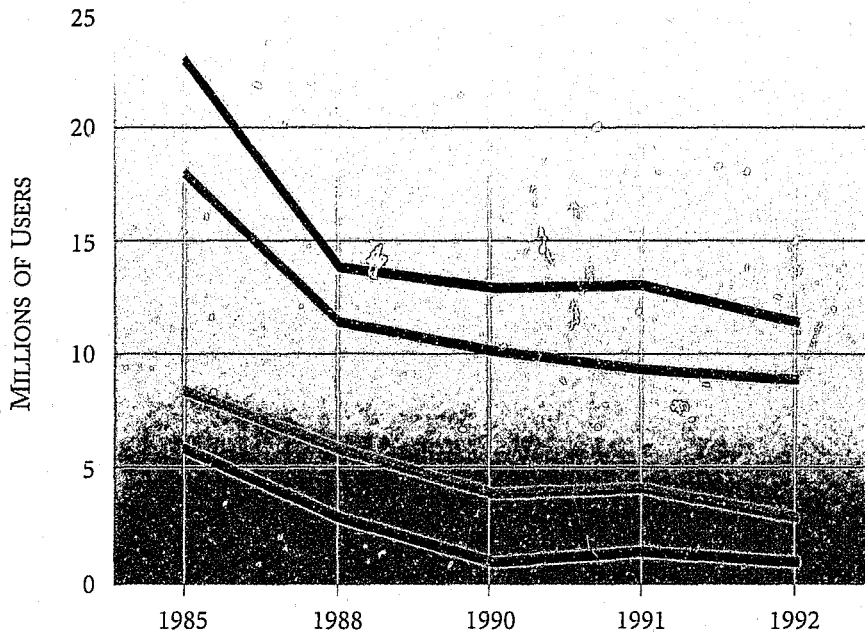
HARDCORE DRUG USE

Despite the findings from drug use surveys, the existing drug use and consequence indicator systems still fail to adequately represent the one most important aspect of the current drug use situation: hardcore drug users. Although we are aware of the key role that hardcore users play in contributing to the drug problem, we know little about them—their use patterns, the level of their criminal activities, their life situations, and the best ways to reach them. Gaining this knowledge must be a prime concern for our drug policy, because it is within this population that the negative consequences of drug use are most clearly seen.

Recent research suggests that these chronic, hardcore users consume the bulk of illicit drugs (see Exhibit 2). Each day it is these drug users that are fueling

EXHIBIT 1: THE DRUG USER POPULATION—CASUAL AND HARDCORE USE

CASUAL USE DECLINING



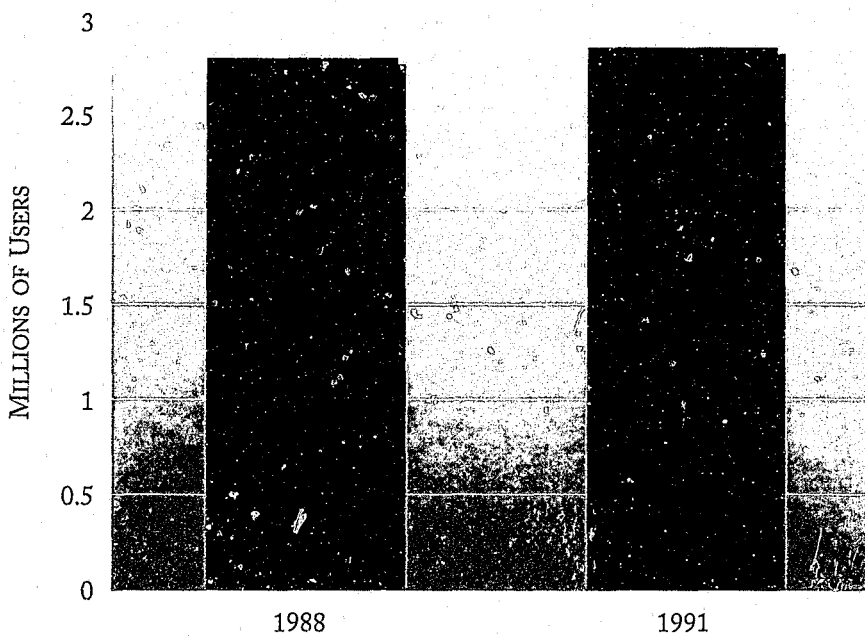
LEGEND

- Any Illicit Drug
- Current Marijuana
- Occasional Cocaine
- Current Cocaine

SOURCE

National Household Survey on Drug Abuse, National Institute on Drug Abuse (1985-1991); Substance Abuse and Mental Health Services Administration (1993)

HARDCORE USE CONTINUES UNABATED



LEGEND

- Heroin
- Cocaine

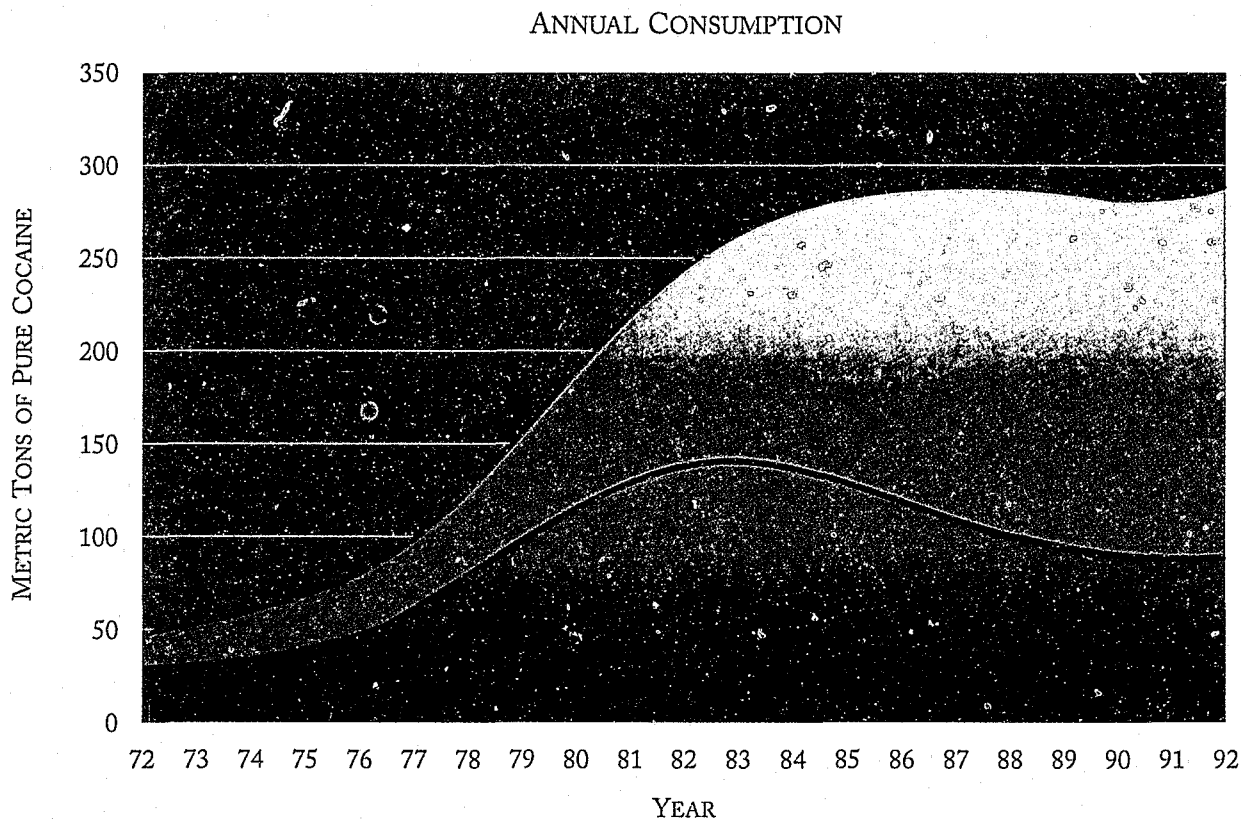
SOURCE

ONDCP estimates

NOTE

Hardcore users include individuals who use illicit drugs at least weekly and exhibit behavioral problems stemming from their drug use.

EXHIBIT 2: COCAINE CONSUMPTION BY TYPE OF USER, 1972-1992



LEGEND

- Hardcore User
- Casual User

SOURCE

RAND work in progress for ONDCP

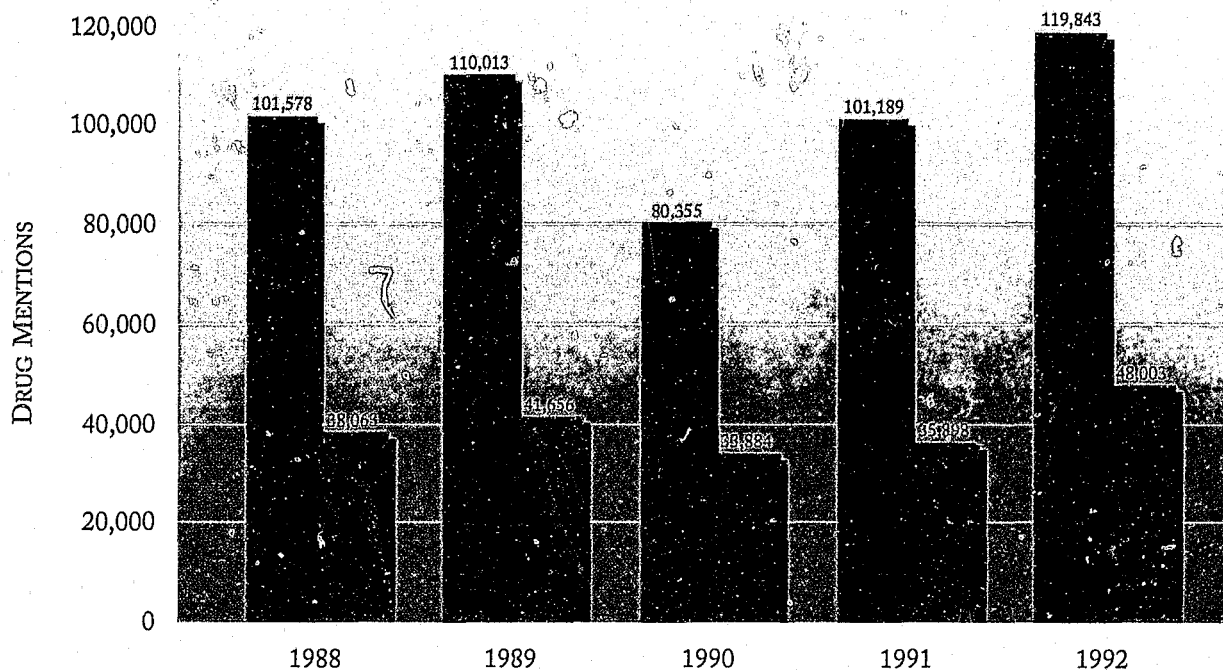
the demand for illicit drugs, committing a disproportionate amount of property crimes, overwhelming this Nation's jails and prisons, and burdening the health care system. The Drug Abuse Warning Network reported record levels of cocaine- and heroin-related emergency room visits in 1992 (see Exhibit 3). Cocaine-related hospital emergency room visits increased from

an estimated 101,200 in 1991 to 119,800 in 1992; individuals ages 26 to 34 have the highest rate of visits per person. Cocaine-related emergencies doubled between 1988 and 1992 among those ages 35 and older. Heroin-related hospital emergency room visits rose from 35,900 in 1991 to 48,000 in 1992, and heroin-related emergencies increased for every adult age group, especially among the

age-35-and-older group. The major reasons given by users for seeking medical assistance included detoxification, unexpected drug reaction, and chronic effects resulting primarily from drug dependence.

Expanding the treatment system for chronic, hardcore drug users is one of the highest domestic priorities in the 1994 *Strategy*, because making treatment available

EXHIBIT 3: COCAINE AND HEROIN MENTIONS IN DRUG-RELATED EMERGENCY ROOM EPISODES, 1988-1992



LEGEND

- Cocaine Mentions
- Heroin Mentions

SOURCE

Drug Abuse Warning Network, National Institute on Drug Abuse (1988-1991); Substance Abuse and Mental Health Services Administration (1992)

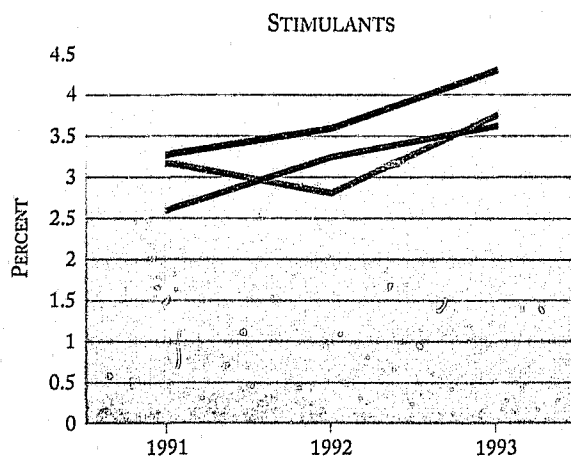
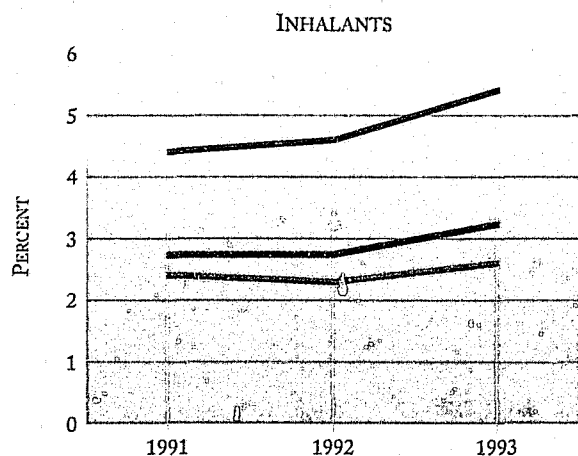
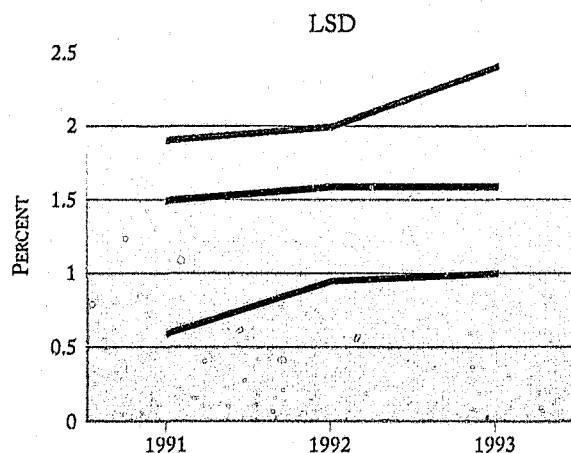
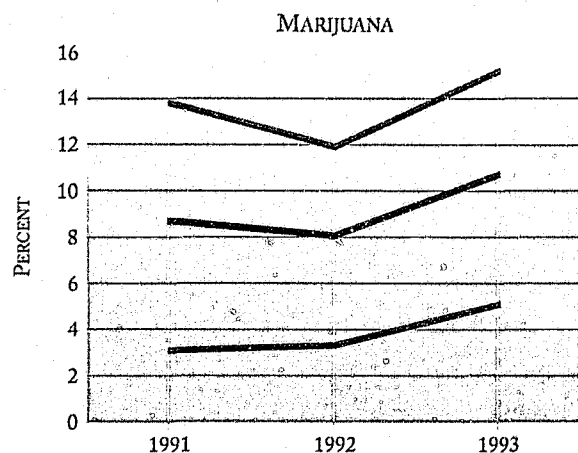
to those individuals who most need it benefits not only the drug user, but society as a whole. According to the Substance Abuse and Mental Health Services Administration, in 1993 alone, 1.1 million drug users did not have the opportunity to receive treatment. It is clear that any rational attempt to address America's drug problem must include an aggressive effort to break the cycle of hardcore drug use.

DRUG USE AMONG YOUNG PEOPLE

Recent surveys of young people's attitudes and behavior concerning illegal drugs show that the long-term decline in drug use among youth may have ended. Although drug use has decreased generally among high school students, college students, and young adult high school graduates, findings indicate

that an increase in use has occurred among eighth-graders—for example, past-month use of marijuana rose from 3.2 percent in 1991 to 5.1 percent in 1993, an increase of 59 percent. The use of some drugs—for example, marijuana and hallucinogens such as LSD—among youth actually increased in each of the last 2 school years (see Exhibit 4). Survey findings also indicate evidence of relaxing attitudes about

EXHIBIT 4: 8TH-, 10TH-, AND 12TH-GRADE CASUAL USE (PAST 30-DAY USE) ON THE RISE



LEGEND

8th Grade
10th Grade
12th Grade

SOURCE

Monitoring the Future study,
1993, Institute for Social
Research, University of Michigan

and acceptability of drug use among these young respondents and the high school seniors surveyed. Fewer students (i.e., 8th-, 10th-, and 12th-graders) perceived that drug use is harmful in the 1993 survey than in the 1992 survey.

The Administration recognizes the serious problems represented by these increases. In addition to the measures called for in the 1994 *Strategy*, the Administration called for an emergency meeting early in 1994 to bring together national drug prevention experts both within and outside the Federal Government to develop a national plan to turn this trend around.

DRUG PRODUCTION AND AVAILABILITY

The Department of State's 1993 *International Narcotics Control Strategy Report* estimates the production of illicit drugs. In 1992 it was estimated that the worldwide potential production of cocaine was 1,165 metric tons, a 12-percent increase over 1988. The total number of hectares (1 hectare is equal to 2.471 acres) of coca cultivation in 1992 was only 1 percent less than the peak amount of 220,850 hectares reached in 1990, and experts anticipate further increases in the potential amount of cocaine produced. The average purity of street cocaine has remained high, prices have continued to decline, and the drug has remained readily available.

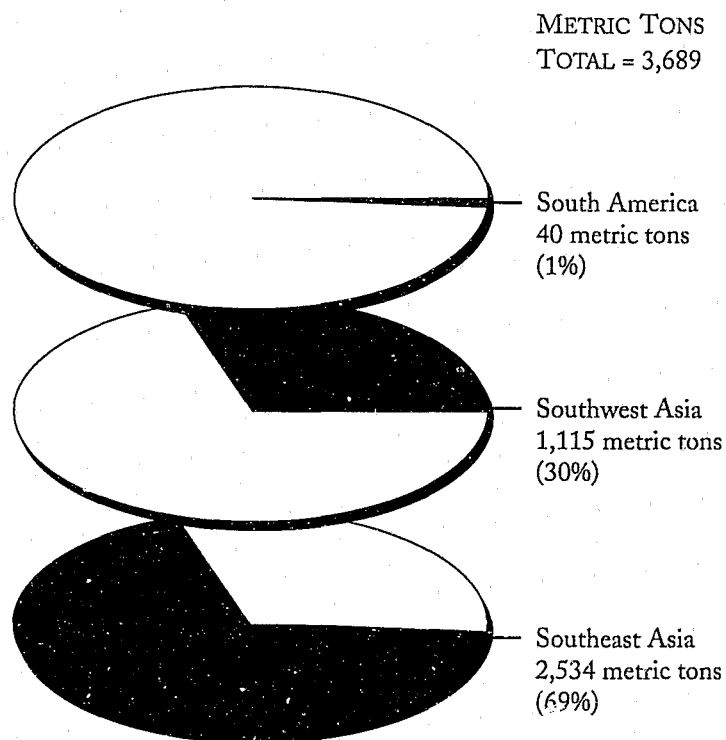
Although reliable estimates of heroin availability do not exist, most drug experts believe that availability is increasing. The U.S. heroin market is dominated by high-purity heroin from South-

east Asia (i.e., Burma, Laos, and Thailand). Heroin also is available from Southwest Asia, the Middle East (i.e., Afghanistan, Lebanon, Pakistan, and Turkey), and Latin America (i.e., Colombia, Guatemala, and Mexico). Southeast Asia accounted for almost 70 percent of the total worldwide potential opium production in 1992, as shown in Exhibit 5. The heroin available

now is more pure than it was a decade ago, and (adjusting for this change in purity) heroin prices plummeted until 1990 and have increased only slightly since that time. Worldwide illicit opium cultivation has exploded since the mid-1980s.

Other illicit drugs reflect the same trends. The availability and use of both marijuana and hallucino-

EXHIBIT 5: WORLDWIDE POTENTIAL OPIUM PRODUCTION BY MAJOR PRODUCING AREA, 1992



SOURCE

International Narcotics Control Strategy Report, 1993.
Department of State

gens have increased and continue to rise.

Changing conditions in source and transit countries provide the opportunity to address illicit drug production more aggressively than ever before—an opportunity that must be pursued if we are ever to see production and availability decline.

IMPROVED DRUG-RELATED DATA AND ANALYSIS

To assess the Nation's current drug situation correctly, ONDCP took the following steps to improve the scope, timeliness, and quality of data collection:

- ONDCP developed an early information system to monitor changes in drug use. Named "Pulse Check," the system involves reports on a quarterly basis from a network of street ethnographers, police officials, and treatment providers who gather timely and focused drug information.
- ONDCP initiated a study entitled the Heavy User Survey Pilot Study. This 2-year project will test the efficacy of a new data collection technique to estimate the number, characteristics, and location of hardcore drug users. This information will be useful for efforts to fine-tune policies and programs aimed at reducing drug use and its consequences to users and society.
- ONDCP began inventories and assessments of systems used to measure international drug prevalence and is identifying options to use existing drug data both more effectively and creatively at the national, State, and local levels to explore drug policy issues.
- ONDCP announced it will convene the Research, Data, and Evaluation Committee in 1994 to review, monitor, and coordinate Federal research, data collection, and evaluation activities and to recommend options for improving current data collection efforts.

II. STRATEGY GOALS AND OBJECTIVES

The *National Drug Control Strategy* has as its overarching goal the reduction of drug use and its consequences to users and society. All domestic and international activities are dedicated to satisfying this one goal. However, this focus does not provide an adequate way to measure progress in the overall drug program effort because it oversimplifies the nature of the problem. A more appropriate approach, reflected in this *Strategy*, is the establishment of specific objectives.

This *Strategy* establishes 14 realistic, long-term goals for achieving success against hardcore and casual drug use. In the short term, it establishes 64 successive 2-year objectives to achieve the goals and to provide the most reasonable means to track progress. In some cases, the goals are process oriented rather than outcome oriented because adequate outcome measures do not exist; these goals reflect the immediate need to improve monitoring and oversight of existing program delivery, to promote the number of certain

specialized programs, and to add to the capacity of existing programs to support many of the long-term goals.

Exhibit 6 summarizes the goals of the 1994 *Strategy*. For a complete list of the objectives for each individual goal, see the 1994 *National Drug Control Strategy*.

PAST STRATEGIES

Past *Strategies* placed special emphasis on the reduction of drug use by casual or intermittent drug users—that is, those users whose frequency of use does not result in problems or behaviors that require some type of treatment. This emphasis was understandable: The National Household Survey on Drug Abuse reported almost 6 million casual or intermittent cocaine users in the mid-1980s (compared with 1.3 million in 1992). The early *Strategies* emphasized programs that targeted these users to reduce their numbers and prevent many of them from passage into hardcore drug use.

EXHIBIT 6: GOALS OF THE 1994 NATIONAL DRUG CONTROL STRATEGY

- GOAL 1: Reduce the number of drug users in America.
- GOAL 2: Expand treatment capacity and services and increase treatment effectiveness so that those who need treatment can receive it. Target intensive treatment services for hard core drug-using populations and special populations, including adults and adolescents in custody or under the supervision of the criminal justice system, pregnant women, and women with dependent children.
- GOAL 3: Reduce the burden to the health care system by reducing the spread of infectious disease related to drug use.
- GOAL 4: Assist local communities in developing effective prevention programs.
- GOAL 5: Create safe and healthy environments in which children and adolescents can live, grow, learn, and develop.
- GOAL 6: Reduce the use of alcohol and tobacco products among underage youth.
- GOAL 7: Increase workplace safety and productivity by reducing drug use in the workplace.
- GOAL 8: Strengthen linkages among the prevention, treatment, and criminal justice communities and other supportive social services, such as employment and training services.
- GOAL 9: Reduce domestic drug-related crime and violence.
- GOAL 10: Reduce all domestic drug production and availability, and continue to target for investigation and prosecution those who illegally import, manufacture, and distribute dangerous drugs and who illegally divert pharmaceuticals and listed chemicals.
- GOAL 11: Improve the efficiency of Federal drug law enforcement capabilities, including interdiction and intelligence programs.
- GOAL 12: Strengthen international cooperation against narcotics production, trafficking, and use.
- GOAL 13: Assist other nations to develop and implement comprehensive counternarcotics policies that combine efforts to strengthen key institutions, advance micro and macro programs to undermine the narcoeconomy, and to conduct enforcement operations to punish traffickers and deter trafficking.
- GOAL 14: Support, implement, and lead more successful enforcement efforts to increase the costs and risks to narcotics producers and traffickers to reduce the supply of illicit drugs to the United States.

The 1994 *Strategy* moves the focus away from casual and intermittent drug use and places it more appropriately on the most difficult and problematic drug-using population—hardcore drug users. This shift recognizes that drug dependence is a chronic, relapsing disorder requiring specialized treatment and provision for aftercare. The *Strategy* also recognizes that prevention programs must place special emphasis on high-risk populations to deter new, high levels of first-time drug use and that prevention efforts also are needed to keep new users from becoming addicted.

With respect to supply reduction, the 1994 *Strategy* significantly changes that program's emphasis. Past practice emphasized programs that attacked the flow of drugs essentially in all places at all times: in the source countries, in the transit zones, along the borders of the United States, and within communities. The *Strategy* changes the emphasis from the past practice of concentrating largely on stopping narcotics shipments to a more evenly distributed effort across four program lines: (1) assisting nations that demonstrate the will to address the problems of drug use and trafficking, (2) destroying domestic and international drug-trafficking organizations, (3) exercising more selective and flexible interdiction programs, and (4) enhancing the quality of traditional investigative and prosecutorial activities while furthering new advances in policing, such as by using community policing to deter criminal activity.

This shift in the *Strategy's* program emphasis means that the goals used in the past must be expanded.

With respect to demand reduction programs, the *Strategy* will continue to include goals reflecting the need to reduce casual or intermittent drug use. However, additional goals will be added to include the reduction of hardcore drug use and its consequences to the user and society.

SPECIAL ISSUES SURROUNDING NEW STRATEGY GOALS

By law, the *Strategy* has as its overarching goal the reduction of drug use and its consequences to users and society. All supply reduction and demand reduction activities are dedicated to satisfying this one goal. However, this focus does not provide an adequate way to measure progress in the overall drug program effort because it oversimplifies the nature of the problem.

Another issue that needs to be addressed is how to deal with the problems of alcohol and tobacco use, which account for the bulk of substance abuse-related costs (i.e., health-related costs, deaths, crime, and other social costs). ONDCP's statutory mandate is limited to the problems of controlled substances; it can address alcohol and tobacco use only when such use is illegal. This means that problems of underage drinking and tobacco use are legitimate drug policy concerns, but the broader issue of substance abuse in general—defined to include alcohol and tobacco problems—is beyond ONDCP's statutory mission, although it is not beyond the mandate of the Federal Government. Indeed, approaches to solving drug problems do not occur in isolation; to be successful, they must be linked to efforts to curb alcohol and tobacco use. This

Strategy addresses illicit drug use but recognizes the substantial and important contribution of its programs to the reduction of alcohol and tobacco consumption. Accomplishing the reduction of the deleterious use of alcohol and tobacco is under the purview of the U.S. Departments of Health and Human Services and Education.

ENSURING THAT GOALS AND OBJECTIVES ARE MET

ONDCP will report in 1995 and 1996 on the progress made in achieving the goals and objectives of the 1994 *Strategy*. The success of the *National Drug Control Strategy* ultimately rests on the ability of the participants in drug control to effectively achieve these goals and objectives. The *Strategy* is national in scope, and its success is not just a Federal responsibility. Instead, the *Strategy's* success requires the vigorous participation of State and local governments, private organizations and foundations, interest groups, religious organizations, and private citizens. It also depends on how closely it is linked to other Federal programs that include a substance abuse control component, such as the Public Health Service's Healthy People 2000, Department of Education programs that address the National Education Goals, the President's Enterprise Zone and Empowerment Communities Program, the Department of Housing and Urban Development's proposed Community Partnership Against Crime, and the President's National Service Program.

III. DOMESTIC PROGRAMS

The President's domestic drug programs focus on treating chronic drug users, incorporating drug treatment into the health care system, and targeting drug prevention programs in schools, communities, and the workplace. The programs stress new efforts to fight drug-related crime and violence in the United States, to dismantle drug trafficking organizations, and to promote cooperation and intelligence sharing among law enforcement agencies.

TREATING AMERICA'S DRUG PROBLEM

Drug dependence is characteristically a chronic, relapsing disorder. It has been estimated that there are about 2.7 million hardcore drug users in the United States. Most (about 2.1 million) are addicted to cocaine, especially crack-cocaine, often in combination with other illegal drugs and alcohol. Heroin, the nemesis of previous decades, now claims about 600,000 addicts and is showing early signs of making a comeback.

The plight of chronic and hardcore drug users affects not only them but their families, friends, and, in the end, all of society. But even the chronic or hardcore user can successfully travel the path to recovery if that path is properly illuminated. It is the intention of this *Strategy* to finally take the necessary steps to remove as many of the pitfalls as possible so that the individual, familial, and societal costs of drug use are reduced and the sad cycle of drug abuse is broken for as many as possible.

The 1994 *National Drug Control Strategy* provides treatment for hardcore drug users as a means to reduce crime and violence by promoting strong linkages between treatment and the criminal justice system; by supporting aggressive outreach efforts to get hardcore users into treatment; by ensuring strong management and monitoring to foster treatment retention; and by demonstrating interventions designed specifically for those at risk of violence.

The *Strategy* targets both casual use and hardcore use through two

key objectives. The objective for hardcore drug use is to reduce the number of hardcore drug users through drug treatment at an average annual rate of 5 percent. The objective for casual use is to reduce the number of casual or intermittent drug users at an average annual rate of 5 percent.

Furthermore, the *Strategy* targets new and existing treatment resources to address the problems of underserved and priority populations such as persons in poverty, pregnant addicts, addicted women, adolescents, and injecting drug users.

Consequently, health care reform is important to the long-term success of the *National Drug Control Strategy*, and significant benefits will come from enactment of the President's proposed Health Security Act. The health costs of drug use are enormous and will likely increase as chronic users seek medical attention for their drug-related problems. Ultimately, substance abuse services must be fully incorporated into the Nation's health care system—this is envisioned, under the Health Security Act, by the year 2001.

PROTECTING AMERICA'S CHILDREN THROUGH EDUCATION AND PREVENTION

The Federal role in preventing drug use by children includes providing leadership, training, technical assistance, and research; fostering cooperation among Federal, State, and local agencies; facilitating State and local drug education and prevention efforts; and providing incentives to encourage States and localities to adopt and imple-

ment more effective and/or innovative prevention approaches. The Federal Government also systematically advances evaluation efforts to reinvigorate and further expand the national prevention effort.

Educating the youth of this Nation is one of society's most important responsibilities, and nowhere is the need for education greater than in teaching children about the dangers of drug use. Exhibit 7 presents descriptions of the varieties of social group-based prevention programs—including school-, peer-, family-, and community-based prevention programs—targeted at youth and other risk groups. While the field of drug prevention is still developing, there is national consensus for more and better prevention programs targeted to youth.

With two years of data suggesting that the prevention message may be getting stale for young people, more needs to be done. Soon the Department of Health and Human Services will release the National Structured Evaluation, the most exhaustive study to date of what is effective in substance abuse prevention programming. To build on this report and make necessary revisions in response to changing circumstances, ONDCP will convene by mid-1994 a panel of scholars and experts in substance abuse prevention. This effort will ensure that prevention will have an increasingly important and visible role in the Nation's demand reduction effort.

Safe and Drug-Free Schools

Evaluations of prevention projects conducted under the Drug-Free Schools and Communities Act (DFSCA) are not yet complete. However, given the progress made

to date in attacking drug use and in identifying areas that require further work, the Administration strongly supports the reauthorization of the important drug use prevention activities under DFSCA in concert with the violence prevention elements of the Safe Schools Act. The Administration's proposal for the new Safe and Drug-Free Schools and Communities Act incorporates needed improvements in drug prevention programs. The act also authorizes comprehensive prevention programs that include antiviolence components (e.g., conflict resolution training and other promising antiviolence strategies).

Programs working with young people should be targeted geographically and developmentally. Communities experiencing high levels of poverty and heavy drug use should receive intensive support. Existing antidrug curricula should be age appropriate and should focus special attention on students in the grades shown to be most vulnerable, and programs for students in the directly preceding grades should be intensified. Programs for the years in question should be culturally relevant and enhanced to provide the most appropriate message, the proper level of intensity, and the necessary support.

Alcohol and Tobacco

Success in ending drug use among young people will not be complete until the illicit use of alcohol and tobacco is reduced sharply. Early alcohol and tobacco use is often a strong predictor of illegal drug use. It should again be noted that ONDCP's statutory mandate is limited to the problems of controlled substances; it can address

alcohol and tobacco use only when such use is illegal.

All States recognize the dangers attendant to early alcohol use and have made the purchase of alcohol illegal for persons under 21 years of age. To make this policy effective, the Strategy calls on States and localities to eliminate legal loopholes and enforce laws related to the consumption, sale, and promotion of alcohol. States should review and, where necessary, adopt the policies, procedures, and legislation set forth by the

President's Commission on Model State Drug Laws.

The alcohol and tobacco industries should be cognizant of the adverse effects of marketing campaigns that target ethnic and minority groups and young people in general. In addition to reviewing their advertising and promotional practices, the Strategy calls on these industries to work with prevention organizations to devise effective strategies against underage drinking and smoking and against underage sales of their products.

PROTECTING NEIGHBORHOODS THROUGH ENFORCEMENT AND COMMUNITY ACTION

Recognizing that demand reduction programs—including drug treatment, prevention, and education—cannot succeed if drugs are readily available and that drug law enforcement programs cannot ultimately succeed if the Nation's appetite for illegal drugs is not curbed, the 1994 Strategy rejects the false choice between demand

EXHIBIT 7: SOCIAL GROUP-BASED PREVENTION PROGRAMS

School-based programs provide early prevention and intervention. They often target their services to children and families at risk for substance use.

Peer-based programs teach youth how to resist peer pressure to use drugs and alcohol and how to support abstinent lifestyles. Many also train youth to teach these resistance skills to their peers, often in programs outside the classroom.

Family-based programs train family members in behavior management, communication, and conflict resolution skills, often through meetings involving other families.

Community-based programs broaden the focus beyond peer and family relations to attack the attitudes and conditions within an entire community that may promote or foster substance abuse. Community-based programs can be divided into the following two categories:

- (1) Culturally defined community-based programs promote cultural understanding and pride in a shared ethnic heritage, while addressing the ways in which unique cultural factors affect substance abuse. In distressed neighborhoods such programs organize to address and remedy the conditions that encourage substance abuse.
- (2) Geographically defined community-based programs coordinate all major sectors of the community to work to reverse attitudes that foster and tolerate substance abuse. They also often promote programs that provide positive alternatives to substance abuse.

SOURCE

Substance Abuse Prevention:
What Works and Why. Paper
prepared by Abt Associates for
ONDCP, 1993.

reduction and supply reduction efforts. Furthermore, drug use reduction initiatives linked to the criminal justice system must focus strongly on adolescent and young adult populations. Early intervention and prevention programs should involve police officers, social workers, juvenile justice workers, educators, health professionals, and volunteers to intervene with those youth likely to become delinquent or to be involved with other high-risk behaviors.

To make the streets safer, the Administration's first priority is to pass a tough and smart crime bill. As outlined by President Clinton in his State of the Union Address, the crime bill must authorize funds to put more police on the streets and expand community policing; it must expand drug treatment for incarcerated hardcore drug users; it must boost the number of boot camps for nonviolent offenders; it must allow for drug courts to provide counseling, treatment, and drug testing for nonviolent drug offenders; and it must include reasonable gun controls, such as a ban on assault weapons.

Expansion of Community Policing

The Administration is committed to helping control and prevent crime by putting more police on the streets and in neighborhoods. On December 20, 1993, the Administration made its first down payment on a commitment to put 100,000 additional police on the street by announcing the first round of community policing grant awards to 74 local law enforcement agencies under the Police Hiring Supplement Pro-

gram. Over the next several months, the Administration will award grants to about 150 additional police departments, bringing the total number of additional officers funded by this program to approximately 2,000.

The crime bill in Congress builds on the Police Hiring Supplement and greatly expands the Administration's effort to put more police on the street and expand community policing. Under the provisions of the legislation, approximately \$9 billion will be available for community policing activities.

This new "Cop on the Beat" program will help communities that make a long-term commitment to community policing increase the number of police officers on patrol in their neighborhoods. The two key elements of community policing—community engagement and problemsolving—can reduce the supply of and demand for drugs and also minimize the negative consequences of drug trafficking and abuse. More police on the street working in partnership with community residents means less crime and less fear of crime. This approach to law enforcement enables communities to reclaim their parks, playgrounds, and streets. It reduces the demand for drugs by discouraging all forms of criminal behavior and promotes community cohesion, which is essential to developing effective community-based drug treatment and prevention programs.

Disruption of Major Trafficking Organizations

Beyond new initiatives anticipated in the crime bill—and included in the President's budget—the

1994 *Strategy* commits the full force of Federal investigative and prosecutive tools to target major drug trafficking organizations so that they are disrupted, dismantled, and destroyed. The objective is to reduce illicit drug trafficking both in and directed at the United States through apprehension, prosecution, conviction, and forfeiture. The President has directed that Federal law enforcement plans be developed that complement our efforts in support of foreign governments that are dealing with the major drug cartels in source and transit countries. The Administration will work toward (1) making drugs harder to obtain and more costly, and (2) reducing the violence attendant with drug activity. Because many of the major illicit drug distributors in American cities are gangs, Federal assistance against significant gang activity will be expanded as appropriate through joint task forces and other initiatives.

High-Intensity Drug Trafficking Area Program

Special emphasis will continue to be placed on those areas of the country most heavily impacted by drug trafficking—the High Intensity Drug Trafficking Areas (HIDTAs). The Federal, State, and local partnerships in these areas will continue to receive priority support to advance the goals of the *Strategy*. In a new initiative involving expansion of the HIDTA Program to support this *Strategy's* priority of reducing chronic drug use, newly designated "distribution" HIDTAs will concentrate multidisciplinary efforts on distribution networks and their associated clientele. The partnerships will be given

maximum flexibility in allocating funds for joint law enforcement initiatives and for treatment of designated criminal justice populations. The Washington, D.C.-Baltimore area has been designated by the Director of ONDCP to be the prototype for this new initiative.

Community Empowerment

The most effective strategies for preventing drug use and keeping drugs out of neighborhoods and schools are those that mobilize all elements of a community through coalitions or partnerships. Cooperative efforts, such as community coalitions, establish and sustain a strong partnership among businesses, schools, religious groups, social services organizations, law enforcement, the media, and community residents to help rid the neighborhood of drug and drug-associated violence. Similar cooperative efforts among Federal, State, and local authorities help local communities tackle drug-related violence. The 1994 *Strategy* will expand the number of cooperative efforts, such as community coalitions, by targeting neighborhoods hardest hit by drug use and related crime and violence. The Administration also will continue to support strongly all efforts to make America's workplaces drug free and to ensure the effectiveness of Federal drug-free workplace programs.

Equally important, the Vice President's Community Empowerment Board—along with the Departments of Housing and Urban Development and Agriculture—will oversee implementation of the President's Empowerment Zones and Enterprise Communities Program. This program reflects a long-term com-

mitment to community-led efforts to revitalize our most distressed neighborhoods and provides a tremendous opportunity to help communities help themselves.

Reducing the Role of Firearms in Drug-Related Violence

The 1993 *Interim Strategy* called for the passage of the Brady Bill and the creation of a 5-day waiting period for handgun purchases to allow a background check of the purchaser's age, mental health, and criminal record. Congress passed the Brady Bill, which the President signed into law on November 30, 1993. New Federal regulations implementing the 5-day waiting period and background investigation provisions went into effect on February 28, 1994.

Additional legislation is needed that deals with the harm that firearms—particularly firearms used in connection with drug offenses—inflict upon society, including a ban on the manufacture, transfer, or possession of assault weapons and restrictions on semiautomatic weapons. The Senate version of the current crime bill contains provisions regarding the use or importation of firearms in connection with drug trafficking, as well as a ban on many assault weapons and on the sale of weapons to minors. These provisions must be quickly enacted by Congress.

Expanding Drug Courts and Boot Camps

Drug Court programs in Fort Lauderdale, Miami, Oakland, Portland, and New York have shown that court-ordered rehabilitation programs can be successful

in reducing drug use and alleviating prison and jail overcrowding, thereby making room for the more serious and dangerous offenders.

Instead of being directly sentenced to a period of incarceration, qualifying drug-using offenders are placed in a court-ordered rehabilitation program requiring drug testing and intensive supervision and treatment. If an offender fails in the program, graduated sanctions—including increased supervision, residential treatment, community-based incarceration, and jail or prison sentences—are used to demand that the offender be drug free. Put simply, drug-using offenders are given one of two choices: treatment or jail.

The crime bills currently being considered by the House and Senate, as well as the President's budget, include monies that could be used to fund the basic components of Drug Court-type programs.

Reducing Violence

Reducing the level of violence in America is an important goal for law enforcement. Drug use and drug trafficking fuel the high level of violence across the country in several ways. For example, the suppliers control and discipline their underlings with violence, the retailers stake out and enforce their market areas with violence, and the drug abusers harm themselves and those around them as a result of their intoxication. Drug use also leads to violence by bringing decay and demoralization to those communities hardest hit by drug abuse and drug trafficking. United States law enforcement will often be an integral part of the prevention and treatment initiatives of this *Strategy*.

IV. INTERNATIONAL PROGRAMS

To successfully address the drug problem on the domestic level, the *Strategy* includes a strong international counternarcotics approach to international drug trafficking. International drug trafficking not only brings crime and violence to our streets and drug abuse to our communities, it also undermines our security by threatening fragile democracies in this hemisphere and around the world.

FOCUSING ON SOURCE COUNTRIES

The 1994 *National Drug Control Strategy* calls for changing the way that international drug control programs are viewed. During 1993 the National Security Council directed a 7-month, comprehensive interagency assessment of the international narcotics challenge and the Federal Government's response to this. This assessment was further framed by the need to examine the Government's foreign counternarcotics goals and objectives, as well as determine which programs were successful, cost effective, and con-

sistent with the new international strategy. Select programs have been retained. However, several interdiction resources were reduced for Fiscal Year 1995, for a total reduction of 94.3 million (see Exhibit 8).

The interagency assessment resulted in an international policy that calls for a shift in emphasis from a strategy predominantly based on interdiction to a three-pronged strategy that emphasizes the following: (1) assisting institutions of nations that show the political will to combat narcotrafficking, (2) destroying the narcotrafficking organizations, and (3) interdicting narcotrafficking in both source and transit countries.

This new approach focuses on the source countries, where the drug syndicates are particularly strong and the drug trade is not only confined but potentially vulnerable. This approach will also assist the source countries in shouldering greater responsibility for the counternarcotics efforts in both their countries and regions. In those

EXHIBIT 8: INTERDICTION RESOURCES

FISCAL YEARS 1994 AND 1995 RESOURCES IN MILLIONS OF DOLLARS

	FY 94	FY 95	CHANGE
COAST GUARD	313.4	262.1	-51.3
CUSTOMS	460.1	429.1	-31.0
DEFENSE	432.5	427.8	-4.7
FAA ¹	17.8	8.9	-8.9
INS ²	75.6	77.4	+1.8
OTIA ³	0.5	0.3	-0.2
TOTAL	1,299.9	1,205.6	-94.3

FOOTNOTES

¹Federal Aviation Administration

²Immigration and Naturalization Service

³Office of Territorial and International Affairs

countries where antinarcotics political will remains weak, the United States will continue implementing diplomatic and cost-effective initiatives to strengthen the countries' commitments to combatting narcotics production and trafficking.

While the United States remains committed to the international antidrug effort, assistance no longer will be unconditional. Under this policy, the United States will work closely with those countries that demonstrate the political will and commitment to undertake serious counternarcotics programs. However, those drug-producing and drug-trafficking countries that do not make an

effort will face increasingly serious economic and other sanctions, including more aggressive use of the congressionally mandated certification process that conditions U.S. economic and military assistance on counternarcotics performance.

This new international strategy represents a controlled shift in interdiction emphasis from the transit zones to the source countries. The term "controlled shift" is used because it is anticipated that the shift could precipitate a further change in tactics by the drug cartels, which requires interdiction agencies to be prepared to respond to such changes as they occur.

- The Coast Guard cut is mostly from the Acquisition, Construction, and Improvement Account, reflecting the completion of the Operation Bahamas and the Turks and Caicos Islands' Helicopter Replacement Program.
- The U.S. Customs cut reflects a reduction in the air and marine program.
- The defense cut represents a decrease of only 1% from the FY 94 level. A portion of the resources associated with transit zone interdiction have been shifted to support increased efforts in source nations, resulting in a slight decrease in the overall funding requirement.
- The FAA cut reflects the full capital implementation of the Airman and Aircraft Registry.
- The INS increase is in the drug portion of an initiative to strengthen control of the borders through an expanded Employer Sanction Program.
- The OTIA cut reflects a slight reduction in technical assistance.

International drug trafficking is a criminal activity that threatens democratic institutions, fuels terrorism and human rights abuses, and undermines economic development. In major source and transit countries, therefore, counter-narcotics programs must be an integral part of foreign policy and must be pursued with the same worldwide commitment that the United States devotes to the promotion of democracy, human rights, and economic advancement.

The cocaine cartels and other drug trafficking organizations are vulnerable to sustained enforcement efforts by committed governments. Not only do they fear the loss of profit, they also fear arrest when they know it will lead to conviction followed by significant punishment and seizure of their assets. The ability of the United States to collect intelligence and build cases against major traffickers has improved considerably, and a major thrust of the international program will be to exploit this growing capability. Cooperation with other nations that share our political will to defeat the international drug syndicates is at the heart of our international strategy.

The President has called for stricter coordination, oversight, and accountability in the implementation of the international counternarcotics policy. Furthermore, he has granted the Office of National Drug Control Policy with the authority to oversee and provide direction to international drug control efforts, including the appointment of an interdiction coordinator to oversee all U.S. interdiction operations from source countries to the U.S. border.

EMPLOYING DRUG-SPECIFIC APPROACHES

Although the United States' global policy is framed by the general principles outlined above, its implementation will be tailored to respond to the distinctly different challenges posed by the cocaine and heroin trades. In other words, the United States will implement two drug-specific approaches: one tailored to the cocaine market and the other tailored to the heroin market. Differences between the two drug markets will affect (1) the type of support the United States will seek from other donors, (2) what can be accomplished in source countries, (3) how trafficking organizations can and will be pursued, and (4) how interdiction efforts can be better targeted.

The Cocaine Strategy

Cocaine currently poses a larger and more dangerous threat to the United States than heroin. Production is largely limited to three Latin American countries that have a long record of counternarcotics relations with the United States (see Exhibit 9). Most of the cocaine is smuggled to the United States through clandestine air and sea shipments (see Exhibit 10).

Drug-trafficking organizations continue to target the U.S. drug market effectively, despite the unprecedented international law enforcement pressure that they face. Because of the limited number of cocaine source countries and the fact that these countries are critical to the criminal operations of the drug-trafficking organizations, the cocaine strategy focuses on the

growing and processing areas of source countries. This approach responds to the evidence that patterns of drug production and flow are changing and that a comprehensive regional approach is essential. Such a strategy reflects the need to target limited resources on areas where such funds can have the greatest effect, which should result in a more balanced and cost-effective use of resources than in the past. From a tactical standpoint, antidrug efforts in the source countries should provide the United States with the best opportunities to eradicate production, to arrest drug "kingpins" and destroy their organizations, and to interdict drug flow. The *Strategy* includes specific actions and geographic locations in which these strategies can be implemented.

The Heroin Strategy

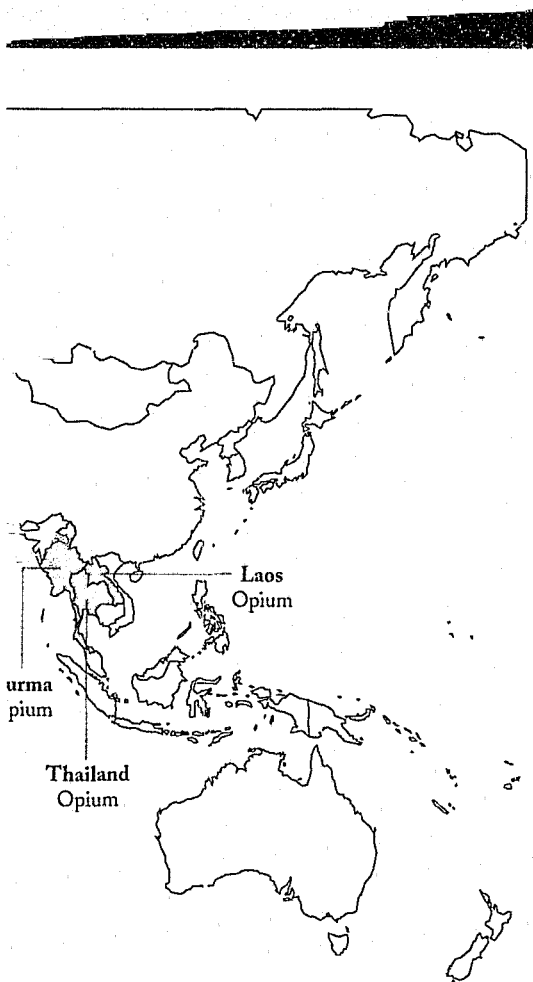
The heroin industry differs substantially from the cocaine industry. Poppies, which are grown to produce opium and ultimately heroin, are too easily and profitably grown throughout the world; therefore, no single growing area supplies the entire American market (see Exhibits 9 and 10). Consequently, a source country approach for fighting the heroin industry is not feasible. Because the heroin industry is much more decentralized and diversified than the cocaine industry, it also is much more difficult to collect intelligence and conduct law enforcement operations against it. Furthermore, from a global perspective, heroin may pose a greater long-term threat to the international community and to the United States' national security interests than cocaine.

EXHIBIT 9: OPIUM, COCA, MARIJUANA, AND HASHISH PRODUCING COUNTRIES



SOURCE

International Narcotics Control
Strategy Report, 1993,
Department of State



The *Strategy* proposes a multidimensional and global approach for countering the international heroin trade that focuses on promoting a greater mobilization of international cooperation and action. The Administration recognizes that no single country or group of countries has the resources, knowledge, or worldwide reach to address comprehensively such a complex and difficult challenge unassisted. Consequently, the *Strategy* calls for the unification of the international community. Supporting such a strategy will require much more in the areas of leadership and long-term political commitment than in funding.

PROMOTING INTERNATIONAL COOPERATION

The *National Drug Control Strategy* intends to boost international awareness of the illicit drug threat and strengthen the political will to combat this threat. The United States will encourage affected countries to invest resources in counternarcotics public awareness, demand reduction, and training programs that will build public support and strengthen the political will for implementing counternarcotics programs. Research institutions in particular will be encouraged to develop research programs and to develop the data necessary to provide a foundation for monitoring the status of drug use on a continuous basis.

The United States will increase efforts to combat international drug-money laundering and the diversion of chemicals to support drug processing by encouraging more members of the international community to pass tougher legis-

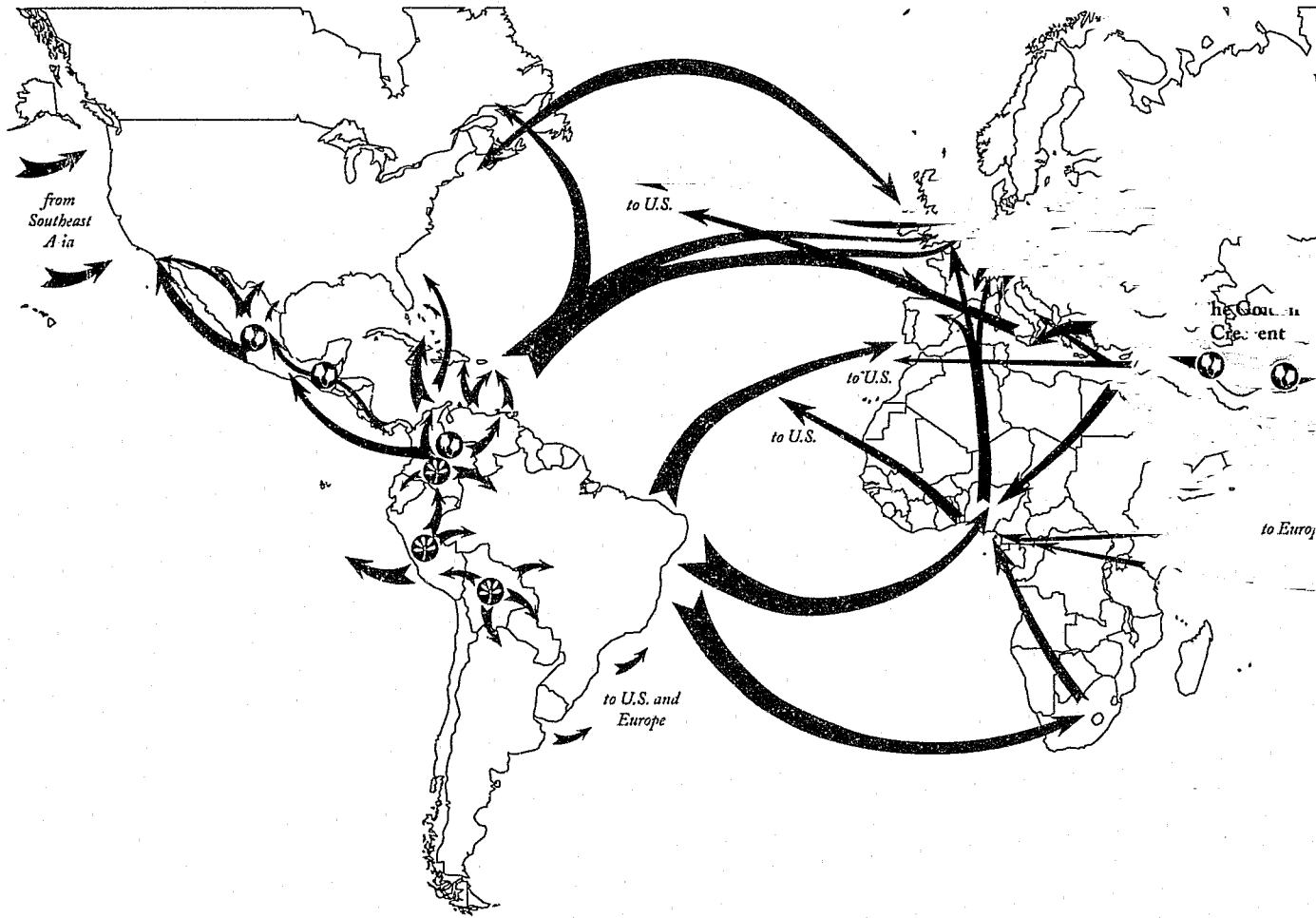
lation concerning money laundering, precursor chemical and currency control, and asset seizure and forfeiture. Those countries that have adequate laws in these areas will be encouraged to enforce them more stringently.

ACHIEVING INTERNATIONAL GOALS

To accomplish the *Strategy's* goals that relate to international programs, several objectives have been established, including the following:

- Strengthen host nation counternarcotics institutions so that they can conduct more effective drug control efforts on their own (under Goal 12).
- Lead efforts to develop and enforce stronger bilateral and multilateral standards to deny traffickers access to essential drug-producing chemicals; to control money laundering; and to thwart the use of international commercial air, maritime, and land cargo shipments for smuggling (under Goal 12).
- Direct counternarcotics assistance at countries that demonstrate the requisite political will and commitment to reduce the production and trafficking of illegal drugs, and make more aggressive use of economic and other sanctions against key drug-producing and transit countries that do not demonstrate the political will to cooperate on counternarcotics efforts (under Goal 12).
- Focus U.S. assistance on building and strengthening judicial, enforcement, and social institutions in key drug-producing and transit countries so that

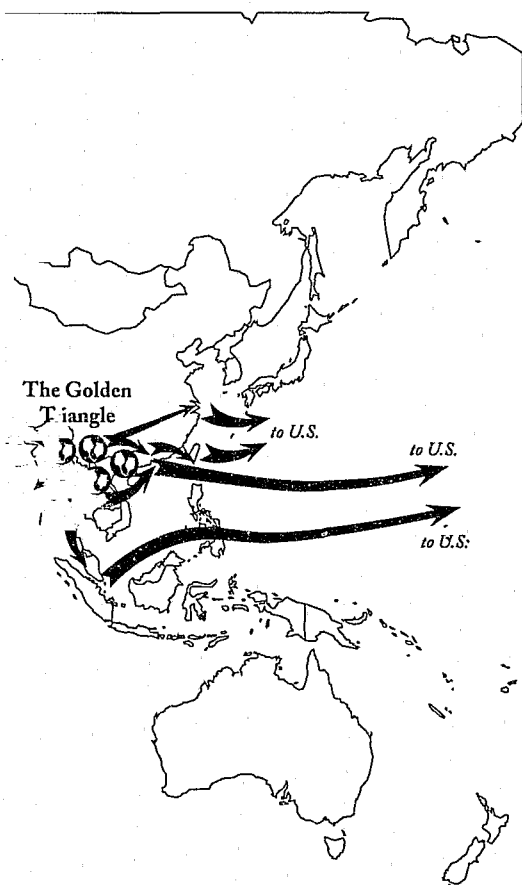
EXHIBIT 10: OPIUM AND COCA TRAFFICKING ROUTES



- LEGEND**
- Growing Areas**
- ☼ Coca
 - ⊙ Opium Poppy
- Major Trafficking Routes**
- ↪ Cocaine
 - ↪ Opiates

SOURCE

International Narcotics Control
Strategy Report, 1993,
Department of State



they become more self-reliant and have a solid and publicly supported legal, political, and operational base for conducting a sustained attack on the drug trade (under Goal 13).

- Intensify international efforts to arrest and imprison international drug kingpins and destroy their organizations (under Goal 13).
- Coordinate diplomatic initiatives with major source countries to deny traffickers access to the chemicals they need to produce cocaine and heroin and to thwart the traffickers' efforts to launder their illegal proceeds (under Goal 13).
- Reduce coca cultivation by 1996 through assisting and pressing Colombia, Bolivia, and Peru to initiate or intensify crop control efforts through enforcement operations and economic incentives (under Goal 14).
- Stop the fast-developing opium cultivation by 1996 through implementing aggressive crop control programs in Colombia, Guatemala, and Mexico and through preventing production from spreading to other Latin American countries (under Goal 14).

- Aggressively support crop control programs for poppy and coca in countries where there is a strong prospect for a record of success (under Goal 14).
- Conduct flexible interdiction in the transit zone to ensure effective use of maritime and aerial interdiction capabilities (under Goal 14).
- Optimize the program effectiveness of overseas interdiction programs by appointing an interdiction coordinator to oversee all U.S. interdiction operations and to ensure that such efforts are directed at the most important targets.

To accomplish these objectives, the *Strategy* proposes a total of \$428 million for international efforts—an increase of \$76 million. The Department of State will receive \$72 million (of the \$76 million) to support efforts in source countries to reduce the availability of illicit drugs through activities such as training of law enforcement personnel, judicial reform, crop control, sustainable development, interdiction, and demand reduction.

V. PURSUING NEW IDEAS FOR DRUG CONTROL

Since its inception, the *National Drug Control Strategy* has included a long-term commitment to research in a number of diverse and related areas. These include drug use, treatment, education, prevention, criminal justice, and technical advancements in support of law enforcement and drug interdiction. The *Strategy* is shaped largely by harnessing the best minds in the fields of social science and public policy, physics, chemistry, the health sciences, and engineering. The knowledge that emerges from their research and the tools that are based on it will continue to contribute to reducing the impact of drug use on this Nation and serve as a basis for the Office of National Drug Control Policy's (ONDCP's) future strategies to address national drug problems.

THE RESEARCH, DATA, AND EVALUATION COMMITTEE

To determine which programs and strategies are the most effective, data collection and research efforts must be refined and improved.

Federal, State, and local governments and private organizations must be able to obtain reliable information about the nature and extent of the drug problem for appropriate policy development and for program development and evaluation. Efforts already have begun to improve the quality, timeliness, and policy relevance of drug data collection systems and to develop new methods for capturing information about emerging trends. Additionally, a new data collection effort has been undertaken to measure the number, location, and characteristics of the hardcore user population. ONDCP also will, in coordination with other drug control departments and agencies, sponsor and conduct research and evaluation projects to determine which strategies and programs are working and why.

Coordination of Federal research and evaluation efforts and the open exchange of information from drug-related research and evaluation projects are essential to sound policy. To assist in such coordination, ONDCP will establish

and convene the Research, Data, and Evaluation (RD&E) Committee in 1994. The organizational structure of the RD&E Committee (see Exhibit 11) will reflect the important role of the Counter-Drug Technology Assessment Center (CTAC) as the central counterdrug enforcement research and development organization of the U.S. Government. The committee is headed by a chief scientist (appointed by the Director of ONDCP), who serves as head of ONDCP's Science and Technology Subcommittee. CTAC develops for the Director of ONDCP near-, mid-, and long-term scientific and technological requirements for Federal, State, and local law enforcement agencies and for support of related

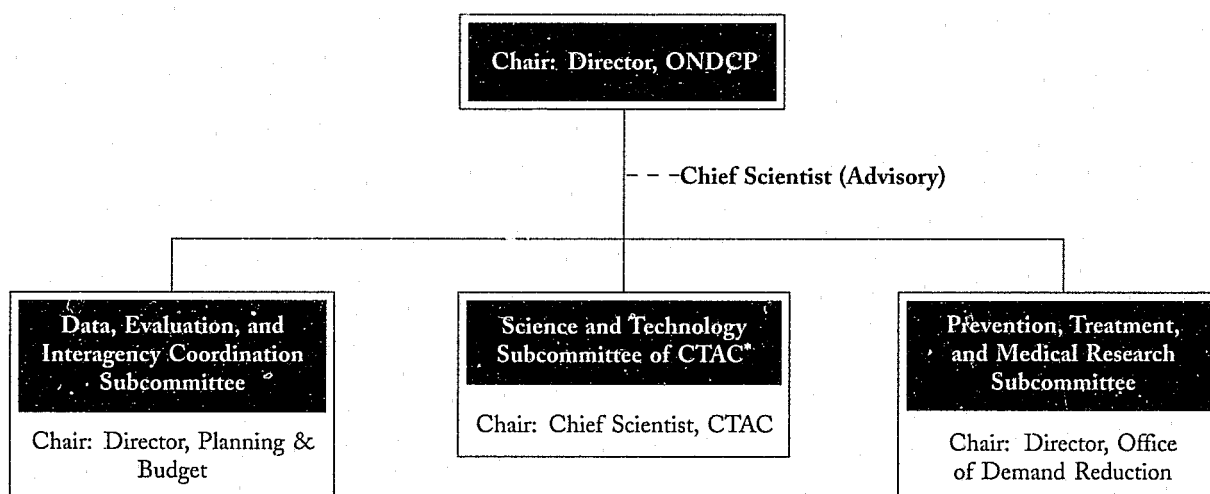
research. Through the Science and Technology Subcommittee, the chief scientist is able to enlist and coordinate Federal efforts to assist law enforcement agencies.

The goals of this committee will be (1) to provide, promote, and facilitate coordination of Federal research efforts; (2) to ensure that key Federal research efforts receive appropriate support and priority; and (3) to provide a mechanism to ensure that the available drug-related Federal research dollars are expended on projects that have a high probability of both immediate and long-term cost-effectiveness and that are consistent with the primary goals and objectives of the *National Drug Control Strategy*. This committee also will seek to ensure that both

the drug-related data and results of evaluations, as well as the knowledge and useful products that flow from Federal research projects, are readily available to the broader drug control community.

The RD&E Committee will establish policies and priorities for drug control research; review and monitor all phases of drug-related data collection, research, and evaluation; and foster drug-related research, such as the development of new modes of drug treatment. The RD&E Committee also will be charged with identifying research-related actions for future *Strategies* and with suggesting appropriate funding levels and sources for RD&E activities. In addition, ONDCP will seek expanded participation

EXHIBIT 11: ORGANIZATION OF THE RESEARCH, DATA, AND EVALUATION COMMITTEE



FOOTNOTE

*Counter-Drug Technology Assessment Center

by industry, the academic community, and other countries in the development and exchange of drug-related technology. ONDCP's CTAC will be integrated into the RD&E Committee within the overall research and evaluation initiative.

COUNTER-DRUG TECHNOLOGY ASSESSMENT CENTER

ONDCP has also initiated, under the CTAC, a National Counter-drug Research and Development Program to access our national technology resources. This pro-

gram includes several initiatives focused on providing (1) advanced technology to the Federal, State, and local law enforcement communities and (2) initiatives to assist both supply and demand reduction activities. Under one initiative, a prototype system is being developed to permit the integration of information from various criminal justice data bases, to improve information exchange, and to streamline law enforcement efforts. Work is also under way to develop and field nonintrusive inspection systems for use at border-crossing inspection points.



VI. FEDERAL DRUG BUDGET HIGHLIGHTS

The President's 1995 budget request for drug control programs provides a new direction for national efforts to confront the problems caused by illicit drug use and trafficking. Not only has the total funding request substantially increased, but significant emphasis is now placed on demand reduction programs, particularly treatment services for hardcore users and prevention activities for children and adolescents. Moreover, this budget provides resources to link drug policy with other facets of the Administration's domestic policy, especially programs to stimulate economic growth, reform health care, curb youth violence, and empower communities. The Fiscal Year (FY) 1995 request also proposes to unite drug programs with related efforts to give individuals and communities relief from problems that lead to drug use.

Recognizing the strong linkage between hardcore drug use and its health and crime consequences to society, the drug control budget increases funds for drug treatment

to a record level. Moreover, the FY 1995 budget increases resources for community-based prevention education programs, critical supply reduction programs in source and transit countries to stop the flow of illicit drugs to the United States, and local law enforcement programs for community policing.

Further, interdiction funding has been reduced, reflecting the shift in program emphasis from relatively more expensive programs operating in the transit zones to less expensive programs in source and transit countries. Finally, the budget recognizes the importance of Federal law enforcement and maintains funding for efforts to ensure continued progress in attacking drug trafficking.

For FY 1995 the President has requested a record \$13.2 billion to enhance programs dedicated to drug control efforts (see Exhibit 12). This represents an increase of \$1.0 billion, or 9 percent, over the FY 1994 enacted level. Furthermore, \$7.8 billion (or 59 percent)

of the total drug program budget is for supply reduction programs. The balance of \$5.4 billion (41 percent) is for demand reduction programs.

Federal drug control spending by function is displayed in Exhibit 13 and reflects substantial increases for treatment, prevention, and international programs.

The FY 1995 request provides additional resources in the four major program areas discussed in the sections below.

REDUCING HARDCORE DRUG USE THROUGH TREATMENT

First and foremost, the *Strategy* makes the reduction of drug use by hardcore drug users its number-

one priority. The total 1995 funding request for drug treatment programs is \$2.9 billion, an increase of \$360 million (14.3 percent). Of this increase, \$355 million is specifically targeted for programs to reduce hardcore drug use and includes the following elements:

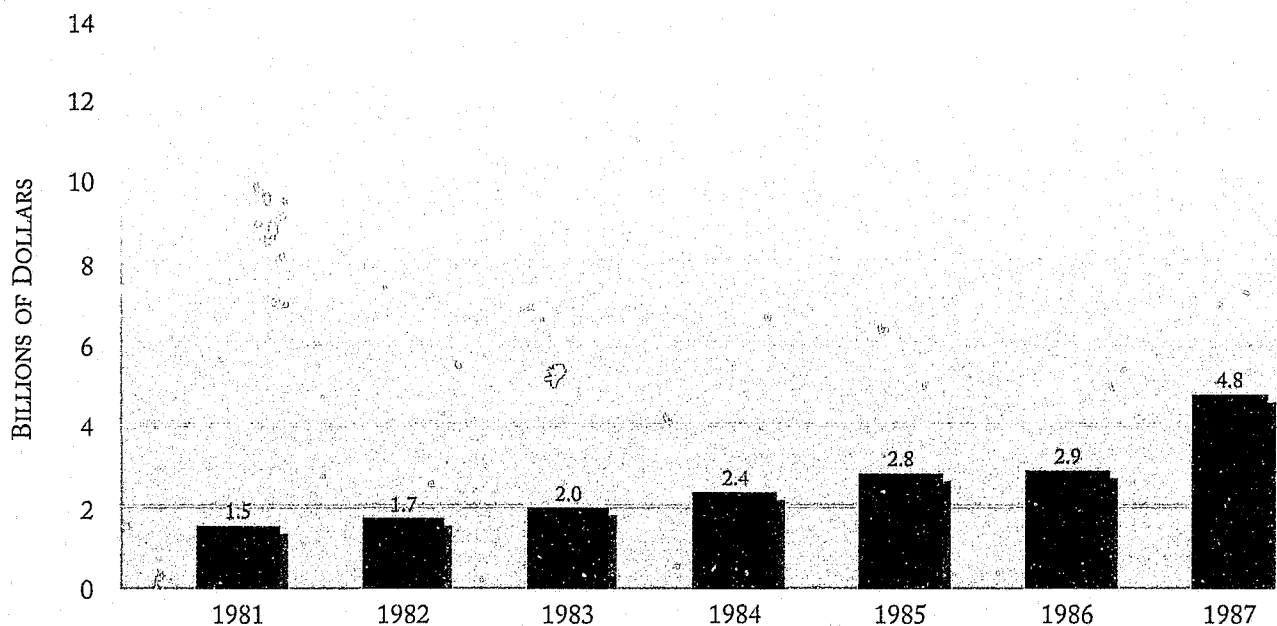
- \$310 million for the Health and Human Services (HHS) Substance Abuse Prevention and Treatment Block Grant;
- \$35 million for a new treatment demonstration program at HHS for the hardcore drug-using population; and
- \$10 million for the expansion of treatment services for American Indian and Alaska Native populations.

It is anticipated that these additional funds will provide treatment for up to 74,000 more hardcore drug users. Furthermore, it is expected that the enactment of the Crime Bill will provide substantially more resources for treatment of prisoners—as many as 65,000 additional hardcore users. In total about 140,000 hardcore users will receive treatment in FY 1995.

ENSURING SAFE AND DRUG-FREE SCHOOLS BY IMPROVING PREVENTION EFFICACY

To create safe and drug-free environments, the FY 1995 request includes \$660 million for school-based drug and violence prevention

EXHIBIT 12: FEDERAL DRUG CONTROL BUDGET, 1981-1995



programs. This includes an increase of \$191 million over the FY 1994 levels. This increase is associated with two programs within the Department of Education: the Safe and Drug-Free Schools and Communities State Grant Program and the Safe Schools Program.

This initiative will ensure that children will be able to attend schools free of crime and violence and to acquire the tools they need to resist the temptation to use drugs. The FY 1995 request will allow more students to receive drug, violence, and alcohol prevention education. These new programs will allow schools to procure metal detectors and hire security personnel as part of a comprehensive response to school

violence, as well as other crime and violence problems arising in the school and community.

EMPOWERING COMMUNITIES TO COMBAT DRUG-RELATED VIOLENCE AND CRIME

The FY 1995 request includes resources to empower communities to confront their drug problems directly. A total of \$1.0 billion is requested for community-based efforts. This includes \$568 million for the drug component of the community policing effort to provide more "cops on the beat."

Further, for prevention and treatment efforts, \$50 million is also included in the FY 1995 request for the drug-related portion of

the Community Empowerment Program, to be directed principally by the Department of Housing and Urban Development. This program will provide residential and nonresidential drug and alcohol prevention and treatment programs that offer comprehensive services for pregnant women as well as mothers and their children.

To ensure linkages of comprehensive, community-based services—especially prevention services at the local level—the FY 1995 budget requests \$115 million for the Community Partnership Program. This funding will aid in the organization of community efforts to build and implement comprehensive, anti-drug community strategies.

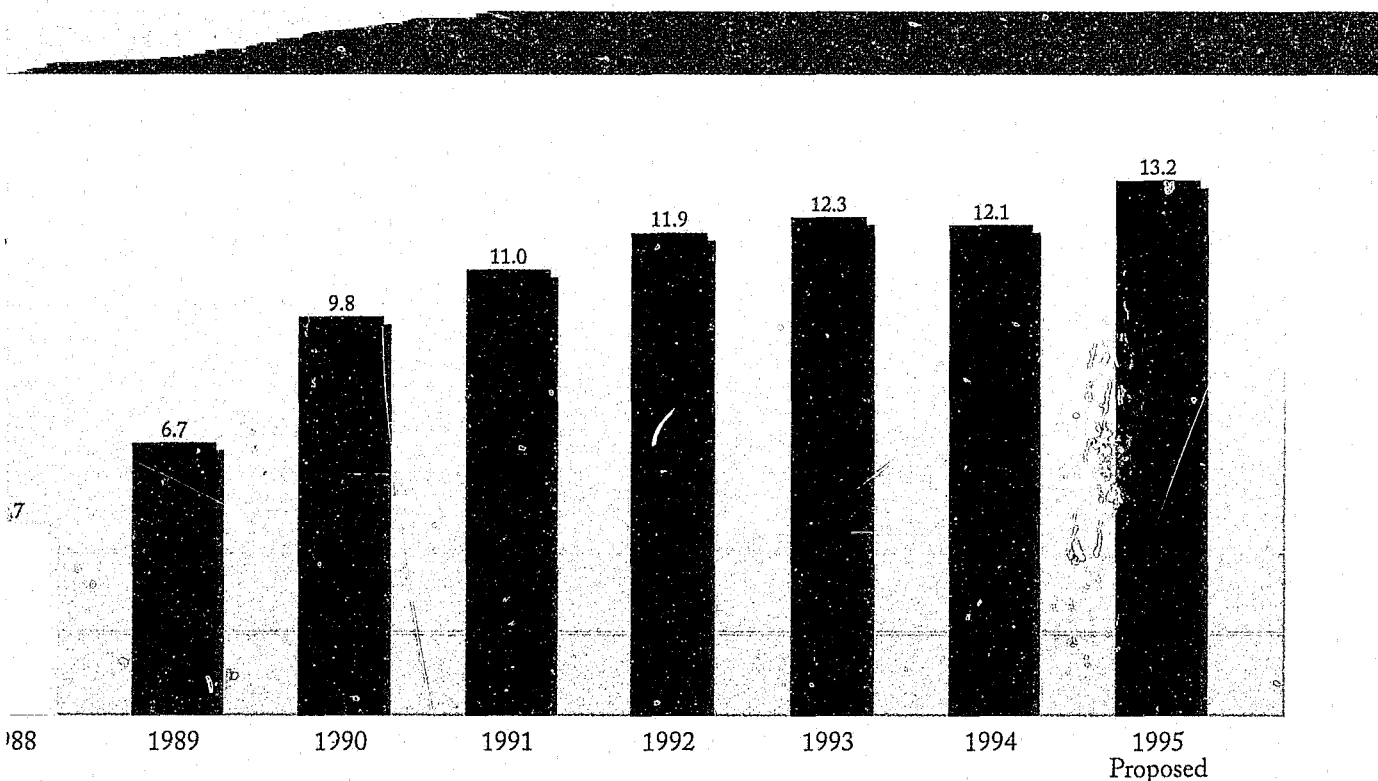


EXHIBIT 13: FEDERAL DRUG CONTROL SPENDING BY FUNCTION, FISCAL YEARS 1993-1995

FUNCTION	FY 1993 ACTUAL (\$)	FY 1994 ENACTED (\$)	FY 1995 REQUEST (\$)	FY 94-95 CHANGE (\$)	FY 94-95 CHANGE (%)
DRUG TREATMENT	2,339.1	2,514.1	2,874.4	+360.3	+14.3%
PREVENTION*	1,556.5	1,602.4	2,050.7	+448.2	+28.0%
CRIMINAL JUSTICE	5,685.1	5,700.4	5,926.9	+226.6	+4.0%
INTERNATIONAL	523.4	351.4	427.8	+76.4	+21.7%
INTERDICTION	1,511.1	1,299.9	1,205.6	-94.3	-7.3%
RESEARCH	499.1	504.6	531.6	+27.0	+5.3%
INTELLIGENCE	150.9	163.4	162.8	-0.6	-0.4%
TOTAL	12,265.3	12,136.2	13,179.8	1,043.6	+8.6%

FOOTNOTE

*Education, Community Action,
and the Workplace

Finally, in order to provide resources in the areas of heavy drug trafficking and use, the FY 1995 request for the ONDCP High Intensity Drug Trafficking Area (HIDTA) Program is set at \$98 million, an increase of \$12 million. This increase will permit the establishment of one additional HIDTA, bringing the total to six.

INCREASING INTERNATIONAL PROGRAM EFFORTS

The fourth major budget initiative supports supply reduction programs worldwide. The 1995 budget requests an increase of \$72 million for the Department of State to support source country efforts to re-

duce the availability of illicit drugs through activities such as training of law enforcement personnel, judicial reform, crop control, sustainable development, interdiction, and demand reduction efforts.

The 1995 request recognizes that drug policy must be an integral part of U.S. foreign policy and must be pursued on a broad front of institution building, dismantling of drug-related organizations, and source country and transit zone interdiction. In order to improve the national response to organized international drug trafficking, the budget emphasizes programs that support a controlled shift of resources from the transit zones to the source countries.

CONCLUSION

The Administration's *National Drug Control Strategy* is designed to redirect and reinvigorate national efforts to confront the drug crisis. This *Strategy* significantly shifts emphasis and budget priorities to drug demand reduction, targeting important additional resources to reduce chronic, hard-core drug use. At the same time, the *Strategy* maintains an appropriate level of emphasis on domestic and international enforcement initiatives. The *Strategy* no longer perceives America's drug problem through the narrow prism of supply versus demand activities. Instead, the *Strategy* sets forth measurable goals and objectives by which the effectiveness of domestic and international programs can be measured.

Ultimately, America's drug problem will be solved at home through domestic programs that combine effective law enforcement, treatment, prevention, and education programs that are mutually supportive. The international program supports the domestic effort by reducing the availability of ille-

gal drugs and by creating a global environment where drug production, trafficking, and use are universally opposed and condemned.

Drug policy will be linked with efforts to spur economic growth, reform health care, curb youth violence, and empower communities. At the heart of the domestic program are demand reduction efforts. Crucial to these efforts are educational and youth-directed programs such as the President's National Service Initiative and community-based programs such as Empowerment Zones and Enterprise Communities. Aggressive drug treatment will be aimed at hardcore users in the community and in the criminal justice system, and the proposed Health Security Act will make drug treatment part of the national health care system. Research will focus on the application of behavioral and biomedical science as well as on at-risk populations and medications evaluations.

Also crucial to domestic drug policy are reducing drug-trafficking

and drug-related violence and controlling and preventing crime. The Administration will work vigorously, using the full force of the available investigative and prosecutorial tools, to suppress the traffic in drugs aimed at and already within the United States and to quell the violence associated with drug trafficking. In addition to continuing to target drug trafficking organizations, Federal law enforcement agencies will increase their involvement in cooperative law enforcement efforts to help communities rid their neighborhoods of gangs. These agencies also will disrupt major drug trafficking organizations by keeping drugs from entering the country and spreading across it. The Safe Schools Act of 1993, awaiting congressional passage, will help curb school violence. Reauthorization of the Drug-Free Schools and Communities Act and other initiatives will address the impact of drugs and violence on youth.

Drug control policy will be an integral part of foreign policy, because drug trafficking is a

national security problem that jeopardizes efforts to achieve political stability and economic security abroad.

To counter the cocaine and heroin trade, the Administration will take steps to ensure a coordinated response by the State Department, the Department of Defense, and law enforcement agencies. Counternarcotics programs in other countries will be supported, and steps will be taken to strengthen and broaden international cooperation against the drug trade. U.S. Federal law enforcement agencies

will lead the effort to develop an international coalition against drug cultivation, production, trafficking, and use. Efforts through international organizations will continue, including the United Nations Drug Control Program, which currently provides drug control assistance to 97 countries.

Antidrug efforts are a national, not a Federal, undertaking. Key to the *Strategy* are initiatives that involve State and local governments, the private sector, schools, religious and community groups, and individual Americans.



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