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# National Drug Control Strategy

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Progress in the War on Drugs  
1989-1992



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ACQUISITIONS

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The White House

## **INTRODUCTION**

On September 5, 1989, President Bush delivered his first major televised address to the Nation. The subject was illicit drugs, which the President called “the gravest threat facing our Nation today.” When the President said that drugs were “sapping our strength as a Nation,” Americans knew it to be true. Every major public opinion poll showed that by a wide margin Americans regarded the drug epidemic as the Nation’s most serious problem. One pollster even marveled that a domestic issue — fear of drugs — had replaced fear of war as the greatest concern of Americans.

Four years ago our drug problem was, in a word, terrible. More than 14 million Americans were current, active users of such dangerous drugs as heroin, cocaine, marijuana, and LSD. Nearly 2 million adolescents were using drugs. Our children, even the very young, were being harassed by drug dealers in and out of school. Americans were spending about \$50 billion annually to purchase drugs.

The drug epidemic was fueled by unprecedented quantities of cocaine flooding across our borders, bringing ever-lower street prices that inevitably seduced new users. Abroad, narco-terrorists in Colombia were on the verge of bringing one of Latin America’s oldest democracies to its knees with the brutal murders of a Presidential candidate and some 200 judges, including seven supreme court justices.

Throughout most of the 1980s, the Nation’s response to the drug threat had been vigorous and well-intentioned, but it was not always well coordinated. Federal agencies with responsibilities for law enforcement, interdiction, and demand reduction had overlapping responsibilities and often worked at cross purposes. Communities hit hard by drugs lacked the means and the mechanisms for mobilizing. Many States had yet to marshal effectively their own resources to fight drugs or to form productive cooperative relationships with the Federal government. Insufficient attention was being paid to drug prevention and drug education in the schools, and Federal support for drug treatment and research languished. Much remained to be done by the United States to work with source and transit countries such as Peru, Colombia, and Mexico to control the cultivation, manufacture, and export of drugs.

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## **America Responds**

President Bush's 1989 speech to the American people signalled not just a call for new resources with which to fight drugs, but also a new approach. "America's fight against illegal drug use," said President Bush, "cannot be won on any single front alone; it must be waged everywhere — at every level of government — Federal, State, and local — and by every citizen in every community across the country. We **will** take back our streets — neighborhood by neighborhood, block by block, child by child."

To develop and coordinate the implementation of this new approach, the Office of National Drug Control Policy (ONDCP) was created within the Executive Office of the President. The Office was authorized by the Anti-Drug Abuse Act of 1988 to develop and advise the President on a national drug control strategy, a consolidated drug control budget, and other management and organizational issues.

In accordance with ONDCP's enabling legislation, the first National Drug Control Strategy was issued in September 1989; subsequent Strategies were issued on February 1 of each year. Each Strategy was prepared following extensive consultation with other Federal agencies, the Congress, State and local officials, and drug experts from a wide variety of fields. For the first time, the Nation had a single blueprint for Federal, State, and local anti-drug efforts. The Strategy established a program, a budget, and guidelines for cooperation among all entities involved in drug control activities.

## **Principles of the National Drug Control Strategy**

The September 1989 Strategy and each succeeding Strategy have been grounded in four key principles that make explicit the Bush Administration's understanding of the nature of our Nation's drug problem:

**The essence of the drug problem is drug use. Our ultimate goal, and the measure of our success, must be to reduce the number of Americans who use drugs.** Heretofore, our progress in fighting drugs was frequently measured in terms of the number of arrests, conviction rates, and quantities of drugs seized. These are useful indicators, but

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they address only the symptoms, not the problem itself: drug use. Too little attention had been given to such indicators of drug use as drug-related deaths, injuries, and levels of drug use among various populations.

**Because they are the heart of the problem, drug users must be held accountable.** Although there are many reasons why individuals take drugs — such as unemployment, boredom, peer pressure, homelessness, and mental disorders — by and large, drug use is the result of bad decisions by individuals exercising free will. An important means of persuading individuals **not** to use drugs is to make it clear to them that using drugs will lead inevitably to specific adverse consequences and sanctions. These may and should include a range of civil and criminal penalties, from loss of professional license to court-ordered drug treatment, as well as social sanctions from family, school, and community.

**To be effective, the Strategy must be comprehensive, integrating efforts to reduce the supply as well as the demand for drugs.** No single tactic, pursued alone or to the detriment of others, can be effective in reducing drug use. Rather, pressure must be applied along all fronts of the drug war simultaneously, recognizing that although prevention is the long-term solution, short-term measures to treat addiction and restrict the availability of drugs can give prevention a chance to work.

**We must have a national, not just a Federal drug Strategy.** Because the drug problem is national in scope, its solution lies only in vigorous, coordinated efforts at the Federal, State, and local levels. Any National Drug Control Strategy that ignores the important roles of State and local entities, the private sector, religious institutions, and families, is destined to fail.

### **New Resources and Programs**

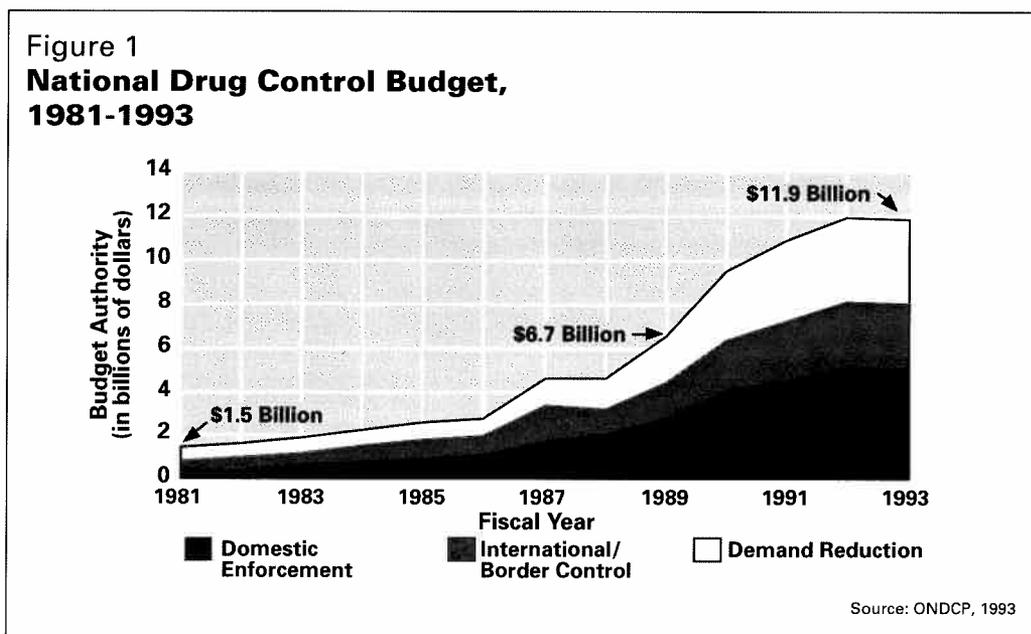
In response to the National Drug Control Strategy, more money, attention, thinking, research, legislative and government action, cooperative effort, and manpower are being applied to the drug problem than at any time in our history. More citizens are mobilizing their communities to battle drugs. More schools are implementing

drug prevention programs. More drug users are able to obtain treatment. And efforts to arrest traffickers, eradicate domestic drug crops, and interdict incoming drugs are being intensified.

President Bush bolstered the National Drug Control Strategy by seeking unprecedented increases in Federal funding for virtually every facet of the war on drugs (Figure 1). His first budget alone proposed a 40 percent increase in funding for drug control programs. Since President Bush took office, funding for drug programs has increased by nearly 80 percent to \$11.9 billion in FY 1993. Funding for domestic law enforcement has grown by 90 percent, for international cooperation and interdiction by 38 percent, and for demand reduction by 99 percent since FY 1989. To support the National Drug Control Strategy in FY 1994, the Bush Administration projects a budget of \$13.2 billion, an 11 percent increase over the FY 1993 appropriation.

In the three years since the first National Drug Control Strategy was issued, the Bush Administration has advanced a number of key initiatives:

- Proposed and signed into law legislation requiring Federally-funded schools and colleges to implement drug prevention programs and policies as a condition of eligibility for Federal assistance.



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- Created a new \$100 million per year grant program to help communities mobilize against drugs.
  - Increased funding for drug prevention in public housing communities from \$8 million in FY 1989 to \$175 million in FY 1993.
  - Proposed budget increases that would have doubled Federal funding for school systems ravaged by drugs and drug-related crime.
  - Doubled funding for drug treatment services and research, and proposed and signed into law legislation that improves state strategic planning for drug treatment systems.
  - Initiated the development of model drug treatment protocols and standards of care for treatment providers.
  - Pioneered multi-modality drug treatment campuses and experimental programs integrating drug treatment at Job Corps training centers.
  - Enhanced the air and maritime surveillance system along the southern U.S. border and in the Caribbean.
  - Championed the community policing approach to local law enforcement.
  - Created a new Weed and Seed initiative to combat drug trafficking and social disorder in high-crime urban areas.
  - Designated five High Intensity Drug Trafficking Areas and provided them with intensive Federal resources.
  - For the first time, utilized significant elements of the U.S. Armed Forces in the fight against illegal drugs.
  - Expanded cooperative programs with Bolivia, Colombia, Mexico, Peru, Thailand, and other source and transit countries.
  - Increased the use of boot camps and other alternative sanctions for drug offenders.
  - Greatly increased the eradication of domestically-grown marijuana crops.

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## **A Record of Accomplishment**

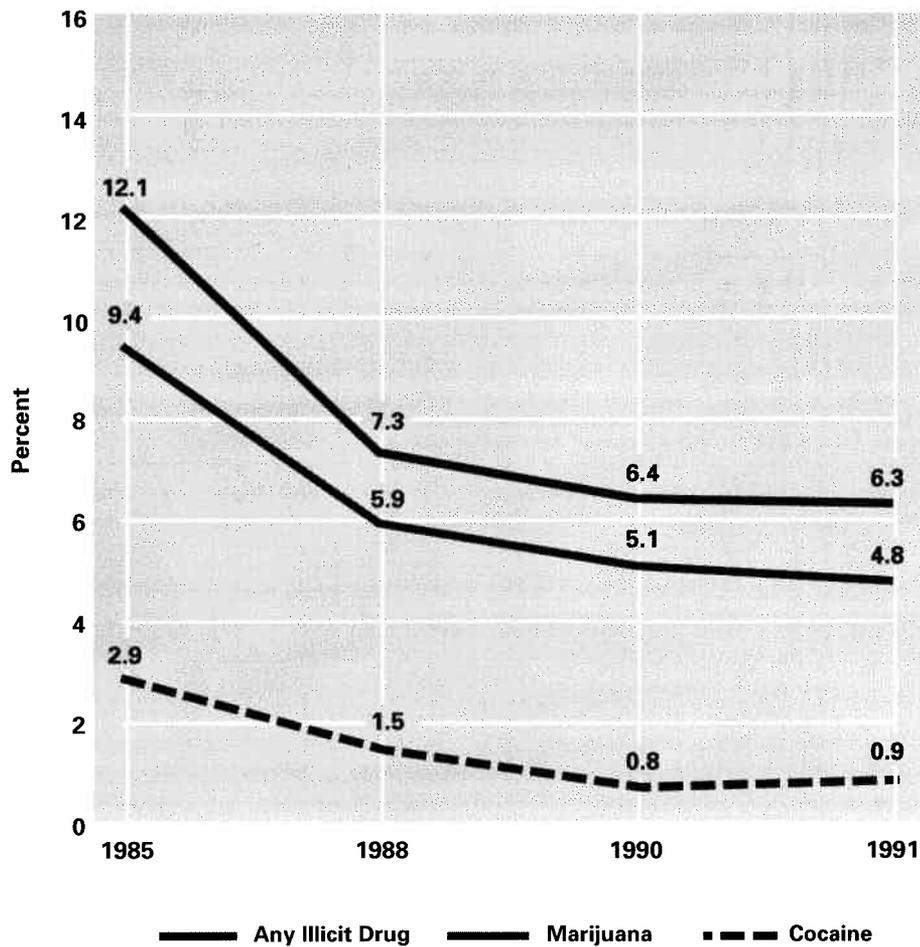
There is always a temptation to assess progress or failure in the fight against drugs by whatever happens to be the latest piece of good or bad news. But a strategy designed to fight a national drug problem requires a more systematic evaluation of its progress. It requires that we look beyond vivid anecdotal reports or piecemeal statistical data such as the number of arrests, the amount of seizures, or the number of people treated. This information is important, but to get a clear and direct measure of where we are as a Nation in fighting drug use, the National Drug Control Strategy established a single and practical measure of success: the number of Americans using drugs.

Against this benchmark there has been significant progress. The number of current users of drugs (that is, persons reporting use of an illicit drug during the past month) declined steadily in the 1980s and has continued to decline into the 1990s (Figure 2). Indeed, the number of current drug users is now half that in 1979. Since 1988, the number of Americans who reported using cocaine within the past month is down by 35 percent. Since 1985, it has declined 67 percent. Over the past seven years, the number of Americans who use any illegal drug on a current basis has dropped by almost ten million, equivalent to the entire population — every man, woman, and child — of Iowa, Minnesota, and Missouri.

As impressive as these statistics are, they pale in comparison to what our young people have achieved. The number of adolescents who use cocaine on a current basis has declined by 63 percent since 1988, and by 79 percent since 1985. Adolescent drug use is now at the lowest level since we began to collect data in 1975. This is a good sign, a hopeful sign, an indication that we **will** be able to break the hold of drugs on our future generations. In fact, through the efforts of the Federal government, State governments, and citizens across the country, it appears that we may have succeeded in saving the next generation from the tragedy of drug use.

Behind these statistics is a sea change in Americans' attitudes toward drug use. For years we equivocated over whether drugs were bad or simply a lifestyle choice. A Time magazine cover from the early 1980s portrayed cocaine as the contemporary equivalent to the martini, and a number of States decriminalized the use of marijuana.

Figure 2  
**Current Drug Use, 1985-1991**



Source: National Household Survey on Drug Abuse, 1991

But through the leadership of President Bush, former President and Mrs. Reagan, the Partnership for a Drug-Free America, and many others, the Nation finally made up its mind. We've come to understand that drug use not only is dangerous, it is wrong, and that drug use makes bad parents, unreliable co-workers, poor students, and erratic citizens.

Despite favorable overall trends, the 1991 data show, as expected, that two distinct fronts are emerging in the war on drugs. The National

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Drug Control Strategy anticipated that once initial efforts were successful in reaching the casual drug user — those on the first front — the dramatic declines in overall drug use would slow. Recent data bear this out. Hard-core addicted users — those on the second front — constitute perhaps 25 percent of all drug users. Since they are more resistant to conventional anti-drug use approaches than casual users, we expect progress in this area to be more difficult, though no less important.

### **Remaining Challenges**

Although the Nation clearly has much to be proud of, there is much work yet to do. Despite the progress of the past several years in reducing drug use, these reductions have not been uniform or universal. In too many neighborhoods, hard-core drug use continues unabated. And in such neighborhoods, the lawlessness and senseless violence that accompany the drug trade continue to bring untold misery to many American families.

Many factors contribute to hard-core drug use, such as the lack of strong ameliorating ties to basic social institutions — family, job, and community; high rates of relapse, even after treatment; and the resistance of many hard-core drug users to traditional prevention messages. But a major reason why hard-core drug use has persisted at high levels, despite marked declines among other drug users, is the inability consistently to stem the tide of drugs — principally heroin and cocaine — from producer nations.

Law enforcement and interdiction agency personnel have been dedicated and resourceful, and they have seized ever-greater quantities of drugs. However, in Peru, Burma, and other drug-producing countries around the world where central authority and the rule of law are weak, drugs continue to be cultivated, produced, and exported in large amounts. Until we can succeed in making these drugs less readily available on our streets, at higher prices and at lower purity, it will be difficult to make continued headway against hard-core drug use.

The Bush Administration has proposed several important initiatives to address the stubborn problem of hard-core drug use. In drug

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treatment, for example, the Bush Administration has created large experimental drug treatment centers in two major urban areas, and it has developed a treatment Capacity Expansion Program to concentrate new funding in States and localities that demonstrate an urgent lack of treatment capacity. In prevention, the Bush Administration has sought to increase greatly, as well as target more effectively, drug education emergency grants, which help school districts in drug-ravaged communities provide prevention and drug education programs for young people who are especially susceptible to the lure of drug use and drug trafficking. And it has created a Community Partnerships program to help communities hit hard by drugs to mobilize and coordinate all of the public and private groups involved in the fight against drugs. To reduce the flow of drugs into this country, the Bush Administration has formulated a number of proposals to improve our interdiction efforts and to strengthen the resolve of the drug producing and transit countries.

If such policies are pursued diligently in the years ahead, they will over time begin to chip away at hard-core drug use. However, this is no time to become complacent. In the last Congress, the Bush Administration's proposed drug control budget was cut by nearly \$1 billion, including cuts in critical prevention and treatment programs for the inner city. Some States have reduced their spending for drug treatment, which neutralizes Federal budget increases. And a small but nevertheless vocal minority is advocating the legalization of some (or all) dangerous drugs, while others champion the government-sanctioned distribution of hypodermic syringes to intravenous drug users. This raises the troubling question of whether the undeniable progress our Nation has made against the scourge of drugs will continue in the months and years ahead.

## **PROGRESS IN IMPLEMENTING THE NATIONAL DRUG CONTROL STRATEGY**

The following pages describe the major elements of the National Drug Control Strategy and highlight initiatives and accomplishments in achieving the objectives of the Strategy since 1989.

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## **PREVENTION**

One of the most important goals of the President's Strategy is to prevent Americans, especially the young, from ever using drugs. For those who have started, the goal is to get them to stop. In increasing Federal support for prevention programs, the Administration has emphasized programs that help high-risk youth, particularly those who reside in high-crime neighborhoods, to remain drug-free, as well as those that help communities to mobilize against drugs and violence. During the Bush Administration, Federal support for drug prevention and related research grew by \$890 million, from \$806 million in FY 1989 to \$1.7 billion in FY 1993.

**Prevention in the Community.** Strengthening the ability of communities to mobilize their resources against drugs is one of the cornerstones of the Administration's drug prevention strategy. The 1990 Strategy proposed a new program to provide Federal funding to establish so-called "Community Partnerships," which are designed to bring together schools, law enforcement agencies, businesses, service organizations, health providers, and concerned citizens to coordinate local drug prevention efforts. Approximately 250 of these Partnerships have been established throughout the country with Federal assistance. The Bush Administration requested \$114 million for these partnerships in FY 1993; Congress provided \$105 million.

Among the Nation's most drug- and crime-infested neighborhoods are those in public housing communities. To help make these communities safe for residents, and to prevent the young from becoming involved with drugs, the Bush Administration has sought increased funding for the public housing Drug Elimination Grants program. This program has grown from \$8 million in FY 1989 to \$175 million in FY 1993. By the end of FY 1993, more than 1,700 grants will have been awarded to support innovative activities for drug education and treatment; counseling, referral, and outreach; tenant patrols acting in cooperation with local law enforcement agencies; physical improvements to enhance security; employment of security personnel and investigators; and youth sports activities. In FY 1992, the Department of Housing and Urban Development provided training on eliminating drugs to more than 12,000 public housing staff, residents, and local service providers and agencies.

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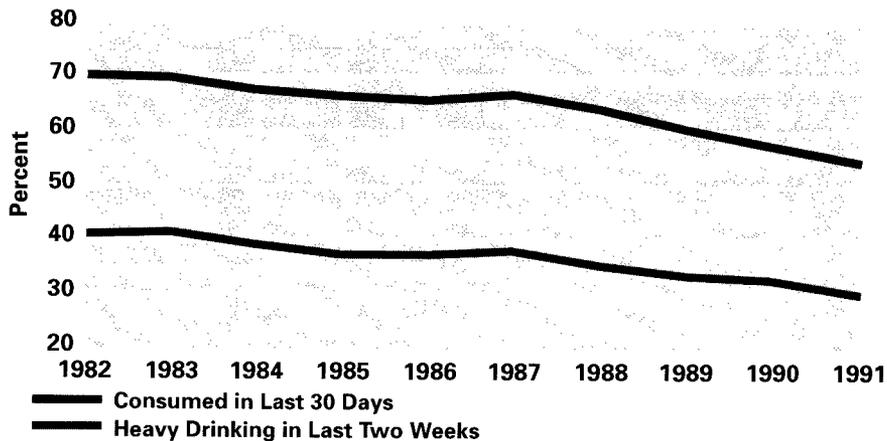
The Bush Administration has pursued a variety of approaches in seeking to develop effective prevention programs for high-risk young people. Between FY 1989 and FY 1992, almost 200 High-Risk Youth demonstration grants were awarded by the Department of Health and Human Services, and \$63 million was requested for FY 1993 (\$56 million was appropriated). Programs funded by these grants include prevention projects for youth in the juvenile justice system, parental and family involvement in preventing drug use, and prevention strategies targeting children of substance abusers. The Bush Administration has also supported projects to train child protection workers to identify and intervene on behalf of children of drug-using parents. These grants are used to test innovative strategies for resolving family crises where drugs are involved. Other grants have responded to the problem of drug-affected infants abandoned in hospitals, to prevent abandonment and train hospital staff.

Programs to extend drug prevention outreach to runaway and homeless teens have also been created. Initiatives include a consolidated demonstration grant program that awarded over 500 grants totalling \$40 million in FY 1992 to youth shelters and other youth-serving agencies. Since FY 1989, another demonstration grant program has supported a variety of prevention programs that address the drug-related crime committed by youth gangs. Approximately 55 such grants totalling \$11 million were awarded in FY 1992.

Among young people, alcohol use often accompanies or precedes the use of drugs. Although the trend in alcohol consumption by adolescents is down, use levels remain high (Figure 3). The Strategy calls for a number of actions to address this problem, including the elimination of loopholes in, and enforcement of, State laws concerning the consumption, sale, and distribution of alcohol to underage persons. To that end, a range of State policies, procedures, and legislation was recommended in the 1992 Strategy. Like alcohol, tobacco use by adolescents also is declining, but remains too high. The 1992 Strategy included model State legislation designed to thwart tobacco sales to underage persons.

**Prevention in the Schools.** The Strategy recognizes that schools can and should be important places in which to transmit the prevention message. Consequently, the Strategy calls for all schools, including institutions of higher education, to send a clear message to their

**Figure 3**  
**Alcohol Use by High School Seniors,**  
**1982-1991**



Source: High School Senior Survey, 1991

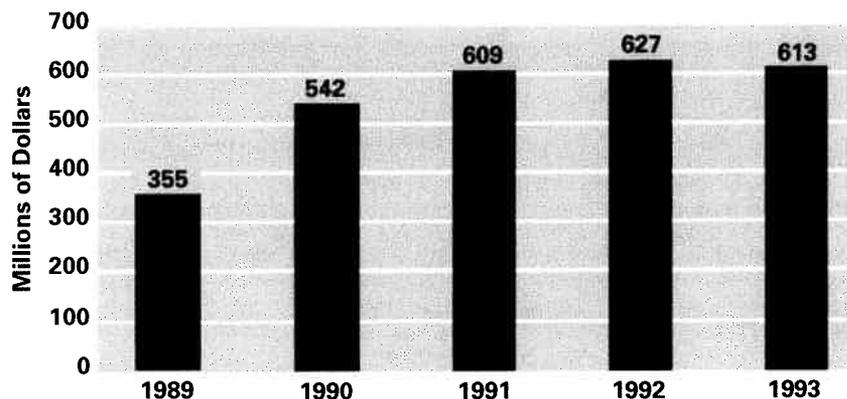
students that school grounds will not be a safe haven for the sale or use of illegal drugs or alcohol. As a result of legislation proposed in the 1989 Strategy and later enacted by Congress, schools, colleges, and universities are required to adopt and implement comprehensive drug and alcohol prevention programs as a condition of receiving Federal funding. All colleges and universities and virtually all local educational agencies have certified that they have adopted and implemented drug and alcohol programs and policies.

In addition to requiring tough new anti-drug policies, the Bush Administration has sought major increases in Federal support for school-based prevention activities (Figure 4). One program targeted for significant expansion was the Drug Emergency Grant program, an initiative of the Bush Administration that supports prevention programs in school systems plagued by drugs and crime. This program would have almost doubled, from \$30.3 million in FY 1992 to \$60.3 million in FY 1993, had Congress fully funded the President's request (only \$24.6 million was provided in the FY 1993 appropriation). Overall, Federal support for programs of the Drug-Free Schools and Communities Act grew by \$244 million from FY 1989 to FY 1993 to a total of \$524 million.

**Prevention in the Workplace.** Because nearly 60 percent of the roughly 12 million current drug users are employed, the workplace is an important arena for drug prevention and intervention. The Administration has worked closely with the private sector, including the Partnership for a Drug-Free America and the President's Drug Advisory Council, to encourage organizations of all types to adopt drug-free workplace programs. The Administration has urged that such programs be comprehensive, and include employee assistance programs, drug treatment services, employee education, supervisor training, firm policies, and drug testing where appropriate.

With encouragement from the Bush Administration, some 90 percent of all large businesses now have drug-free workplace programs. However, small businesses, which employ 75 percent of the work force, often lack such programs. To address this problem, the Department of Labor and the Small Business Administration, in conjunction with ONDCP, sponsored a national conference in July 1992 to bring together representatives of industry and trade associations, chambers of commerce, labor unions, small business owners, and others to share information on how to achieve a drug-free workplace. Federal agencies will work with State and local governments and the private sector in implementing recommendations from the conference.

Figure 4  
**Federal Budget Authority for Educational  
Prevention Activities, 1989-1993**



Source: ONDCP, 1993

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There is much that State governments can do to advance drug-free workplaces. Recognizing this, ONDCP published model legislation, which the Bush Administration Strategy encourages States to enact, that subjects State employees holding sensitive positions to drug testing, requires corporations that receive State contracts or grants to institute an anti-drug plan, and requires State-licensed professionals convicted of a drug-related crime to participate in a treatment program or face license suspension. To improve the cost-effectiveness of Federal and private sector drug testing programs, the Department of Transportation is conducting research on the appropriate rates of drug testing to deter drug use and to identify those in need of help.

With regard to the Federal work force, ONDCP oversees the program to achieve a drug-free workplace in each Federal agency. Currently, about 98 percent of the Federal work force is covered by drug-free workplace plans. In addition, Federal agencies that regulate industries with employees whose actions can affect public safety or security have also mandated that anti-drug programs, including drug testing, be put in place by those industries. For example, the Department of Transportation oversees drug-free workplace requirements affecting over 4 million transportation operators, such as airline pilots and interstate truck drivers.

**Volunteerism.** Several initiatives to stimulate volunteerism in drug prevention activities have been initiated. The Office of National Service has given “Points of Light” recognition to 70 programs and individuals that focus on combating drug use. The President’s Drug Advisory Council has been instrumental in organizing the Alliance for a Drug-Free Society, a nonprofit organization dedicated to encouraging volunteerism in the war on drugs. The National Volunteer Training Center, established with support from the Department of Health and Human Services, will train grassroots volunteers. ACTION requires private sector participation in all of its drug alliance grants. And ONDCP has worked with representatives of religious groups and the AFL-CIO to develop anti-drug programs.

## **TREATMENT**

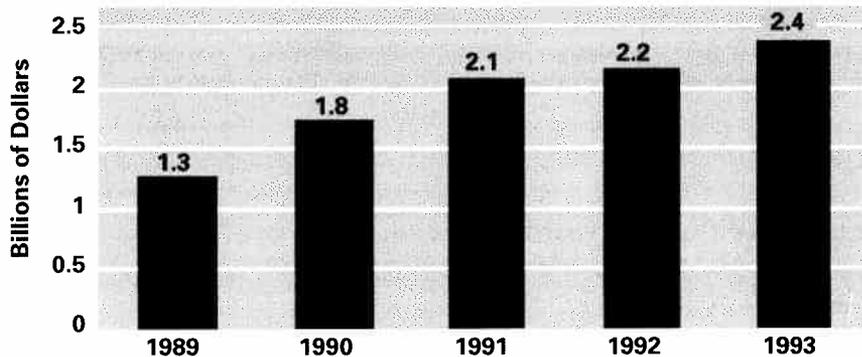
Drug treatment programs are intended to get drug users off drugs and help them to stay drug-free. In so doing, effective treatment can help

reduce the social costs of drug dependency, especially the destruction of families and communities. The goal of the Strategy has been to expand drug treatment capacity, as well as to improve the overall quality and effectiveness of the Nation's drug treatment system. During the Bush Administration, Federal support for drug treatment and related research grew by \$1.2 billion, from \$1.3 billion in FY 1989 to \$2.4 billion in FY 1993.

**Expanding Treatment Capacity.** The Nation's drug treatment capacity has been expanded from 1.7 million persons in FY 1989 to a projected 1.9 million in FY 1993 (assuming State and local governments and the private sector do not reduce support for treatment services). As Figure 5 shows, Federal funding for treatment grew steadily from FY 1989 to FY 1992. The Federal government provides over half of the funds for the publicly subsidized treatment system. The largest Federal treatment funding program is the Substance Abuse Block Grant<sup>1</sup>, which replaced the Alcohol, Drug Abuse, and Mental Health Services (ADMS) block grant to the States. This program supports drug treatment broadly across the Nation.

To increase the number of drug treatment slots in areas and for populations with the greatest need for drug treatment, the Bush

Figure 5  
**Federal Budget Authority for Drug Treatment and Related Research,<sup>1</sup> 1989-1993**



<sup>1</sup> Funding for the Departments of Health and Human Services and Veterans Affairs and other Federal agencies.

Source: ONDCP, 1993

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Administration also has supported categorical grants. Principal among such grants are those awarded as part of the drug treatment Capacity Expansion Program<sup>2</sup> (CEP), proposed by the Bush Administration and authorized by the Congress in 1992. Priority for CEP grants is given to applications for projects that would expand the capacity for drug treatment, especially for high-risk groups.

Several other important steps have been taken to increase treatment capacity. More than 60 percent of Federal prison inmates and 80 percent of State prison inmates report that they used drugs before incarceration. In FY 1992, the Bush Administration committed funds sufficient to provide treatment to about 18,000 offenders in Federal prisons. Federal prisons now have the capacity to treat over 3,000 offenders in intensive residential programs, nearly 6,000 in counseling programs and over 9,000 in drug education programs. As a result of President Bush's Strategy, treatment is now available in nearly every Federal prison. In addition, capacity has been created to treat approximately 27,000 Federal probationers and parolees with drug problems.

The Strategy has placed a high priority on increasing the capability of the criminal justice system to identify drug-dependent offenders, to refer them to treatment when appropriate, and to monitor their compliance with treatment requirements. A number of research and demonstration efforts have been undertaken by the Departments of Justice and Health and Human Services to improve the delivery of drug treatment to criminal justice populations.

The Department of Veterans Affairs has steadily expanded its services for drug-addicted veterans, increasing funding by more than 75 percent since FY 1989 to \$757 million in FY 1993. Drug treatment services are now available at virtually every veterans' medical center.

**Improving Treatment Quality.** A massive investment in treatment capacity expansion requires planning, efficient management, and accountability for fiscal integrity, program performance, and treatment outcomes. The Alcohol Drug Abuse and Mental Health Administration (ADAMHA) Reorganization Act, long championed by the Bush Administration and enacted in 1992, incorporated many improvements advanced by the National Drug Control Strategy. For example, in accord with the Strategy's proposal, Substance Abuse Block Grant

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funding is now contingent on the submission of an acceptable State plan for allocating funds, including an assessment of need for services by locality and for the State as a whole. This plan should help States increase treatment services for underserved populations.

Federal funding is also contingent upon several other conditions. A State must demonstrate that Federal block grant funds are being used to supplement, not supplant, State support for drug treatment (States must expend funds at least equal to the average level of the two years preceding the grant). In 1994, States must enact and enforce laws prohibiting the sale of tobacco products to persons under age 18 as a condition of receiving block grant funds. States must also require that treatment facility employees receive continuing education in treatment services, and treatment and prevention activities must be coordinated with other appropriate services provided by criminal justice, education, and vocational and employment agencies.

The National Drug Control Strategy also calls for States to hold treatment programs accountable for getting users off drugs. The Bush Administration has led the way in identifying treatment outcome criteria and measurable characteristics of treatment programs that are predictive of positive outcomes. The criteria will be used to establish requirements to include certain information in national data collection efforts in applications for Federal funding and in evaluations of treatment grants.

The 1989 Strategy announced the Administration's intention to channel assistance to communities that are among the hardest hit by the drug problem. Since then, treatment demonstration projects have been established in eight cities designated as crisis areas. In FY 1993, eight grants will be awarded to improve the delivery, accessibility, and success of treatment services; strengthen the drug treatment infrastructure; and foster coordination and collaboration among local treatment programs.

Approximately 75 Critical Populations Grants will be awarded in FY 1993 to develop national prototypes for improving the delivery of comprehensive therapeutic services and aftercare to special populations. Groups in critical need of assistance include adolescents, the homeless, public housing residents, and those with multiple health problems. Two studies of newborn infants will also

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help improve estimates of the extent of fetal exposure to illicit drugs and guide development of effective treatment protocols.

The Bush Administration has strongly supported efforts to slow the spread of the deadly AIDS epidemic by targeting injecting drug users. The National Institute on Drug Abuse has initiated HIV intervention and prevention programs at 63 sites around the country. These projects are designed to study as well as change the high-risk behaviors of injecting drug users who are not enrolled in drug treatment. Since FY 1988, about 45,000 individuals have been reached, 31 percent of whom have enrolled in drug treatment. The programs also were effective in demonstrating that individuals' drug injection and needle sharing could be reduced without resorting to needle exchange programs. Grants to demonstrate implementation of these models were made to 25 sites in FY 1992 and an additional 34 grants are anticipated in FY 1993.

The 1990 Strategy announced an initiative to fund and evaluate the effectiveness of large treatment campuses that offer a variety of drug treatment approaches and provide researchers with an opportunity to evaluate their effectiveness. Grants were awarded for campuses in Houston, Texas, and Newark, New Jersey. These two campuses became operational in 1992 and will eventually have the capability of treating about 700 people at any one time, as well as providing aftercare.

To improve treatment effectiveness, the National Institute on Drug Abuse has initiated several important research efforts. The Drug Abuse Treatment Outcome Study will study 20,000 clients admitted to 50 treatment programs across the Nation. A parallel study of adolescent treatment will examine 6,000 adolescents. The Drug Abuse Services Research Survey examined critical problems in service delivery nationwide, including excessively long waiting lists, treatment for pregnant women, the management of methadone programs, and drug testing of clients. Other evaluation efforts include assessing treatment programs that successfully treat drug users and that most effectively match client and treatment mode. Basic research on drug addiction and on the processes by which drugs affect the brain and central nervous system, also has increased under the Bush Administration.

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**Treatment and Job Training.** For many drug users who lack jobs and job skills, vocational training can enhance prospects for recovery from drug addiction. The Bush Administration has advocated close linkage between treatment and training, and is funding demonstration projects at selected Job Corps sites to provide drug-dependent Job Corps trainees with simultaneous job training and drug treatment.

**Development of New Medications.** The Bush Administration has emphasized the development of medications to treat addictions, particularly cocaine and heroin addiction. Clinical trials are complete on LAAM, a longer-acting alternative to methadone for the treatment of heroin addiction, and it is expected to be available commercially in 1993. This is a significant breakthrough, because LAAM's long-acting nature will make it easier for patients to maintain treatment along with employment, while exposing fewer doses of methadone to possible street diversion and abuse. Buprenorphine, a potentially valuable treatment for persons addicted to both heroin and cocaine, is undergoing extensive clinical study and is targeted for commercial availability in 1994.

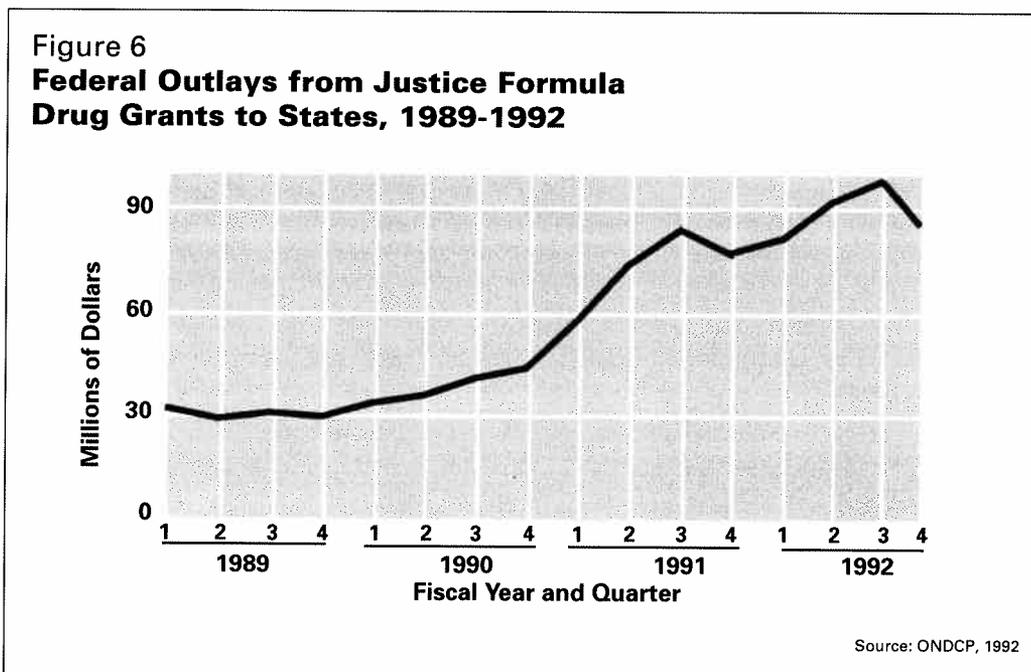
## **CRIMINAL JUSTICE**

A key objective of the Bush Administration's Strategy is to restore order and stability to embattled neighborhoods by disrupting and stopping drug dealing, which raises the cost of using and trafficking in drugs to buyers and sellers alike. Counter-drug activities at all levels of law enforcement, Federal, State, and local, have been expanded and cooperation among agencies vastly improved, both within the same governmental level and between levels. The Bush Administration has given particular emphasis to disrupting street-level sales, so as to have an immediate effect on drug use, and on investigations and prosecutions of drug trafficking organizations and networks. During the Bush Administration, Federal support for drug law enforcement activities grew by \$2.6 billion, from \$2.8 billion in FY 1989 to \$5.4 billion in FY 1993.

**Community Policing.** The Bush Administration has encouraged the implementation of community policing, a strategy whereby the police become a visible, accessible presence in the community so as to better mobilize the community. To achieve these goals requires a shift in the

traditional relationship between the community and the police, hence a new approach to policing. The Bush Administration has advanced community policing through the Justice Department's Anti-Drug Abuse Block Grants to the States (Figure 6), as well as by other means. For example, the National Institute of Justice is supporting evaluations of several community policing programs around the country, and it has funded field experiments in Houston, Newark, and Baltimore that have shown encouraging results.

**Weed and Seed.** The Bush Administration's Weed and Seed initiative is built on the premise that if we are to reclaim neighborhoods from drugs, law enforcement must work hand-in-hand with social service providers and the local community to develop comprehensive and coordinated solutions to the problems of drugs and violent crime. Weed and Seed is a multi-agency initiative involving the Departments of Justice, Housing and Urban Development, Health and Human Services, Agriculture, Labor, Transportation, and Education, and ONDCP. The initiative is implemented on the local level using 93 U.S. Attorneys as coordinators to bring together the various agencies and organizations into a cooperative venture. Weed and Seed has four components:



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- Federal, State, and local law enforcement agencies coordinate their efforts to “weed out” the most dangerous and violent criminals in selected high-crime neighborhoods.
  - With Federal assistance, the local police implement a community policing strategy in the target areas.
  - A broad array of health and human services, including drug treatment and prevention, educational programs, family services, and youth recreation programs, are implemented by all levels of government and the private sector.
  - Federal, State, local, and private resources are used to enhance economic development and neighborhood restoration, through Enterprise Zones, loans to small businesses, and home ownership initiatives.

Pilot Weed and Seed programs have already begun in Trenton, Kansas City, and Omaha, and last year 16 other communities around the country were selected as demonstration sites. A special Weed and Seed operation was announced by President Bush for areas of Los Angeles devastated by recent riots.

**High Intensity Drug Trafficking Areas.** Law enforcement and interdiction efforts were significantly improved in the areas responsible for the importation and distribution of much of the Nation’s drug supply: Houston, Los Angeles, Miami, New York City, and the Southwest Border. These designated “High Intensity Drug Trafficking Areas” (HIDTA) now have potent, high technology, collocated multi-agency task forces focused on disrupting and dismantling the most important drug trafficking organizations. Through the HIDTA program, the sharing of drug investigation intelligence has been improved, money laundering investigations have been emphasized, new technologies applied more successfully, and military support integrated more effectively than at any time in the past.

**Drug Trafficking Organizations and Gangs.** Under the Strategy, efforts to dismantle drug trafficking organizations and criminal gangs have been greatly expanded. An important weapon in this fight has been the multi-jurisdictional task force, in which Federal law enforcement officers work with State and local counterparts to

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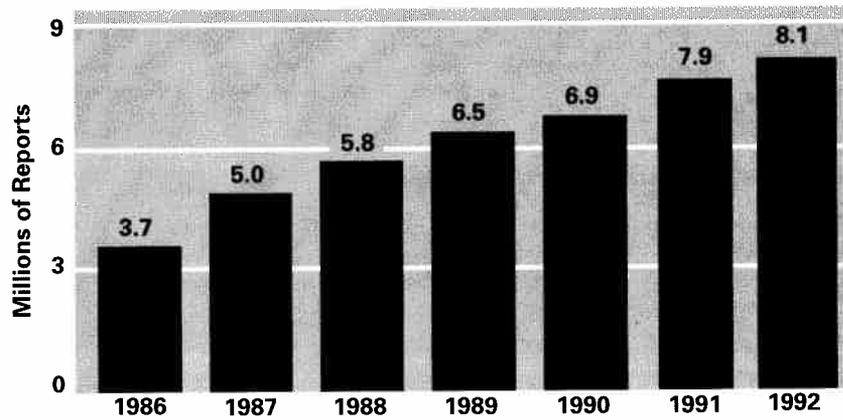
coordinate an assault on individual street dealers and larger criminal organizations. A notable example of a recent success was the dismantling of an important Miami cell of the Cali Cartel. With information derived from large Drug Enforcement Agency (DEA) and Customs cocaine seizures and other ongoing cases, the Money Laundering Task Force in the Miami HIDTA, and the Florida Joint Task Group were able to link a Miami importer of frozen produce with the Cali Cartel. Authorities seized over \$57 million in drug proceeds and over 46,000 pounds of cocaine.

**Alternative and Intermediate Sanctions.** The Bush Administration has championed the increased use of alternatives to traditional incarceration for non-violent drug offenders. These alternatives include electronic home monitoring devices, day reporting centers, and home confinement, as well as short-term shock incarceration (or boot camps). At least 16 States are now operating their own boot camps as part of a comprehensive alternative sentencing program.

A recently available intermediate sanction is the denial of Federal benefits to drug offenders. Section 5301 of the Anti-Drug Abuse Act of 1988 gives sentencing judges at the State and Federal level the discretion to suspend eligibility of individuals convicted of a drug offense for a variety of Federal benefits, including student financial aid, small business loans, and research grants. As of November 30, 1992, a total of 440 sentences had been handed down in Federal courts restricting eligibility for Federal benefits. State court judges entered sentences denying Federal benefits in 608 cases.

**Money Laundering.** The Bush Administration has brought increased attention and resources to the task of attacking the financial infrastructure of drug trafficking organizations. The Bush Administration has enhanced the targeting of illegal financial operations, including significant increases in money laundering initiatives in all five High Intensity Drug Trafficking Areas. Additional resources were provided to the Internal Revenue Service for the enforcement of money laundering statutes, to the Department of the Treasury for its Financial Crimes Enforcement Network<sup>3</sup>, and to the Drug Enforcement Administration for its Multi-Agency Financial Investigations Center.<sup>4</sup> Internationally, the U.S. Government has been a major participant in the Financial Action Task Force, which has had considerable success in assisting countries to develop and implement

Figure 7  
**Currency Transaction Reports  
Filed, 1986-1992**



Source: Department of the Treasury, 1992

laws and regulations that will restrict traffickers' ability to launder their drug profits.

These actions are paying off. Indictments for money laundering violations are at record levels. Currency Transaction Report filings by financial institutions, trades, and businesses continue to increase ( Figure 7). A recent success was Operation Green Ice, in which 111 persons were arrested in a series of raids around the world, including the United States, Italy, Canada, Spain, and the United Kingdom, as part of a coordinated multi-agency undercover money laundering investigation.

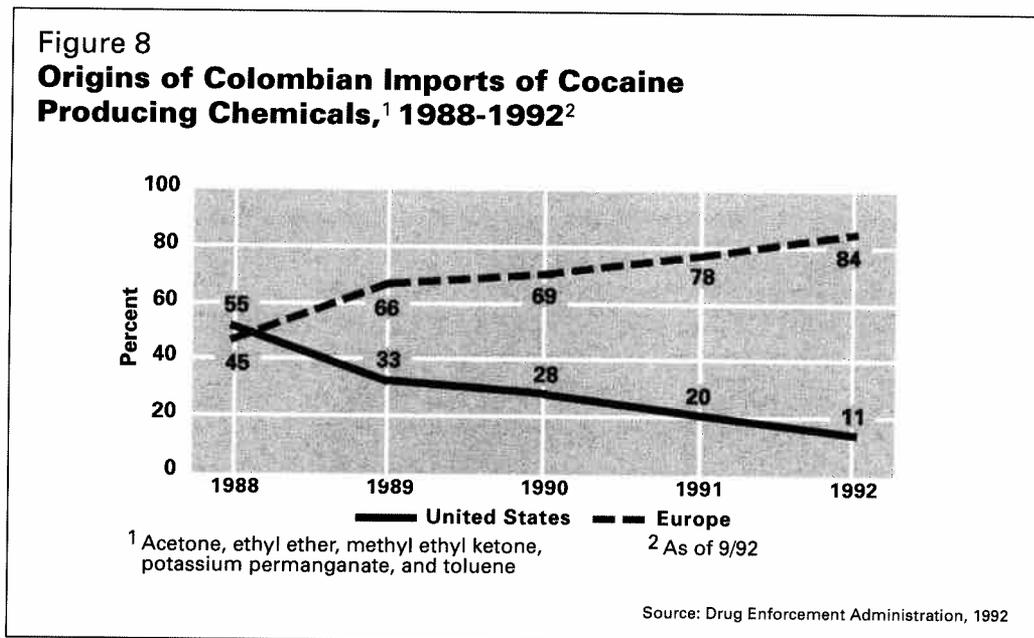
**Heroin Investigations.** A number of steps are being taken to ensure that the United States is not taken unaware by a significant increase in heroin supply. Because 56 percent of the heroin available for consumption is imported from Southeast Asia, intelligence efforts are being focused on a better identification of Asian trafficking organizations. The Drug Enforcement Administration and the Federal Bureau of Investigation (FBI) continue to target other major heroin trafficking groups. Particular emphasis is being given to law enforcement efforts in New York City, an important heroin importation and distribution center. A New York HIDTA multi-agency heroin task force has been formed. Efforts are also underway to increase cooperation with foreign governments in the Pacific Rim. About \$9.2

million was spent by the State Department in Asian heroin countries in FY 1992 to encourage and support drug control programs. ONDCP is coordinating an interagency heroin trafficking assessment, a National Heroin Situation Analysis, and studies to provide an early warning about national trends in heroin trafficking and use.

## INTERDICTION

The primary goal of interdiction is to deny the smuggler the use of air, land, riverine, and maritime routes. Federal interdiction efforts have prevented significant amounts of drugs from making their way to America's streets. In FY 1991, for example, Federal law enforcement and interdiction agencies seized 239,048 pounds of cocaine and 3,041 pounds of heroin. And for the first three quarters of FY 1992, cocaine seizures of 243,859 pounds have already surpassed last year's total.

**Precursor and Essential Chemicals.** Because most of the chemicals required to produce illicit drugs are not manufactured in the cocaine and heroin source countries, the drug trafficking organizations must obtain them through international commerce. Strong enforcement measures and the cooperation of the legitimate chemical industry have reduced significantly the diversion of precursor and essential chemicals from the United States (Figure 8). Traffickers, however,



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moved quickly to obtain needed chemicals from other countries. To deny traffickers these alternative sources of supply, the United States has taken the initiative, through its leadership of the multilateral Chemical Action Task Force, to establish and gain acceptance of uniform regulations governing the export of key precursor and essential chemicals.

**Command and Control.** The National Counter-Drug Planning Process (NCDPP) was created to streamline command and control of the surveillance and interdiction assets of the numerous Federal agencies with interdiction missions. The NCDPP uses the Interagency Assessment of Cocaine Movement (published under the auspices of ONDCP) to develop coordinated operational plans, which results in a more efficient allocation of interdiction resources.

**Eradication.** The Bush Administration has placed a high priority on Federal and State efforts to eradicate crops of domestically grown marijuana, the source of about 25 percent of all marijuana available for consumption in the United States. Because much domestic marijuana is grown on public lands, the Public Lands Drug Control Committee was established, bringing together law enforcement officials from all Federal landowners, together with key Federal, State, and local law enforcement program managers. Some major successes have resulted. In total, over 1.4 million marijuana plants were eradicated on public lands in 1991. In 1990 and 1991, Operation Wipeout virtually eliminated Hawaii's marijuana crop, causing prices to quadruple. In northern California, an important marijuana cultivation area, Federal and State agencies have succeeded in reducing marijuana production by 87 percent over the past several years.

**Research and Technology.** In 1991, the Counter-Drug Technology Assessment Center (CTAC) was established within ONDCP. The Federal government's primary counter-drug enforcement research and development organization, CTAC is developing, in conjunction with Federal drug law enforcement agencies, a comprehensive strategy to meet the scientific and technological needs of Federal, State, and local drug law enforcement agencies. CTAC administers a program of support for the research and development of promising counter-drug technologies, which it coordinates with the activities of other Federal agencies.

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**Military Support to Law Enforcement.** President Bush engaged significant elements of the U.S. Armed Forces and other Department of Defense (DOD) resources in the fight against illegal drugs. A wide range of counter-drug initiatives and activities were undertaken in support of the Department of State, and with Federal, State, and local law enforcement agencies. This support included extensive training in such areas as foreign language skills, equipment maintenance, and tactics, as well as in the operation of “boot camps” for first-time drug offenders.

## **INFORMATION AND INTELLIGENCE**

President Bush made support to the war on drugs one of his highest priorities for the Federal intelligence community. Since 1989, the intelligence capabilities of the Department of Defense and the National Foreign Intelligence Program have been brought to bear on the counter-narcotics problem, providing timely, tailored intelligence to interdiction and law enforcement operations.

The Counter-narcotics Center was established to coordinate and focus the foreign intelligence efforts of the various drug intelligence organizations. It has paid particular attention to improving information sharing between the law enforcement agencies and the foreign intelligence community.

Initiatives to expand ADP and communications capabilities of DOD and the various agencies of the foreign intelligence and drug intelligence communities have significantly enhanced the flow of timely and actionable intelligence. Managed by the El Paso Intelligence Center (EPIC), the National Drug Pointer Index System will give Federal, State and local law enforcement agencies the ability to retrieve critical data that will enhance investigations, provide leads, and avoid investigative duplication among agencies.

Dismantling major drug trafficking organizations requires a detailed picture of their structure and operations. The DEA and the FBI focus most of their intelligence efforts against major organizations operating in the United States, with special emphasis on those with overseas connections. The DEA-managed EPIC focuses on the Southwest Border as part of its tactical intelligence responsibilities. The Bush

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Administration has also moved to establish the National Drug Intelligence Center, which will significantly improve our understanding of major drug trafficking organizations. Joint Regional Drug Intelligence Squads, first established in the Los Angeles and Houston HIDTAs, are now being established in other major U.S. metropolitan areas. These squads focus the intelligence capabilities and expertise of Federal, State, and local law enforcement agencies on identifying and targeting major regional narcotics trafficking organizations.

## **INTERNATIONAL COOPERATION**

The United States is leading an international anti-drug coalition that has taken the offensive against illicit drug organizations and trafficking. Progress is apparent not only in traditional measures, such as increased seizures, forfeitures, and arrests, but in an increasingly hostile legal, political, and social environment for all aspects of illegal drug activity. For instance, working bilaterally and with the United Nations, the Bush Administration has encouraged several key production and transit countries to enact conspiracy, asset forfeiture, and other tough drug control laws that are the foundation for a successful sustained effort against the drug trade.

Internationally coordinated controls are beginning to restrict trafficker access to chemicals and open their financial accounts to investigation, moves that make their organizations more vulnerable to attack. Worldwide efforts in 1992 resulted in the seizure or forfeiture of hundreds of millions of dollars' worth of trafficker accounts and assets. All of these efforts are culminating in a sustained international attack on the drug trade's leadership. This was reflected in 1992 in successful drug kingpin investigations in countries as diverse as Colombia, Italy, Mexico, and Pakistan.

With U.S. leadership and support, many initiatives have been undertaken to motivate other countries to strengthen their laws, legal institutions, and programs, and to increase the effectiveness of their enforcement and security activities to enable them to take effective action against trafficking organizations. At the request of host governments, DOD has assisted cooperating countries by training host nation forces to fight drug traffickers within their borders. Some of the Bush Administration's accomplishments in advancing international cooperation include the following:

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- Enhanced training and assistance have been provided to Colombia to seize large quantities of cocaine, to counter the spread of the nascent heroin trade (including aircraft to carry out the aerial eradication of Colombia's rapidly expanding opium poppy crop), to regain control of its sovereign airspace, to attack the Medellin and Cali cartels, and to help reform its judicial system and provide judicial protection programs.
  - Assistance was rendered to Bolivia to disrupt the coca trade in the Chapare Valley, the world's second largest coca growing region. This operation resulted in hundreds of arrests and aircraft seizures, the destruction of coca products, and a dramatic increase in the cost to the traffickers of hiring pilots and other skilled labor necessary for their illicit trade.
  - U.S. support to Mexico's Northern Border Response Force has resulted in greater Mexican control of their sovereign airspace, and a dramatic increase in the seizures of cocaine destined for the United States.
  - U.S. support to Central American and Caribbean nations has assisted disrupting transshipment activity in these countries and has provided flexibility to deal more effectively with constantly changing trafficking patterns.
  - U.S. support of OPBAT<sup>5</sup> enforcement programs of the governments of the Bahamas and Turks and Caicos has forced drug traffickers to shift their operations away from the Gulf Coast of the United States.
  - The Director of ONDCP signed the U.S.-Spanish Demand Reduction Agreement in November 1991, facilitating the exchange of information on demand reduction-related issues.
  - ONDCP hosted a bilateral discussion in March 1992 that produced an agreement with Germany to expand cooperation on a variety of drug-related matters.
  - As a result of the Cartagena Summit in 1990, the United States signed a groundbreaking joint declaration and individual agreements with Bolivia, Colombia, and Peru in several areas, including tax information exchange, asset sharing, public awareness, weapons control, and extradition.

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- The United States signed the San Antonio Summit Declaration in February 1992, expanding counter-drug cooperation between the United States, Bolivia, Colombia, Ecuador, Peru, and Venezuela. A follow-up meeting was held in July.
  - The United States signed agreements with Bolivia, Colombia, Ecuador, Panama, Peru and Venezuela that will help ensure that precursor and essential chemicals are used for legitimate purposes.
  - A Mutual Legal Assistance Treaty (MLAT) and bilateral customs agreement with Argentina and MLATs with Jamaica, Spain, and Uruguay will help speed investigations and prosecutions of drug offenses.
  - An MLAT with Panama will provide for sharing information about the proceeds of criminal activities, including drug offenses.
  - Colombia and the United States signed an asset-sharing agreement and are negotiating a declaration of intent on evidence sharing. Agreements have also been signed with Ecuador, Peru, and Venezuela.
  - Other drug-related agreements signed in 1992 include a Memorandum of Understanding on Public Awareness with Ecuador and Venezuela, money laundering agreements with Colombia, and the Caribbean Basin Radar Network Agreement with Venezuela.

The United States was instrumental in supporting the 1991 consolidation of the United Nations anti-drug effort under the UN International Drug Control Program (UNDCP). U.S. initiatives were also successful in persuading the UNDCP, the primary vehicle for most donor nations' counter-narcotics assistance, to take the lead in key areas, including several where U.S. bilateral efforts are constrained by political limitations, and in ensuring that UNDCP projects include strong drug control objectives. U.S. leadership also led to the 1990 formation of the Dublin Group, comprised of the United States, Canada, Japan, Sweden, and the European Community member states, with the UNDCP and the Commission holding observer status.

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**Economic and Other Support.** One of the goals of the Strategy is to strengthen and diversify the legitimate economies of the Andean nations to enable them to overcome the destabilizing effects of eliminating cocaine, a major source of income. The Andean Trade Initiative, announced by President Bush in 1989, creates opportunities for expanded trade and investment between these countries and the United States.

The Andean Trade Preferences Act provides duty-free access for exports from Bolivia, Colombia, Ecuador, and Peru. The Enterprise for the Americas Initiative encompasses all of the Americas, including the Caribbean, in an economic partnership. And the United States supports a variety of alternative development projects in Bolivia, Colombia, and Peru to encourage participation in the legitimate economies of those countries.

## **STATE AND LOCAL CONSULTATION**

No strategy to combat illegal drug use can succeed without recognizing the crucial role played by the States. ONDCP and other Executive Branch agencies have consulted widely with State and local officials and organizations to ensure that the President's Strategy addressed the diversity of drug control issues in this country.

To facilitate this process, a variety of methods were used. Over 1,500 State and local officials have been queried by letter each year to solicit ideas on drug-related matters. In addition, ONDCP officials met on an ongoing basis with State and local officials to receive input on State and local strategy perspectives. ONDCP sponsored national conferences in 1990 and 1991 bringing together over 1,000 individuals involved in drug policy at the Federal, State, and local levels. These conferences provided a mechanism for input to the President's Strategy, showcased State and local anti-drug programs for possible replication, promoted model legislation and the integration of services and policies at all levels of government, and informed participants of funding and programmatic initiatives. In 1992, regional conferences on State and local drug policy were held in New Orleans, Salt Lake City, and Newark.

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## **ENDNOTES**

1. The Substance Abuse Block Grant provides funding to drug abuse and alcohol programs for treatment and prevention services, including services for people with comorbid alcohol and drug abuse problems and youth alcohol problems.
2. The Drug Treatment Capacity Expansion Program (CEP) provides funding exclusively for drug treatment services. Grants are made to States on a competitive basis. CEP is intended to increase drug treatment for areas and populations in greatest need of treatment. States are required to provide matching funds – one State dollar for nine Federal dollars in the first two years and one dollar for three dollars in the third – to establish a basis for continuing support (although a waiver is available for extraordinary economic conditions).
3. The Financial Crimes Enforcement Network is the Federal government’s central repository for financial intelligence and analysis.
4. The Multi-Agency Financial Investigations Center focuses on operations and investigations derived from intelligence provided by Federal and State investigative agencies and intelligence centers.
5. OPBAT (Operation Bahamas and the Turks and Caicos Islands) is a multi-agency initiative to facilitate enforcement actions by strike force personnel from these countries and the United States.