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Drugs - Coerced Abstinence

THE WHITE HOUSE
WASHINGTON

January 4, 1999

**ZERO TOLERANCE DRUG SUPERVISION
ANNOUNCEMENT**

DATE: January 5, 1999
LOCATION: Roosevelt Room
BRIEFING TIME: 10:45 - 11:15 AM
EVENT TIME: 11:15 - 12:00 PM
FROM: Bruce Reed

I. PURPOSE

To announce significant budget initiatives to help break the cycle of crime and drugs. A new Justice Department report, also released today, shows that in 1997 more than three-quarters of the nation's prisoners reported past drug use, more than half reported using drugs in the month before their offense, and one in six committed their crimes so they could purchase drugs. Responding to these findings, you will announce new resources to help states and localities systematically test, treat, and sanction drug-involved offenders -- including \$215 million in the FY 2000 budget to enforce "zero tolerance" for drug use by prisoners, parolees, and probationers.

II. BACKGROUND

Today the Justice Department's Bureau of Justice Statistics will release a new study on prisoner drug use (*Substance Abuse and Treatment, State and Federal Prisoners, 1997*). Key findings regarding prisoner drug use include:

Vast majority of all prisoners report drug use. In 1997, 83 percent of state prisoners and 73 percent of federal prisoners reported past drug use -- considerably more than the 21 percent of state prisoners and 60 percent of federal prisoners who are serving time for drug offenses. In addition, 57 percent of state prisoners and 45 percent of federal prisoners reported using drugs in the month before their arrest.

Many prisoners commit crimes to buy drugs or while high. Nearly 20 percent of state prisoners and 15 percent of federal inmates reported committing their offense to get money to buy drugs. And 33 percent of state prisoners and 22 percent of federal prisoners were actually under the influence of drugs at the time of their offense.

Drug offenders have long "rap sheets." State prisoners serving sentences for drug offenses reported extensive criminal histories: 76 percent had been previously sentenced to prison or probation; 54 percent were on probation or parole at the time of their arrest; 45 percent had three or more prior sentences; and 23 percent had previously committed a violent crime. Although federal drug offenders generally reported less severe criminal histories, 59 percent had prior criminal records.

You will announce new measures to ensure that the criminal justice system operates to keep offenders drug- and crime-free, including: (1) \$215 million in your FY 2000 budget proposal to drug test and treat more people under criminal justice supervision; and (2) the availability of about \$120 million in FY 1999 to help make prisoners and parolees drug-free.

(1) \$215 million for the most comprehensive drug supervision ever. Your FY 2000 budget will include \$100 million to help states and localities implement tough new systems to drug test, treat, and punish prisoners, parolees, and probationers. This initiative will ensure that states fully implement the comprehensive plans to drug test prisoners and parolees that they are required by law to submit to the Justice Department, while also supporting the efforts of states like Maryland and Connecticut to begin drug testing probationers on a regular basis. Your FY 2000 budget also will include \$50 million -- or an increase of 25 percent -- to expand the number of local drug courts and \$65 million for residential drug treatment in state prisons.

(2) About \$120 million this year for drug-free prison initiatives. You will announce the availability or release of the following grants to ensure that states fully implement their comprehensive plans for prison drug testing, treatment, and sanctions:

-- **Up to \$50 million for prison drug testing and intervention.** Today the Justice Department will release new guidance informing states that they can use up to 10 percent of their prison construction funds (Violent Offender Incarceration/Truth-in-Sentencing grants) to drug test and treat prisoners and parolees. Last year, you called on Congress to give the states this flexibility, and he fought for it to be included in the final budget agreement.

-- **\$63 million for residential drug treatment in state prisons.** The Justice Department also will announce the availability of \$63 million for state prisons to provide long-term drug treatment and intensive supervision for prisoners with the most serious drug problems.

-- **\$6 million for new Drug-Free Prison initiatives.** You will announce that the Office of National Drug Control Policy will award \$6 million in grants to help 8 states (AL, AZ, CA, FL, KS, MD, NJ, NY) and the Federal Bureau of Prisons

make and keep their prisons drug-free. These grants will support surveillance systems, drug-sniffing K-9 teams, advanced technologies for drug detection, and other efforts to detect and deter drug use in prisons.

III. PARTICIPANTS

Briefing Participants

Bruce Reed

Jose Cerda

Attorney General Reno

Director McCaffrey

Event Participants

Attorney General Reno

Director McCaffrey

Kathleen Kennedy Townsend, Lt. Governor, Maryland

IV. PRESS PLAN

Open Press.

V. SEQUENCE OF EVENTS

- YOU will be announced onto the stage accompanied by stage participants.
- Director McCaffrey will make introductory remarks and introduce the Attorney General.
- The Attorney General will make remarks and introduce the Lt. Governor.
- The Lt. Governor will make remarks and introduce YOU.
- YOU will make remarks and then depart.

VI. REMARKS

Provided by Speechwriting.

Zero Tolerance Drug Supervision Event
January 5, 1999
Questions and Answers

Q. The Administration says that it has increased drug testing and treatment in the federal prisons, but the Justice Department report suggests a decrease in inmate treatment since 1991. How do you explain this contradiction?

A. We have definitely increased the number of federal inmates that are drug tested and treated. The 1994 Crime Act mandated that, by the end of FY 1997, all federal prisoners eligible for residential drug treatment should receive such treatment. As a result, by 1998, the Federal Bureau of Prisons was conducting about 30,000 more drug tests per year and providing residential drug treatment to four times as many prisoners. The number of inmates participating in other types of drug abuse and education programs also increased during this time.

However, these increases may not have kept pace with the rapid growth in the prison population during that same period. In fact, between 1991 and 1997, the federal prison population grew by well over 50 percent (from 71,000 to about 113,000). Thus, even while more treatment slots were being made available -- and more prisoners were participating in other drug abuse and education programs -- the overall percentage in treatment may have declined.

Finally, it should be noted that the Justice Department report includes a disclaimer saying that -- because the likelihood of receiving treatment increases as a prisoner's release date approaches -- it may have underestimated the total number of prisoners who will ultimately receive drug treatment.

Q. What will the overall increase in funding be for drug testing and treatment as a result of this new initiative?

A. The "zero tolerance" drug supervision initiative represents a funding enhancement of \$112 million for FY 2000. This includes: \$100 million in new funds for states and localities to drug test and treat prisoners, parolees, and probationers; an increase of \$10 million for additional drug courts (from \$40 to \$50 million); and an increase of \$2 million for the residential drug treatment in state prisons (from \$63 million to \$65 million).

Q. You've talked about a "zero tolerance" policy for prisoners and drugs before, as well as requiring states to drug test and treat offenders. What is really new about today's announcement?

A. Today's announcement takes us a step further in accomplishing comprehensive testing and

treatment for offenders in two significant ways. First, the President's FY 2000 budget initiative proposes over \$100 million in new, direct funds for states to carry out their own plans to test and treat prisoners and parolees. And second, these funds can be used, for the first time, to begin to test and treat the over 3 million adult probationers -- two-thirds of which have serious substance abuse problems.

Q. What is the average cost of a drug test?

A. The Federal Bureau of Prisons spends less than \$9.00 per drug test for the nearly 130,000 drug tests it conducted last year. Costs can vary depending on the number of drugs tested for, procedural requirements, and the number of tests needed (lower quantities will cost more).

Q. Is overall drug use increasing or decreasing? And how does it compare to the statistics contained in today's report on prisoner drug use?

A. According to the most recent National Household Survey on Drug Abuse, there were 13.9 million current drug users in 1997 -- or about half the number of drug users during the peak year of 1979. These nearly 14 million drug users represent about 6 percent of the American population age 12 and older, and the number has remained roughly flat since 1992.

By comparison, current drug use by prisoners has increased since 1991 and ranges between 5 to 10 times greater than the overall population.

Q. But isn't youth drug use increasing?

A. Not according to the most recent study released by the Department of Health and Human Services. The 1998 Monitoring the Future Survey showed that for the second year in a row, youth drug use, in nearly every category, has either decreased or leveled off among 8th, 10th, and 12th graders. Specifically, marijuana use -- the most widely used drug by teens -- appears to have leveled off, with declines reported for the second year. Just as importantly, youth attitudes toward drugs appear to be turning around, with more young people viewing marijuana use as risky behavior.

So, while teen drug use remains unacceptably high -- and considerably higher than its low point in 1991 -- we are encouraged by these positive trends.

Draft 1/4/99 7:30 pm
Lowell Weiss/ June Shih

PRESIDENT WILLIAM J. CLINTON
REMARKS ON ZERO TOLERANCE DRUG TESTING INITIATIVE
THE WHITE HOUSE
January 5, 1999

Acknowledge: Atty. Gen. Reno, Gen. McCaffrey, Lt. Gov. Townsend. I want to thank her for pioneering a tough program of drug treatment and testing in her state. Reno Mayor Jeff Griffin, who chairs the Crime Committee at the United States Conference of Mayors. I thank the Mayor and the conference for their leadership; Reno Police Chief Jerry Hoover. Our special guests from Maryland, who have been leaders on these issues: Special Ass't. Atty. General Francis William Mann; Del. Peter Franchot; Baltimore City Police Commissioner Thomas Fraiser; Baltimore Council Member Rochelle "Rikki" Spector.

Six years ago, America was at peace, but many of our communities were at war. Illegal drugs were ravaging cities on both coasts and in the American heartland in between. Crack and methamphetamine use were at near-epidemic levels. Drug dealers who controlled whole neighborhoods thought nothing of opening fire on passing police cars. Too many communities lived in terror. Too many children feared they would not live to march in their high school graduations.

I took office determined to give all those children back their futures and all those communities back their peace of mind. In every successive year of my presidency, I have proposed and passed the largest anti-drug budget ever. Between 1996 and 1999 alone, we have increased funding for anti-drug efforts by more than 30% -- even as we produced the first balanced budget in a generation. And under the leadership of Gen. McCaffrey, we have put these resources to very good use: Unprecedented new tools for domestic law enforcement. Unprecedented new campaigns to convince young people that drugs kill. Unprecedented new efforts to stem the flow of drugs across our borders. Unprecedented new efforts to stop the revolving door between prison and the street, between drug use and criminal activity.

As you've heard from Gens. Reno and McCaffrey, our strategy is working. Not only do we have the lowest crime rates in 25 years. Overall drug use is falling. Even drug-use among young people is beginning to decline.

But now is not a time to rest. Now is the time to work harder than ever to build on these very encouraging trends. At this time of prosperity, we have the resources, the proven strategies, and the confidence to make this new year the best year ever for reducing drugs and crime.

I believe that there is no better way to meet this ambitious goal than to expand our efforts to force prisoners to make a clean break from drugs. Today, we are releasing a new study by the Department of Justice that offers even more convincing evidence that drug use stokes all types of

crime, from property crimes like burglary and auto theft, to violent crimes like assault and murder. It shows that one in six offenders landed in prison for a crime he committed just to get money for drugs...that nearly a third of prisoners were using drugs at the time they committed their crimes...and that more than 80% of prisoners have a history of drug abuse. There is no question that if we are to continue reducing the rate of crime, we cannot afford to continue releasing criminals with their dangerous drug habits intact.

As you have heard from Gens. Reno and McCaffrey, we have already done much to expand drug-testing and treatment in federal prisons and to encourage states to do the same. But today, we will make a quantum leap forward. I am proud to announce that the balanced budget I will submit to Congress will contain a \$215 million zero-tolerance drug-supervision initiative, our nation's most comprehensive effort ever to test and treat not only criminals in prison, but also those out on probation and parole. To inmates in every state we will say: If you stay on drugs, then you'll stay behind bars. And to probationers and parolees the message will be equally clear: If you want to keep your freedom, you have to keep free of drugs.

Through this initiative, we will also expand our efforts to help communities build and administer drug courts. As you have heard from Gen. Reno, drug courts are one of the most effective ways of making offenders give up both drugs and a life of crime. When I took office there were four drug courts in operation, including the one Gen. Reno launched in Miami. Today, there are more than 400. And if my budget proposal is approved by Congress, we can have more than a thousand up and running by the end of next year.

I am also proud to announce that on top of these new budget proposals, we will free another \$120 million for drug-free prison initiatives this year -- funds that will help states boost testing and treatment and purge their prisons of drugs with advanced new technologies.

In these final years of the 20th century, America has made tremendous progress in our efforts to free our children and our communities from the dangerous threat of drugs and crime. Now, as we begin a new century and a new millennium, we have a remarkable opportunity to harness all the resources of our criminal justice system -- our courts, prisons, prosecutors, probation officers, and police -- to break the drug habits of our prisoners, and break the cycle of drugs and crime for all time. Let us seize it. Thank you and God bless you.

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Return for the service
Premium report

Drugs-coerced abstinence



Jose Cerda III

12/02/98 12:08:36 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Leanne A. Shimabukuro/OPD/EOP, Christa Robinson/OPD/EOP

cc:

Subject: Drug-Free Prisons Event

BR/EK/CR/LS:

I've suggested to both MD and ONDCP that they should postpone their 12/9 "Drug-Free Prisons" event until the first week in January when we anticipate being able to do a broader coerced abstinence event with new guidance for the use of prison funds, a DOJ report on drug testing/treatment in prisons and ONDCP's drug detection grants. The ONDCP announcement -- while not huge -- links nicely with the prison grants and would allow us to show -- exactly a year after the President signed a directive on "zero tolerance" for drugs in prisons -- that we've made progress on 2 out of the 3 issues we identified at the time: (1) up to \$50 million for the 50 states to do more testing and treatment; and (2) \$4 million for 8 key states to implement drug detection technologies to keep drugs out of prisons (MD, CA, AZ, AL, FL, NJ, NY and KS). (FYI: The third issue was increased penalties, at the state level, for trafficking drugs into prisons.)

Should we also have cabinet affairs or someone else reach out to McCaffrey's folks to make the same request?

Jose'

HELPING COMMUNITIES FIGHT CRIME AND DRUGS

July 11, 1998

In his radio address to the nation, the President will announce the findings of a Justice Department study showing that in 9 of 23 cities the number of arrestees who tested positive for drug use remained the same or decreased slightly from 1996. This includes New York, Chicago and Detroit - where cocaine use is declining, marijuana is leveling off, and methamphetamine (meth) is not a major substance of abuse.

Additionally, the President will announce: (1) \$27 million in grants for more than 150 drug courts that use the full power of the criminal justice system to rid crime-committing addicts of their drug habits; and (2) the availability of \$5 million in grants for local law enforcement agencies to combat methamphetamine trafficking.

Drug Use by Arrestees

- Cocaine use decreasing. Cocaine use continues to decline, most dramatically in the West and Northeast -- where use had reached epidemic levels (80% and more) in the late 1980's -- and among younger arrestees. In Detroit and Washington, D.C., only 5% of young adult arrestees tested positive for cocaine, while nearly half of all older arrestees tested positive for that drug.
- Marijuana use leveling off. After increasing over the past several years, marijuana use by younger arrestees is leveling off. Fifteen of the 23 sites reported drops in marijuana use by younger arrestees -- including substantial drops in Houston, Indianapolis, Los Angeles, Omaha, Phoenix, and Washington, D.C.
- Methamphetamine use rebounds. Meth, which is almost completely absent outside of the West and Southwest, increased in San Diego, Phoenix, San Jose, Portland (OR), Omaha, Dallas and Denver. Previously, meth use had declined over the past 2 years in these cities.
- New heroin problem in some cities. Although heroin abuse remains relatively constant and concentrated among older arrestees, this is not true in New Orleans, Philadelphia and St. Louis. Younger arrestees are more likely to test positive for heroin in these 3 cities.
- The Arrestee Drug Abuse Monitoring Program (ADAM). ADAM is conducted by the Department of Justice's National Institute of Justice (NIJ) and provides drug use trends as well as a critical local perspective to the national drug problem. ADAM data is obtained through drug tests and interviews with a population of arrestees. In 1997, ADAM collected data in 23 major metropolitan sites from 19,736 adult males, 7,547 adult females at 21 sites, 3,686 juvenile males in 12 sites and 647 juvenile girl detainees in 8 sites. To continue to help communities respond to local drug problems, the Administration plans to expand ADAM to a total of 35 cities this year and even more in coming years.

President Clinton: A National Policy on Coerced Abstinence

- Expanding drug courts nationwide. Today, the Justice Department will provide \$27 million

in drug court funding for more than 150 jurisdictions to plan, implement, or enhance new and existing drug courts.

- Leading the national drug court effort. Since the creation of President Clinton's drug court initiative in the 1994 Crime Act, the number of drug courts has grown exponentially. According to the National Association of Drug Court Professionals, the number of drug courts has increased from 12 in 1994 to more than 400 today. And by the year 2000, it is estimated that there will be more than 1,000 drug courts throughout the country.
- Rigorous testing and sanctions. A recent study by Columbia University's National Center on Addiction and Substance Abuse (CASA) concluded that drug courts provide more frequent drug testing, and closer supervision than other forms of community supervision. In fact, 55% of drug courts test offenders at least twice weekly, and 35% test offenders at least every week.
- Keeping offenders drug- and crime-free. The CASA study also found that drug use and criminal behavior were substantially reduced while offenders were under drug court supervision, as well as after leaving the program. For example, only 4% of the drug court participants in Jackson County, MO, were rearrested -- as compared to 13% of those in a control group. And even after leaving the program, drug court participants -- even if they don't complete the program -- recidivate at rates 4-20% lower than those in control groups.
- Challenging Congress to promote coerced abstinence. This past year, two states -- Connecticut and Maryland -- adopted statewide policies of coerced abstinence, and the President challenged Congress to follow their lead by passing his \$85 million drug testing and intervention initiative. This initiative will allow states and localities to test and treat probationers, prisoners and parolees.
- A strong record promoting coerced abstinence. President Clinton has consistently promoted a policy of drug testing, sanctions, and treatment for drug offenders. He has required states to drug test prisoners and parolees as a condition for receiving prison grants; called for drug testing of federal criminal defendants; expanded testing and treatment in federal prisons; and proposed allowing states to use federal prison funds for drug detection, testing and treatment.

Halting the Spread of Methamphetamine

- Using community policing to combat meth. Justice's Office of Community Oriented Policing Services (COPS) will make nearly \$5 million available to jurisdictions with a documented meth problem. Funds can be used for meth enforcement, intervention, and prevention. The 6 participating cities are: Phoenix, AZ; Salt Lake City, UT; Oklahoma City, OK; Dallas, TX; Little Rock, AR; and Minneapolis, MN.
- An ongoing strategy on methamphetamine. The President fought for and signed a comprehensive meth strategy that increases penalties for trafficking in meth, and toughens the penalties for trafficking in the precursor chemicals used in its production. Meth enforcement remains a top law enforcement priority, and the President's Drug Strategy and Budget call for \$24.5 million to hire 100 new DEA agents to target meth trafficking.

Drugs - Coerced abstinence

--- D R A F T ---

Embargoed until April 26, 1994 at 4:30 pm

Statement by the President

The report on jail inmates released today by the Justice Department confirms the urgent need for government at all levels to pursue a policy of coerced abstinence for drug offenders. The report shows that more than half of these criminals used drugs in the month prior to their arrest. We have an obligation to install a tough system of testing, treatment and punishment for drug offenders to prevent them from returning to the streets with dangerous drug habits intact. Congress can take the lead by adopting my Administration's proposals to promote coerced abstinence throughout the criminal justice system.