

107TH CONGRESS
1ST SESSION

S. 1075

To extend and modify the Drug-Free Communities Support Program, to authorize a National Community Antidrug Coalition Institute, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JUNE 20, 2001

Mr. GRASSLEY (for himself, Mr. BIDEN, Mr. SMITH of Oregon, and Mr. DASCHLE) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

A BILL

To extend and modify the Drug-Free Communities Support Program, to authorize a National Community Antidrug Coalition Institute, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. EXTENSION OF DRUG-FREE COMMUNITIES SUP-**
4 **PORT PROGRAM.**

5 (a) FINDINGS.—Congress makes the following find-
6 ings:

7 (1) In the next 15 years, the youth population
8 in the United States will grow by 21 percent, adding
9 6,500,000 youth to the population of the United

1 States. Even if drug use rates remain constant,
2 there will be a huge surge in drug-related problems,
3 such as academic failure, drug-related violence, and
4 HIV incidence, simply due to this population in-
5 crease.

6 (2) According to the 1994–1996 National
7 Household Survey, 60 percent of students age 12 to
8 17 who frequently cut classes and who reported de-
9 linquent behavior in the past 6 months used mari-
10 juana 52 days or more in the previous year.

11 (3) The 2000 Washington Kids Count survey
12 conducted by the University of Washington reported
13 that students whose peers have little or no involve-
14 ment with drinking and drugs have higher math and
15 reading scores than students whose peers had low
16 level drinking or drug use.

17 (4) Substance abuse prevention works. In 1999,
18 only 10 percent of teens saw marijuana users as
19 popular, compared to 17 percent in 1998 and 19
20 percent in 1997. The rate of past-month use of any
21 drug among 12 to 17 year olds declined 26 percent
22 between 1997 and 1999. Marijuana use for sixth
23 through eighth graders is at the lowest point in 5
24 years, as is use of cocaine, inhalants, and
25 hallucinogens.

1 (5) Community Anti-Drug Coalitions through-
2 out the United States are successfully developing
3 and implementing comprehensive, long-term strate-
4 gies to reduce substance abuse among youth on a
5 sustained basis. For example:

6 (A) The Boston Coalition brought college
7 and university presidents together to create the
8 Cooperative Agreement on Underage Drinking.
9 This agreement represents the first coordinated
10 effort of Boston's many institutions of higher
11 education to address issues such as binge drink-
12 ing, underage drinking, and changing the
13 norms surrounding alcohol abuse that exist on
14 college and university campuses.

15 (B) The Miami Coalition used a three-part
16 strategy to decrease the percentage of high
17 school seniors who reported using marijuana at
18 least once during the most recent 30-day pe-
19 riod. The development of a media strategy, the
20 creation of a network of prevention agencies,
21 and discussions with high school students about
22 the dangers of marijuana all contributed to a
23 decrease in the percentage of seniors who re-
24 ported using marijuana from more than 22 per-
25 cent in 1995 to 9 percent in 1997. The Miami

1 Coalition was able to achieve these results while
2 national rates of marijuana use were increasing.

3 (C) The Nashville Prevention Partnership
4 worked with elementary and middle school chil-
5 dren in an attempt to influence them toward
6 positive life goals and discourage them from
7 using substances. The Partnership targeted an
8 area in East Nashville and created after school
9 programs, mentoring opportunities, attendance
10 initiatives, and safe passages to and from
11 school. Attendance and test scores increased as
12 a result of the program.

13 (D) At a youth-led town meeting sponsored
14 by the Bering Strait Community Partnership in
15 Nome, Alaska, youth identified a need for a
16 safe, substance-free space. With help from a va-
17 riety of community partners, the Partnership
18 staff and youth members created the Java Hut,
19 a substance-free coffeehouse designed for youth.
20 The Java Hut is helping to change norms in
21 the community by providing a fun, youth-
22 friendly atmosphere and activities that are not
23 centered around alcohol or marijuana.

24 (E) Portland's Regional Drug Initiative
25 (RDI) has promoted the establishment of drug-

1 free workplaces among the city's large and
2 small employers. More than 3,000 employers
3 have attended an RDI training session, and of
4 those, 92 percent have instituted drug-free
5 workplace policies. As a result, there has been
6 a 5.5 percent decrease in positive workplace
7 drug tests.

8 (F) San Antonio Fighting Back worked to
9 increase the age at which youth first used ille-
10 gal substances. Research suggests that the later
11 the age of first use, the lower the risk that a
12 young person will become a regular substance
13 abuser. As a result, the age of first illegal drug
14 use increased from 9.4 years in 1992 to 13.5
15 years in 1997.

16 (G) In 1990, multiple data sources con-
17 firmed a trend of increased alcohol use by teen-
18 agers in the Troy community. Using its "mul-
19 tiple strategies over multiple sectors" approach,
20 the Troy Coalition worked with parents, physi-
21 cians, students, coaches, and others to address
22 this problem from several angles. As a result,
23 the rate of twelfth grade students who had con-
24 sumed alcohol in the past month decreased
25 from 62.1 percent to 53.3 percent between

1 1991 and 1998, and the rate of eighth grade
2 students decreased from 26.3 percent to 17.4
3 percent. The Troy Coalition believes that this
4 decline represents not only a change in behavior
5 on the part of students, but also a change in
6 the norms of the community.

7 (H) In 2000, the Coalition for a Drug-
8 Free Greater Cincinnati surveyed more than
9 47,000 local seventh through twelfth graders.
10 The results provided evidence that the Coali-
11 tion's initiatives are working. For the first time
12 in a decade, teen drug use in Greater Cin-
13 cinnati appears to be leveling off. The data col-
14 lected from the survey has served as a tool to
15 strengthen relationships between schools and
16 communities, as well as facilitate the growth of
17 anti-drug coalitions in communities where they
18 had not existed.

19 (6) Despite these successes, drug use continues
20 to be a serious problem facing communities across
21 the United States. For example:

22 (A) According to the Pulse Check: Trends
23 in Drug Abuse Mid-Year 2000 report—

24 (i) crack and powder cocaine remains
25 the most serious drug problem;

1 (ii) marijuana remains the most wide-
2 ly available illicit drug, and its potency is
3 on the rise;

4 (iii) treatment sources report an in-
5 crease in admissions with marijuana as the
6 primary drug of abuse—and adolescents
7 outnumber other age groups entering
8 treatment for marijuana;

9 (iv) 80 percent of Pulse Check sources
10 reported increased availability of club
11 drugs, with ecstasy (MDMA) and ketamine
12 the most widely cited club drugs and seven
13 sources reporting that powder cocaine is
14 being used as a club drug by young adults;

15 (v) ecstasy abuse and trafficking is
16 expanding, no longer confined to the
17 “rave” scene;

18 (vi) the sale and use of club drugs has
19 grown from nightclubs and raves to high
20 schools, the streets, neighborhoods, open
21 venues, and younger ages;

22 (vii) ecstasy users often are unknow-
23 ingly purchasing adulterated tablets or
24 some other substance sold as MDMA; and

1 (viii) along with reports of increased
2 heroin snorting as a route of administra-
3 tion for initiates, there is also an increase
4 in injecting initiates and the negative
5 health consequences associated with injec-
6 tion (for example, increases in HIV/AIDS
7 and Hepatitis C) suggesting that there is
8 a generational forgetting of the dangers of
9 injection of the drug.

10 (B) The 2000 Parent's Resource Institute
11 for Drug Education study reported that 23.6
12 percent of children in the sixth through twelfth
13 grades used illicit drugs in the past year. The
14 same study found that monthly usage among
15 this group was 15.3 percent.

16 (C) According to the 2000 Monitoring the
17 Future study, the use of ecstasy among eighth
18 graders increased from 1.7 percent in 1999 to
19 3.1 percent in 2000, among tenth graders from
20 4.4 percent to 5.4 percent, and from 5.6 per-
21 cent to 8.2 percent among twelfth graders.

22 (D) A 1999 Mellman Group study found
23 that—

1 (i) 56 percent of the population in the
2 United States believed that drug use was
3 increasing in 1999;

4 (ii) 92 percent of the population
5 viewed illegal drug use as a serious prob-
6 lem in the United States; and

7 (iii) 73 percent of the population
8 viewed illegal drug use as a serious prob-
9 lem in their communities.

10 (7) According to the 2001 report of the Na-
11 tional Center on Addiction and Substance Abuse at
12 Columbia University entitled “Shoveling Up: The
13 Impact of Substance Abuse on State Budgets”,
14 using the most conservative assumption, in 1998
15 States spent \$77,900,000,000 to shovel up the
16 wreckage of substance abuse, only \$3,000,000,000
17 to prevent and treat the problem and \$433,000,000
18 for alcohol and tobacco regulation and compliance.
19 This \$77,900,000,000 burden was distributed as fol-
20 lows:

21 (A) \$30,700,000,000 in the justice system
22 (77 percent of justice spending).

23 (B) \$16,500,000,000 in education costs
24 (10 percent of education spending).

1 (C) \$15,200,000,000 in health costs (25
2 percent of health spending).

3 (D) \$7,700,000,000 in child and family as-
4 sistance (32 percent of child and family assist-
5 ance spending).

6 (E) \$5,900,000,000 in mental health and
7 developmental disabilities (31 percent of mental
8 health spending).

9 (F) \$1,500,000,000 in public safety (26
10 percent of public safety spending) and
11 \$400,000,000 for the state workforce.

12 (8) Intergovernmental cooperation and coordi-
13 nation through national, State, and local or tribal
14 leadership and partnerships are critical to facilitate
15 the reduction of substance abuse among youth in
16 communities across the United States.

17 (9) Substance abuse is perceived as a much
18 greater problem nationally than at the community
19 level. According to a 2001 study sponsored by The
20 Pew Charitable Trusts, between 1994 and 2000—

21 (A) there was a 43 percent increase in the
22 percentage of Americans who felt progress was
23 being made in the war on drugs at the commu-
24 nity level;

1 (B) only 9 percent of Americans say drug
2 abuse is a “crisis” in their neighborhood, com-
3 pared to 27 percent who say this about the na-
4 tion; and

5 (C) the percentage of those who felt we
6 lost ground in the war on drugs on a commu-
7 nity level fell by more than a quarter, from 51
8 percent in 1994 to 37 percent in 2000.

9 (b) EXTENSION AND INCREASE OF PROGRAM.—Sec-
10 tion 1024(a) of the National Narcotics Leadership Act of
11 1988 (21 U.S.C. 1524(a)) is amended—

12 (1) by striking “and” at the end of paragraph
13 (4); and

14 (2) by striking paragraph (5) and inserting the
15 following new paragraphs:

16 “(5) \$50,600,000 for fiscal year 2002;

17 “(6) \$60,000,000 for fiscal year 2003;

18 “(7) \$70,000,000 for fiscal year 2004;

19 “(8) \$70,000,000 for fiscal year 2005;

20 “(9) \$75,000,000 for fiscal year 2006; and

21 “(10) \$75,000,000 for fiscal year 2007.”.

22 (c) EXTENSION OF LIMITATION ON ADMINISTRATIVE
23 COSTS.—Section 1024(b) of that Act (21 U.S.C. 1524(b))
24 is amended by striking paragraph (5) and inserting the
25 following new paragraph (5):

1 “(5) 8 percent for each of fiscal years 2002
2 through 2007.”.

3 (d) ADDITIONAL GRANTS.—Section 1032(b) of that
4 Act (21 U.S.C. 1533(b)) is amended by adding at the end
5 the following new paragraph (3):

6 “(3) ADDITIONAL GRANTS.—

7 “(A) IN GENERAL.—Subject to subpara-
8 graph (F), the Administrator may award an ad-
9 ditional grant under this paragraph to an eligi-
10 ble coalition awarded a grant under paragraph
11 (1) or (2) for any first fiscal year after the end
12 of the 4-year period following the period of the
13 initial grant under paragraph (1) or (2), as the
14 case may be.

15 “(B) SCOPE OF GRANTS.—A coalition
16 awarded a grant under paragraph (1) or (2),
17 including a renewal grant under such para-
18 graph, may not be awarded another grant
19 under such paragraph, and is eligible for an ad-
20 ditional grant under this section only under this
21 paragraph.

22 “(C) NO PRIORITY FOR APPLICATIONS.—
23 The Administrator may not afford a higher pri-
24 ority in the award of an additional grant under
25 this paragraph than the Administrator would

1 afford the applicant for the grant if the appli-
2 cant were submitting an application for an ini-
3 tial grant under paragraph (1) or (2) rather
4 than an application for a grant under this para-
5 graph.

6 “(D) RENEWAL GRANTS.—Subject to sub-
7 paragraph (F), the Administrator may award a
8 renewal grant to a grant recipient under this
9 paragraph for each of the fiscal years of the 4-
10 fiscal year period following the fiscal year for
11 which the initial additional grant under sub-
12 paragraph (A) is awarded in an amount not to
13 exceed amounts as follows:

14 “(i) For the first and second fiscal
15 years of that 4-fiscal year period, the
16 amount equal to 80 percent of the non-
17 Federal funds, including in-kind contribu-
18 tions, raised by the coalition for the appli-
19 cable fiscal year.

20 “(ii) For the second, third, and fourth
21 fiscal years of that 4-fiscal year period, the
22 amount equal to 67 percent of the non-
23 Federal funds, including in-kind contribu-
24 tions, raised by the coalition for the appli-
25 cable fiscal year.

1 “(E) SUSPENSION.—If a grant recipient
2 under this paragraph fails to continue to meet
3 the criteria specified in subsection (a), the Ad-
4 ministrators may suspend the grant, after pro-
5 viding written notice to the grant recipient and
6 an opportunity to appeal.

7 “(F) LIMITATION.—The amount of a grant
8 award under this paragraph may not exceed
9 \$100,000 for a fiscal year.”.

10 (e) DATA COLLECTION AND DISSEMINATION.—Sec-
11 tion 1033(b) of that Act (21 U.S.C. 1533(b)) is amended
12 by adding at the end the following new paragraph:

13 “(3) CONSULTATION.—The Administrator shall
14 carry out activities under this subsection in consulta-
15 tion with the Advisory Commission and the National
16 Community Antidrug Coalition Institute.”.

17 (f) LIMITATION ON USE OF CERTAIN FUNDS FOR
18 EVALUATION OF PROGRAM.—Section 1033(b) of that Act,
19 as amended by subsection (e) of this section, is further
20 amended by adding at the end the following new para-
21 graph:

22 “(4) LIMITATION ON USE OF CERTAIN FUNDS
23 FOR EVALUATION OF PROGRAM.—Amounts for ac-
24 tivities under paragraph (2)(B) may not be derived
25 from amounts under section 1024(a), except for

1 amounts that are available under section 1024(b) for
2 administrative costs.”.

3 **SEC. 2. SUPPLEMENTAL GRANTS FOR COALITION MEN-**
4 **TORING ACTIVITIES UNDER DRUG-FREE COM-**
5 **MUNITIES SUPPORT PROGRAM.**

6 Subchapter I of chapter 2 of the National Narcotics
7 Leadership Act of 1988 (21 U.S.C. 1531 et seq.) is
8 amended by adding at the end the following new section:

9 **“SEC. 1035. SUPPLEMENTAL GRANTS FOR COALITION MEN-**
10 **TORING ACTIVITIES.**

11 “(a) **AUTHORITY TO MAKE GRANTS.**—As part of the
12 program established under section 1031, the Director may
13 award an initial grant under this subsection, and renewal
14 grants under subsection (f), to any coalition awarded a
15 grant under section 1032 that meets the criteria specified
16 in subsection (d) in order to fund coalition mentoring ac-
17 tivities by such coalition in support of the program.

18 “(b) **TREATMENT WITH OTHER GRANTS.**—

19 “(1) **SUPPLEMENT.**—A grant awarded to a coa-
20 lition under this section is in addition to any grant
21 awarded to the coalition under section 1032.

22 “(2) **REQUIREMENT FOR BASIC GRANT.**—A coa-
23 lition may not be awarded a grant under this section
24 for a fiscal year unless the coalition was awarded a

1 grant or renewal grant under section 1032(b) for
2 that fiscal year.

3 “(c) APPLICATION.—A coalition seeking a grant
4 under this section shall submit to the Administrator an
5 application for the grant in such form and manner as the
6 Administrator may require.

7 “(d) CRITERIA.—A coalition meets the criteria speci-
8 fied in this subsection if the coalition—

9 “(1) has been in existence for at least 5 years;

10 “(2) has achieved, by or through its own ef-
11 forts, measurable results in the prevention and treat-
12 ment of substance abuse among youth;

13 “(3) has staff or members willing to serve as
14 mentors for persons seeking to start or expand the
15 activities of other coalitions in the prevention and
16 treatment of substance abuse;

17 “(4) has demonstrable support from some mem-
18 bers of the community in which the coalition men-
19 toring activities to be supported by the grant under
20 this section are to be carried out; and

21 “(5) submits to the Administrator a detailed
22 plan for the coalition mentoring activities to be sup-
23 ported by the grant under this section.

24 “(e) USE OF GRANT FUNDS.—A coalition awarded
25 a grant under this section shall use the grant amount for

1 mentoring activities to support and encourage the develop-
2 ment of new, self-supporting community coalitions that
3 are focused on the prevention and treatment of substance
4 abuse in such new coalitions' communities. The mentoring
5 coalition shall encourage such development in accordance
6 with the plan submitted by the mentoring coalition under
7 subsection (d)(5).

8 “(f) RENEWAL GRANTS.—The Administrator may
9 make a renewal grant to any coalition awarded a grant
10 under subsection (a), or a previous renewal grant under
11 this subsection, if the coalition, at the time of application
12 for such renewal grant—

13 “(1) continues to meet the criteria specified in
14 subsection (d); and

15 “(2) has made demonstrable progress in the de-
16 velopment of one or more new, self-supporting com-
17 munity coalitions that are focused on the prevention
18 and treatment of substance abuse.

19 “(g) GRANT AMOUNTS.—

20 “(1) IN GENERAL.—Subject to paragraphs (2)
21 and (3), the total amount of grants awarded to a co-
22 alition under this section for a fiscal year may not
23 exceed the amount of non-Federal funds raised by
24 the coalition, including in-kind contributions, for
25 that fiscal year.

1 “(2) INITIAL GRANTS.—The amount of the ini-
2 tial grant awarded to a coalition under subsection
3 (a) may not exceed \$75,000.

4 “(3) RENEWAL GRANTS.—The total amount of
5 renewal grants awarded to a coalition under sub-
6 section (f) for any fiscal year may not exceed
7 \$75,000.

8 “(h) FISCAL YEAR LIMITATION ON AMOUNT AVAIL-
9 ABLE FOR GRANTS.—The total amount available for
10 grants under this section, including renewal grants under
11 subsection (f), in any fiscal year may not exceed the
12 amount equal to five percent of the amount authorized to
13 be appropriated by section 1024(a) for that fiscal year.”.

14 **SEC. 3. FIVE-YEAR EXTENSION OF ADVISORY COMMISSION**
15 **ON DRUG-FREE COMMUNITIES.**

16 Section 1048 of the National Narcotics Leadership
17 Act of 1988 (21 U.S.C. 1548) is amended by striking
18 “2002” and inserting “2007”.

19 **SEC. 4. AUTHORIZATION FOR NATIONAL COMMUNITY ANTI-**
20 **DRUG COALITION INSTITUTE.**

21 (a) IN GENERAL.—The Director of the Office of Na-
22 tional Drug Control Policy may, using amounts authorized
23 to be appropriated by subsection (d), make a grant to an
24 eligible organization to provide for the establishment of
25 a National Community Antidrug Coalition Institute.

1 (b) ELIGIBLE ORGANIZATIONS.—An organization eli-
2 gible for the grant under subsection (a) is any national
3 nonprofit organization that represents, provides technical
4 assistance and training to, and has special expertise and
5 broad, national-level experience in community antidrug
6 coalitions under section 1032 of the National Narcotics
7 Leadership Act of 1988 (21 U.S.C. 1532).

8 (c) USE OF GRANT AMOUNT.—The organization re-
9 ceiving the grant under subsection (a) shall establish a
10 National Community Antidrug Coalition Institute to—

11 (1) provide education, training, and technical
12 assistance for coalition leaders and community
13 teams;

14 (2) develop and disseminate evaluation tools,
15 mechanisms, and measures to better assess and doc-
16 ument coalition performance measures and out-
17 comes; and

18 (3) bridge the gap between research and prac-
19 tice by translating knowledge from research into
20 practical information.

21 (d) AUTHORIZATION OF APPROPRIATIONS.—There is
22 authorized to be appropriated for purposes of activities
23 under this section, including the grant under subsection
24 (a), amounts as follows:

1 (1) For each of fiscal years 2002 and 2003,
2 \$2,000,000.

3 (2) For each of fiscal years 2004, 2005, 2006,
4 and 2007, such sums as may be necessary for such
5 activities.

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