

Multilateral  
Evaluation  
Mechanism  
MEM

# United States of America

Evaluation of Progress in Drug Control

Organization of American States – **OAS**

Inter-American Drug Abuse Control Commission – **CICAD**

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2000  
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Organización de los Estados Americanos – OEA  
Comisión Interamericana para el Control del Abuso de Drogas – CICAD

Organization of American States – OAS  
Inter-American Drug Abuse Control Commission – CICAD

Organização dos Estados Americanos – OEA  
Comissão Interamericana para o Controle do Abuso de Drogas – CICAD

Organisation des Etats Américains – OEA  
Commission Interaméricaine de Lutte Contre l'abus des Drogues – CICAD

## NATIONAL ANTI-DRUG STRATEGY

The United States of America has a National Drug Control Strategy that covers the areas of: supply reduction, demand reduction, control measures, institutional framework, budget and evaluation system. The Strategy is in effect from 1998-2008. Its legal basis is Public Law 105-277.

There is a central coordinating authority entitled the White House Office of National Drug Control Policy (ONDCP) which coordinates the areas of demand reduction, supply reduction, control measures and the information center. Its legal basis is the Anti-Drug Abuse Act of 1988. The ONDCP has a budget that is coordinated through the White House Office of Management and Budget and approved by Congress.

The United States of America has ratified the following: the United Nations Conventions of 1971 and 1988, the Inter-American Convention on Mutual Assistance in Criminal Matters, and the Inter-American Convention Against Corruption. It has acceded to the United Nations Convention of 1961. It has signed but not ratified the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials.

Furthermore, it has national laws and regulations with respect to the issue of drugs in conformity with international conventions. It has specific legislation with respect to money laundering and chemical substances in accordance with international conventions and CICAD Model Regulations.

The United States of America has an integrated system for the collection and maintenance of statistics and documents. It also has a separate unconnected collection of documents and statistics in the areas of: demand reduction, supply reduction, control measures and the societal impact of illicit drugs.

## Recommendation

1. **Ratify the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials.**

## DEMAND REDUCTION

There is a broad array of activities in the demand reduction area in the United States. The responses to the indicators present these activities from a federal perspective, which include shared efforts at the state and regional level, as well as those by NGO's, and the private sector. Many programs originate in the United States and are utilized by other countries.

The National Drug Demand Reduction Strategy of the United States is part of the National Drug Control Strategy.

Demand Reduction programs are delivered at all levels of government (Federal, State, and Municipal), and by a large number of NGOs, and the private sector. The Federal Government implements its national demand reduction system through a variety of means including funding, data collection, coordination, consultation, legislation, and evaluation.

"Drugs in the Workplace" programs are available in both the public and private sectors.

The United States has adopted the UN Declaration on the Guiding Principles of Drug Demand Reduction and its Plan of Action.

Guidelines exist in the United States on minimum standards of care for drug treatment. There is a national system of drug treatment and rehabilitation programs, which include early detection and outreach, treatment, rehabilitation and social reintegration, and aftercare. The United States has assembled trainers, training materials, and programs that are utilized nationally and internationally. This strategy is supported by a partnership that exists between ONDCP, in collaboration with demand reduction agencies, and Universities.

There are at least two primary national surveys for determining the prevalence of drug use. The first is the "Monitoring the Future" study funded by the National Institute on Drug Abuse (NIDA) that utilizes reports from 3 grade levels in schools to determine the prevalence of drug use among the student population. The second tool used is the National Household Survey on Drug Abuse, which is administered annually by the Substance Abuse and Mental Health Services Administration, to measure the incidence and prevalence of drug use in the general population.

Research on drug prevention and drug use is conducted. National efforts to prevent drug use employ a broad range of education and prevention strategies. Activities include research, school and community prevention programs and a national media campaign. Principles of effective drug abuse prevention have been identified through extensive research, and are being disseminated to schools and communities nationwide. Schools and communities that receive federal funds for drug prevention are being required to develop and implement their programs according to research-based principles. Ongoing programs have a built in evaluation and upgrading component. Evaluations have been carried out for all modalities in order to assess their effectiveness.

The average age of first use of any illicit drug on the general population was reported as 16.8 years, with cannabis at 17.1 years, cocaine and crack combined at 20.3, and heroin at 17.6 as shown at the following table:

Type of drug	M	F	Year Information Gathered	Average Age
Cannabis	N/a	N/a	1997	17.1
Cocaine hydrochloride (note: for U.S. data includes crack cocaine )	N/a	N/a	1997	20.3
Heroin/other opiates	N/a	N/a	1997	17.6
Hallucinogens	N/a	N/a	1997	17.4
Amphetamines/ Methamphetamines	N/a	N/a	N/a	N/a
Benzodiazepines	N/a	N/a	N/a	N/a
Tobacco	N/a	N/a	1996	15.8
Alcohol	N/a	N/a	1996	16.1
Inhalants	N/a	N/a	1997	16.7

The annual incidence of new drug use among youths age 12-17 was 64 per thousand for marijuana, 24 per thousand for hallucinogens and 11 per thousand for cocaine (data for 1997).

## SUPPLY REDUCTION

In the United States, marijuana is cultivated indoors and outdoors, but there is no estimate of volume in either case. According to information for 1998 provided by the United States, 2.2 million plants on 55,229 outdoor plots, and 232,830 indoor plants, were eradicated. No information is available on production potential or new growing areas. A total of 2,230 kgs of methamphetamine were removed from the market and 6,438 laboratories, mainly for methamphetamine production, were destroyed. The United States collects information concerning controlled drug production in accordance with the information requirements that have been established by the United Nations.

The Drug Enforcement Administration (DEA) is responsible for enforcing United States' drug laws, including preventing the diversion of controlled drugs and chemical substances. The DEA also establishes estimates of annual legitimate needs

for Schedule I and II controlled drugs throughout the U.S. It does not have estimates on needs for controlled chemical substances. The DEA is also responsible for registering and regulating those professions involved in handling controlled drugs (pharmaceuticals) and List I chemicals. The U.S. has laws and regulations concerning the import of controlled drugs and chemical substances.

The U.S. has mechanisms for exchanging information. For controlled drugs there is an Interagency Committee on Drug Control, composed of the Food and Drug Administration, NIDA, and ONDCP. For controlled chemical substances there are daily exchanges of information among 24 national agencies including the DEA, the Federal Bureau of Investigation (FBI), and the U.S. Customs Service. The DEA is also responsible for exchanging operational information internationally through its foreign offices in various countries. The U.S. does not have information on the number of requests for cooperation made.

There are laws and regulations authorizing penal, civil, and administrative sanctions for the diversion of controlled drugs and chemical substances. Data on the number of times that sanctions under such national laws and/or regulations have been applied are reflected in the most recent statistics for FY 1999:

Sanctions FY 1999	Number by regulated group	
	Controlled Drugs (Pharmaceuticals)	Controlled Chemical Substances
Penal (criminal convictions)	341	24
Civil fines	75	4
Administrative	375	18

In compliance with Article 12 of the Vienna Convention, the United States sent pre-export notifications for chemical substances listed in Table I of the Convention. For imports, it sent requests for notification to the governments, through the International Narcotics Control Board (INCB), only for shipments of ephedrine and pseudoephedrine.

## Recommendations

1. Develop a method for estimation of cannabis cultivation in the country.
2. Continue the efforts to eradicate laboratories producing illicit drugs.
3. Develop a system to estimate legitimate national annual needs of controlled chemical substances.
4. Provide information on the number of requests made for international cooperation based on agreements on chemical control.

## CONTROL MEASURES

There exist in the United States of America administrative, judicial and law enforcement agencies with specific responsibilities for investigating, controlling and/or eliminating illicit drug trafficking. Within the United States, drug law enforcement agencies exist at the federal, state, and local levels. At the federal level, the agency with primary responsibility for enforcing the drug laws is the DEA. Other agencies, such as the FBI, the U.S. Customs Service, the U.S. Coast Guard, and the Treasury Department, along with the United States Attorney General's Office, also play important roles in the U.S. drug efforts. In addition, state and local agencies work alone or in conjunction with state/ federal task forces, to control and eliminate drug trafficking. The most notable multi-agency task force is the Organized Crime Drug Enforcement Task Force, which brings together nine federal agencies as well as state and local agencies, together in a nationwide structure that combines member agencies' resources and techniques.

Mechanisms exist for the coordination and cooperation of information exchange. For the purpose of drug law enforcement, the Special Operations Division (SOD), within the U.S. Department of Justice, is the federal government's premier multi-agency law enforcement coordination and intelligence program. The SOD is comprised of agents, analysts, and prosecutors and its mission is to coordinate and support regional and national-level criminal investigations and prosecutions against the major criminal drug trafficking organizations threatening the United States. The Office of International Affairs, an office within the U.S. Department of Justice's Criminal Division, and the DEA Office of Diversion Control are the centralized bodies that effect coordination and cooperation for information exchanges between countries in accordance with international agreements. The Department of Treasury also executes requests for information under Financial Information Exchange Agreements.

Because of the federal nature of the U.S. system, drug seizure operations are conducted by federal, state, and local agencies. As a result, the U.S. does not maintain statistics that capture all federal, state, and local drug seizure operations, but does maintain records of the quantities of drugs seized by federal agencies. The Federal Drug Seizure System tracks the quantities seized by federal agencies; these statistics are shown below:

Drug	FY 1997	FY 1998	FY1999
Heroin	1,415.7 Kgs.	1,596.3 Kgs.	1,241.9 Kgs.
Cocaine	113,751.0 Kgs.	120,693.6 Kgs.	136,854.0 Kgs.
Cannabis	699,128.7 Kgs.	808,952.1 Kgs.	1,056,366.2 Kgs.
Marijuana	675,064.8 Kgs.	808,681.7 Kgs.	1,055,605.2 Kgs.
Hashish	24,063.8 Kgs.	270.3 Kgs.	760.9 Kgs.

In addition, data on quantities seized by the DEA during the last year are shown below:

Type of Drug	Quantity	
	Kgs.	Grams
Opium	90	.871
Morphine	-	.877
Heroin	1,141	.795
Synthetic Narcotics	2,814	.332
Coca Paste (HCL)	244,049	.166
Cocaine Base	249	.288
Cocaine Salts (other/alkaloids)	244,356	.428
Cannabis plants	429	.838
Leaf Cannabis (grass)	206,941	.002
Cannabis Resin (hashish)	237	.291
Hashish Oil (liquid cannabis)	490	.684
Cannabis Seed & powder	407,735	.654

Note: Includes DEA drugs and all other drugs that were analyzed in DEA laboratories.

Data on the number of persons arrested, charged, and convicted during the year under review in relation to illicit drug trafficking offenses are provided in the following tables:

Type of offense	Number of Persons Arrested	Relative to the Population of the Country (rate per 100.000 inhab.)
CCE <sup>1</sup>	10	0.0037
RICO <sup>2</sup>	29	0.0108
Manufacture	3,168	1.1836
Importation	295	0.1102
Conspiracy	11,695	4.3693
Distribution	5,070	1.8942
Possession with Intent to Distribute	7,604	2.8409
Other	3,152	1.1776
<b>Total</b>	<b>31,023</b>	<b>11.5902</b>

Note: These statistics reflect DEA's arrests (i.e. federal arrests) made within the U.S. for Fiscal Year 1999. These statistics do not include arrests by other federal and local agencies or those for simple possession.

1 Continuing Criminal Enterprise

2 Racketeer Influenced and Corrupt Organization

In 1998, the FBI's Uniform Crime Reports estimated that there were 1,559,100 State and local arrests for drug abuse violations in the U.S. Approximately 330,500 of these state and local arrests were on drug trafficking grounds, for a total of 361,023 persons.

Type of offense	Number of Persons Charged	Number of Persons Convicted
FY 99 Drug Trafficking	30,150	23,525

Note: These statistics reflect federal prosecutions and convictions only.

With respect to international cooperation for the investigation and prosecution of illicit drug trafficking, the numbers of requests and responses are shown below:

	Number of Requests	Number of Replies
U.S. Department of Justice	195	Unknown
U.S. Customs Service	127	72

U.S. national laws and regulations have criminalized the illicit manufacture and trafficking of firearms, ammunition, explosives and other related materials. These national laws establish controls at the administrative level for the prevention of offenses relating to manufacture and trafficking of firearms, explosives and other related materials. The country notes that these controls are not fully adequate at preventing offenses.

Mechanisms exist for the maintenance of records by dates, as well as on the requisite licenses and authorizations for import, export and in-transit. Related data on persons charged and convicted in respect of these offenses are shown below:

Type of offense	Number of Persons Charged	Number of Persons Convicted
FY 99: 18 USC 922 and 18 USC 924	7,057	3,985

Note: These statistics include all federal firearm offenses, not just violations of laws relating to import, export, or in-transit firearms.

From October 1, 1999 to February 25, 2000 the Bureau of Alcohol, Tobacco and Firearms reported the seizure of 849 firearms (520 long guns and 329 handguns) in 89 operations connected to illicit drug trafficking. An additional, unspecified number of firearms was also seized by other federal, state, and local agencies in operations connected to illicit drug trafficking.



The following table shows the requests that have been made for international cooperation on investigation and prosecution of production and trafficking of firearms, ammunition, explosives and other related materials:

	Number of Requests	Number of Replies
U.S. Department of Justice	6	Unknown
U.S. Customs Service	3	2

There are national laws and regulations that criminalize money laundering and provide controls at the administrative level to prevent money laundering. National laws and regulations also exist mandating financial bodies to report suspicious or unusual transactions in compliance with control measures that have been lawfully established. Mechanisms permit the management and disposal, as well as forfeiture, of proceeds derived from illicit drug trafficking.

There were 2,388 persons charged and 996 persons convicted during FY 1999 for money laundering offenses.

Reference is made to international cooperation pursuant to international agreements, and the following data for money laundering requests for last year were provided:

	Number of Requests	Number of Replies
U.S. Department of Justice	377	Unknown
U.S. Department of Treasury	57	36

## Recommendations

1. Strengthen the system to keep records of all federal, state, and local drug seizure operations.
2. Strengthen the mechanism for the exchange of information regarding international cooperation for the investigation and prosecution for crimes related to illicit drug trafficking.
3. Strengthen the mechanism for the exchange of information regarding international cooperation for the investigation and prosecution for crimes related to the manufacture and trafficking of firearms, ammunition, explosives and other related materials.

4. Strengthen the mechanism for the exchange of information regarding international cooperation for the investigation and prosecution for crimes related to money laundering.
5. Continue to improve controls at the administrative level for the prevention of offenses related to the licit and illicit manufacture and trafficking of ammunition.
6. Strengthen the data collection system on the number of persons arrested, charged and convicted for drug offenses by integrating data at the federal, state, and local levels.

## HUMAN, SOCIAL AND ECONOMIC COST OF DRUGS

**T**he United State's effort in addressing the requirements of this indicator is acknowledged. There is a system in place to estimate the human, social, and economic cost of the drug problem and estimates were provided.

The United States has indicated its willingness to share its knowledge of methodologies to estimate social cost with CICAD.

## SUMMARY OF RECOMMENDATIONS

**C**ICAD recommends that United States' anti-drug efforts be strengthened by addressing the following:

1. Ratify the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials.
2. Develop a method for estimation of cannabis cultivation in the country.
3. Continue the efforts to eradicate laboratories producing illicit drugs.
4. Develop a system to estimate legitimate national annual needs of controlled chemical substances.
5. Provide information on the number of requests made for international cooperation based on agreements on chemical control.
6. Strengthen the system to keep records of all federal, state, and local drug seizure operations.
7. Strengthen the mechanism for the exchange of information regarding international cooperation for the investigation and prosecution for crimes related to illicit drug trafficking.
8. Strengthen the mechanism for the exchange of information regarding international cooperation for the investigation and prosecution for crimes related to the manufacture and trafficking of firearms, ammunition, explosives and other related materials.
9. Strengthen the mechanism for the exchange of information regarding international cooperation for the investigation and prosecution for crimes related to money laundering.
10. Continue to improve controls at the administrative level for the prevention of offenses related to the licit and illicit manufacture and trafficking of ammunitions.
11. Strengthen the data collection system on the number of persons arrested, charged and convicted for drug offenses by integrating data at the federal, state, and local levels.