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THE WHITE HOUSE  
WASHINGTON

ACTION

September 19, 1974

MEMORANDUM FOR:

THE PRESIDENT

FROM:

KEN COLE

SUBJECT:

Enrolled Bill H. R. 9456 - Alcohol and  
Drug Abuse Education Act Amendments  
of 1974

Last day for action - Saturday, September 21, 1974

BACKGROUND

This bill would extend the Drug Abuse Education Act of 1970, authorizing a total of \$90 million through FY 77, for a categorical grant program that would develop comprehensive school and community education programs, focusing on the causes rather than the symptoms of drug and alcohol abuse. The bill would merge previously separate drug abuse and community education project authorities. The responsibility for the administration of the program would be with the Commissioner of Education rather than the Secretary of HEW.

Proponents of the bill argue that it has a desirable emphasis on prevention and early treatment of alcohol and drug abuse. They also claim that the budgetary aspect, \$26 million in FY 75, would be small. OMB and HEW, however, proposed termination of the Drug Abuse Education Act because it is a categorical program whose past effectiveness is questionable and whose objectives are now being met by State formula grant programs administered by HEW's National Institute on Drug Abuse and National Institute on Alcohol Abuse and Alcoholism. These agencies also point out the need for budgetary restrictiveness even in relatively small programs such as this.

The bill passed the House by 372 - 13 and the Senate by voice vote.

RECOMMENDATIONS

- OMB (Ash) - Veto
- HEW (Weinberger) - Veto
- Special Action - Recommends approval because of intent of  
Office for Drug Abuse the bill, but feels the funding is excessive  
and premature
- Timmons - Concurs with OMB and HEW, but advises veto  
will be difficult to sustain
- Buchen - Defers recommendation

RECOMMENDATION

That you veto the bill and issue a veto statement.

DECISION

H.R. 9456

Sign ✓

Veto \_\_\_\_\_  
(Sign veto statement  
at Tab A)

*With strong message that  
 spending must be held down to  
 level now projected and that  
 expansion beyond will not be  
 tolerated — per President Ford.*

*RF*

**APPROVED**

SEP 21 1974

SEP 21 1974

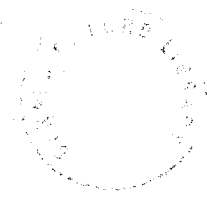
*Statement Issued 9/21*

**EXECUTIVE OFFICE OF THE PRESIDENT**

**OFFICE OF MANAGEMENT AND BUDGET**

WASHINGTON, D.C. 20503

SEP 16 1974



**MEMORANDUM FOR THE PRESIDENT**

**Subject: Enrolled Bill H.R. 9456 - Alcohol and Drug Abuse Education Act Amendments of 1974  
Sponsor - Rep. Meeds (D) Washington, and 9 others**

*Approved with statement 9/21*

Last Day for Action

September 21, 1974 - Saturday

Purpose

Extends through fiscal year 1977 the appropriation authorization in the Drug Abuse Education Act of 1970, with a total of \$90 million authorized for the 3-year period; broadens the scope of the Act to include alcohol abuse; and restructures and amends the Act in other respects.

*To Archive 9/23*

Agency Recommendations

Office of Management and Budget	Disapproval (Veto message attached)
Department of Health, Education, and Welfare	Disapproval (Veto message attached)
Special Action Office for Drug Abuse Prevention	Approval

Discussion

The Drug Abuse Education Act of 1970 (Public Law 91-527) authorized a program of grants and contracts by HEW for school-based and community-based drug abuse education projects. This program was designed to provide Federal assistance in disseminating innovative materials and curricula, as well as to provide limited training support. Relatively modest appropriation levels to date have reflected this limited purpose.

During initial consideration of the Act, HEW recommended against enactment on the grounds that it already had ample authority to carry out all the proposed activities. For reasons explained below, the Administration has also opposed extension by the 93rd Congress of the authorities in the Act as separate legislation.

Appropriation authorization in H.R. 9456

The appropriation authorizations in the 1970 Act expired on June 30, 1973, but were automatically extended through fiscal year 1974 under provisions of present law.

H.R. 9456 would authorize appropriations for an additional three years, at levels of \$26 million, \$30 million, and \$34 million, respectively, for fiscal years 1975-1977. The total of \$90 million authorized for these three years compares with authorizations of \$86 million for the four fiscal years 1971-1974. Actual funding through fiscal year 1974 totaled \$36.2 million, and the 1975 budget did not request any appropriations for that year.

Under the enrolled bill, not less than 60 percent of the appropriations for any fiscal year would have to be used for programs and projects in elementary and secondary schools.

Major substantive amendments in H.R. 9456

The enrolled bill would change the present Act mainly by

-- including alcohol abuse education explicitly as part of the authorized activities

-- vesting responsibility for administration of the program in the Commissioner of Education rather than in the Secretary of HEW

-- merging previously separate drug abuse and community education project authorities and placing greater emphasis on comprehensive demonstration programs, personnel training, and prevention and early intervention programs.

Specifically, activities which would be eligible for grants and contracts under H.R. 9456--including bilingual activities--would include:

-- development of comprehensive school and community demonstration programs which focus on the causes rather than the symptoms of drug and alcohol abuse;

-- pre-service and in-service training for school personnel, law enforcement officers, and other public service and community leaders;

-- development, testing, evaluation, and dissemination of exemplary materials, and training in the selection of such materials;

-- creative primary prevention and early intervention programs in schools, utilizing an interdisciplinary "school team" approach;

-- public education programs for parents and other concerned persons in the community.

The enrolled bill would increase from 5 percent to 10 percent the portion of appropriated funds that could be granted to State educational agencies to assist local educational agencies to develop and carry out drug and alcohol abuse education programs.

It would also permit the Commissioner of Education to use up to one percent of the sums appropriated to evaluate the programs under the Act. The Commissioner would be required to submit an annual evaluation report to the House and Senate authorizing and appropriations committees, stating specific program objectives, conclusions as to effectiveness of the program, any legislative recommendations, a list of studies conducted, and an evaluation plan for the ensuing year.

#### Administration position

The 1975 budget proposed termination of the Drug Abuse Education Act as a separate categorical program and, as indicated above, requested no funds under the Act for fiscal year 1975. Accordingly, during consideration of bills introduced in this Congress, the Administration opposed the Act's extension.

The Administration pointed out that a number of Federal programs as well as ample general authority already exist to address the objectives of H.R. 9456. Moreover, State and local authorities, who are closest to the problem and who are primarily responsible for designing, operating, and financing elementary and secondary education programs, can best handle and are already conducting education efforts to prevent drug and alcohol abuse.

The Administration argued that there is much ambiguity and a lack of conclusive evidence as to which approaches to alcohol and drug abuse education are productive and that the Federal role should be a limited one of supporting promising demonstrations. HEW and other Federal agencies already support drug abuse and alcoholism education activities through both project grants and State formula grants.

Total project grant outlays for drug abuse education and training are estimated at about \$40 million in each of fiscal years 1974 and 1975, including \$18 million by HEW's National Institute on Drug Abuse (NIDA). NIDA also provides formula grants to States (\$35 million in 1975) to develop comprehensive programs to deal with all aspects of a variety of purposes, including education, at the discretion of the States.

Several agencies also fund alcohol education and training activities. IN HEW alone, the National Institute on Alcohol Abuse and Alcoholism (NIAAA) is providing \$4 million in project grant funds in fiscal year 1975, and administers a State formula grant program (\$46 million in 1975) which also provides for education-related prevention activities.

The amounts cited above do not include funding for general mental health education and training activities which are also directed at the problems of alcohol and drug abuse.

Intestimony earlier this year, HEW reiterated its opposition to extension of the Drug Abuse Education Act of 1970, and indicated that it would favor instead a more flexible approach of including drug abuse education programs within a broad consolidated authority such as the Special Projects Act then under consideration as part of the Senate's Elementary and Secondary Education Act amendments. The Special Projects Act was subsequently enacted into law as part of P.L. 93-380 (H.R. 69), but in addition the Congress has now passed the enrolled bill.

### Arguments for Approval

1. Although it would extend a narrow categorical education program, HEW notes in its views letter that the enrolled bill does contain a number of provisions which would improve the present Act. It would, for example, authorize support for comprehensive demonstration programs which would afford an opportunity to build on more promising approaches tried to date. It also has a desirable emphasis on prevention and early intervention, and would include alcohol abuse, which in many communities is more serious than drug abuse.

2. Approval would be consistent with the strong emphasis placed by the Executive branch since 1969 on the need to prevent and reduce drug and alcohol abuse. Since 1970, four major pieces of legislation have been enacted in this field--the Comprehensive Drug Abuse Prevention and Control Act of 1970; the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act of 1970; the Drug Abuse Office and Treatment Act of 1972; and the recent Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Amendments of 1974.

3. The Administration favored Federal support for demonstrations and innovation in the field of drug abuse education under the Elementary and Secondary Act (ESEA) Amendments in testimony on earlier versions of the enrolled bill before the Senate Labor and Public Welfare Committee. Since the budget supplemental for ESEA recently transmitted to the Congress does not request funds under the new Special Projects Act provisions of P.L. 93-380 (ESEA Amendments), H.R. 9456 could be viewed as inconsistent with that position.

4. It is difficult to distinguish the enrolled bill from similar categorical program measures previously approved, such as the Environmental Education Amendments of 1974. Moreover, other HEW programs with considerably more objectionable provisions and significantly larger budgetary impact are likely to be enacted shortly which would warrant disapproval more than H.R. 9456.

5. The budget threat implicit in H.R. 9456 is a limited one in view of the relatively low annual authorizations levels together with the generally restrained appropriation actions in the past.



6. The enrolled bill had strong bipartisan support in the Congress; it passed the House by 372-13 and the Senate by voice vote.

#### Arguments for Disapproval

1. It is not clear that additional Federal authority or funding under a separate Drug Abuse Education Act is necessary or warranted in light of the Federal, State, and local funds already available for alcohol and drug abuse activities. Drug abuse is only one manifestation of behavior problems in young people and requires a variety of approaches usually best perceived at the local level. State and local educational agencies already devote time and staff to combating behavioral problems of the school-age population. In fact, the most successful program developed thus far--SPARK in New York City--was conceived and operates without Federal support.

2. In addition, an adequate legislative base for Federal assistance in drug abuse activities already exists. Creation of NIDA and NIAAA to administer comprehensive drug abuse and alcoholism programs obviates the need for a separate program in the Office of Education (OE). If, in the future, an expansion of Federal support through OE should be justified, statutory authority under the Special Projects Act and the Innovation consolidation provisions of P.L. 93-380 is sufficiently broad.

3. In recommending disapproval of H.R. 9456, HEW cites the "lack of clear evidence as to the effectiveness of existing drug abuse education programs" as a basis for not requesting funds for fiscal years 1975 and 1976.

4. Approval would represent a further hindrance to the Administration's objective of grant simplification and consolidation. Moreover, shifting authority in the Act from the Secretary of HEW to a bureau chief is a backward step.

5. Some additional budget outlays may well result if H.R. 9456 is approved, even if HEW does not seek funding. Except for fiscal year 1973, Congress has provided more funds than requested.

6. Disapproval could serve to stress the Administration's determination to weed out small as well as large marginal programs in this time of severe budget restraint. It might help to persuade the Congress to rein in on some of the more costly legislation now moving along.

#### Recommendations

HEW recommends disapproval. While stating that the bill contains a number of improvements, the Department notes that H.R. 9456 would continue a narrow categorical program which could more appropriately be carried out under the Special Projects Act and that it duplicates existing NIDA and NIAAA authority to some extent. Because of severe budgetary restraints and the lack of clear evidence as to the effectiveness of existing drug abuse education programs, no funds were requested for this program for fiscal year 1975 and HEW does not anticipate requesting any funds for 1976.

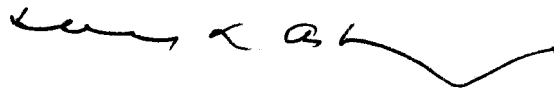
#### The Special Action Office for Drug Abuse Prevention recommends approval, stating

"On balance, the Special Action Office believes that the function authorized to be carried out under this Act are of sufficient importance to the field of drug abuse prevention as to justify recommending that the bill be signed into law."

\* \* \* \* \*

As indicated above, H.R. 9456 would duplicate existing statutory authorities for Federal alcohol and drug abuse education activities. The efforts to date under the Drug Abuse Education Act have been of doubtful effectiveness. State and local education agencies are already carrying out programs in this area. Continuing Federal budget support for this narrow categorical program is therefore unjustified. For these reasons, and since approval would imply intent to seek added funds for these activities, we concur with HEW's recommendation that it be disapproved.

We have prepared the attached draft of a veto message for your consideration. Since we are not requesting funding for the Special Projects Act authority in P.L. 93-380, we believe it unwise to highlight that authority in a veto message, as HEW does in its draft.

A handwritten signature in black ink, appearing to read "L. R. Q. L.", written in a cursive style.

Director

Enclosures

EXECUTIVE OFFICE OF THE PRESIDENT  
SPECIAL ACTION OFFICE FOR DRUG ABUSE PREVENTION  
WASHINGTON, DC 20506

September 6, 1974

The Honorable Roy L. Ash, Director  
Office of Management and Budget  
Executive Office Building  
Washington, D. C. 20503

Dear Mr. Ash:

In accordance with OMB Circular A-19, I am submitting the views of the Special Action Office for Drug Abuse Prevention on H.R. 9456, the Alcohol and Drug Abuse Education Act of 1974. This Act amends the Drug Abuse Education Act of 1970, and extends that act for three more years.

Section 2 of H.R. 9456 states the findings of the Congress and the purpose of the Act.

Section 3 describes the kinds of programs which are authorized to be implemented under this Act, by the Commissioner of Education. It calls for a series of comprehensive demonstration programs which are either school-based or community-based, and sets forth the procedures for receiving Federal assistance in financing these programs. The Special Action Office testified in favor of these programs and procedures when its Director appeared, along with the Under Secretary of HEW, before the Senate Subcommittee on February 7, 1974. The Special Action Office objected at that time, and still objects, to Section 3 (f) which authorizes a total of \$90-million for alcohol and drug abuse education in Fiscal Years 1975-1977. Drug abuse education is still in a very experimental stage; we are presently funding 15 demonstration projects of the kind outlined in this bill, at a cost of \$2.6-million in FY 75. An authorization of \$26- for this fiscal year, increasing to \$24-million by FY 1977, is both premature and excessive.

Section 4(a) of the Act prescribes certain record-keeping requirements; Section 4(b) authorizes the Secretary and the Comptroller General to have access to these records for purposes of audit and examination. The Special Action Office supports this section.

Page 2.

Section 4(e) amends the Drug Abuse Education Act of 1970 by striking out "drug abuse" wherever it appears and inserting in lieu thereof "Drug and alcohol abuse." This linking of two kinds of substance abuse is consistent with overall Administration policy, and we support it. Section 4(f)(2), which designates the Commissioner of Education as the Federal official responsible for administering the act, raises a policy and leadership question regarding education/prevention activities within HEW. The National Institute on Drug Abuse also has a function in this regard, and some thought should be given to intra-departmental coordination when and if this Act becomes law.

On balance, the Special Action Office believes that the function authorized to be carried out under this Act are of sufficient importance to the field of drug abuse prevention as to justify recommending that the bill be signed into law.

Sincerely,

A handwritten signature in black ink that reads "Robert L. DuPont" with a stylized flourish at the end.

Robert L. DuPont, M.D.  
Director



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Honorable Roy L. Ash  
Director, Office of Management  
and Budget  
Washington, D. C. 20503

SEP 11 1974

Dear Mr. Ash:

This is in response to Mr. Rommel's request of September 5, 1974, for a report on H.R. 9456, an enrolled bill "To extend the Drug Abuse Education Act of 1970 for three years."

The bill has the short title of the "Alcohol and Drug Abuse Education Amendments of 1974". Section 2(a) of the bill would amend the short title of the Drug Abuse Education Act of 1970 to the "Alcohol and Drug Abuse Education Act".

Section 2(b) of the bill would amend the Statement of Purpose in section 2 of the Act to include alcohol abuse as a target of the Act and to emphasize the importance of school based and other programs for prevention and early intervention.

Section 3 of the Act would be amended by--

- (1) vesting the administration of the program in the Commissioner of Education rather than the Secretary;
- (2) substituting the word "community" for the word "research" in describing those agencies, organizations, and institutions eligible for grants or contracts;
- (3) authorizing projects for the development, testing, evaluation, and dissemination of exemplary materials for school and community programs;



Honorable Roy L. Ash

2

- (4) authorizing comprehensive demonstration programs, in schools and communities, which focus on the causes of drug and alcohol abuse rather than on the symptoms;
- (5) authorizing creative primary prevention and early intervention programs;
- (6) increasing from 5 to 10 percent the amount of funds appropriated under the Act for payments to State educational agencies for their assistance to local educational agencies;
- (7) requiring State educational agencies to review applications of local educational agencies and submit comments thereon to the Commissioner within 30 days;
- (8) authorizing the Commissioner to use up to one percent of the funds appropriated for independent analysis and evaluation of programs assisted;
- (9) requiring the Commissioner to submit an annual evaluation report to the House and Senate Appropriations Committees, the House Committee on Education and Labor, and the Senate Committee on Labor and Public Welfare;
- (10) authorizing appropriations of \$26,000,000 for fiscal year 1975, \$30,000,000 for fiscal year 1976, and \$34,000,000 for fiscal year 1977; and
- (11) requiring at least 60 percent of the funds appropriated for any fiscal year to be used for programs and projects in elementary and secondary schools.

Section 4 of the Act, which was a separate authorization for the support of community-oriented education programs on drug abuse, would be replaced by a new section requiring recipients of Federal assistance under the Act to keep such records as the Commissioner may prescribe and authorizing the Secretary and the Comptroller General to have access to such records for the purpose of audit and examination.



Honorable Roy L. Ash

3

As you know, in testimony on this legislation the Department did not support the extension of the Drug Abuse Education Act of 1970. We indicated instead that we would favor a more flexible approach of including authority for drug abuse education programs within a broad consolidated authority such as the Special Projects Act adopted as part of P.L. 93-380. The enrolled bill does not embody that suggestion; but it is similar to the provisions of S. 2848 (the Javits-Hughes bill) which we indicated was the preferable alternative among those bills under consideration at the time of our testimony.

The bill does contain a number of provisions which would improve the Act. First, it would broaden the coverage of the Act to include alcohol abuse, which in many communities is a more serious problem than drug abuse. Second, it would authorize the comprehensive demonstration programs and creative primary prevention and early intervention programs which this Department has advocated in the field of drug abuse education.

On the other hand, there are important countervailing considerations which militate against the enactment of this bill:

- (1) The bill would continue in existence a narrow categorical program which, now that the Special Projects Act has been adopted, could more appropriately be carried out under that authority;
- (2) The Act duplicates to some extent the authority already contained in the special project grants and contracts authority in section 410 of the Drug Abuse Office and Treatment Act of 1972;
- (3) Because of severe budgetary restraints and the lack of clear evidence as to the effectiveness of existing drug abuse education programs, the Department has requested no funds for this program for fiscal year 1975 and does not anticipate requesting any funds for fiscal year 1976.

Honorable Roy L. Ash

4

For the above reasons we do not feel that extension of the drug abuse education program is appropriate at this time, and we therefore recommend that the enrolled bill not be approved. A proposed veto message supporting that recommendation is enclosed.

Sincerely,

  
Secretary

Enclosure

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 581

Date: September 16, 1974

Time: 5:30 p. m.

FOR ACTION: Geoff Shepard  
✓ Phil Buchen *defer*  
✓ Bill Timmons  
✓ Paul Theis

cc (for information): Warren K. Hendriks  
Jerry Jones

FROM THE STAFF SECRETARY

DUE: Date: Thursday, September 19, 1974

Time: 2:00 p. m.

SUBJECT: Enrolled Bill H. R. 9456 - Alcohol and Drug Abuse Education Act Amendments of 1974

ACTION REQUESTED:

- |   |  |
|---|--|
| <input type="checkbox"/> For Necessary Action     | <input checked="" type="checkbox"/> For Your Recommendations |
| <input type="checkbox"/> Prepare Agenda and Brief | <input type="checkbox"/> Draft Reply                         |
| <input type="checkbox"/> For Your Comments        | <input type="checkbox"/> Draft Remarks                       |

REMARKS:

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

K. R. COLE, JR.  
For the President

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 581

Date: September 16, 1974

Time: 5:30 p. m.

FOR ACTION: Geoff Shepard  
✓ Phil Buchen  
Bill Timmons  
Paul Theis

cc (for information): Warren K. Hendriks  
Jerry Jones

FROM THE STAFF SECRETARY

DUE: Date: Thursday, September 19, 1974

Time: 2:00 p. m.

SUBJECT: Enrolled Bill H. R. 9456 - Alcohol and Drug Abuse Education Act Amendments of 1974

ACTION REQUESTED:

- |   |  |
|---|--|
| <input type="checkbox"/> For Necessary Action     | <input checked="" type="checkbox"/> For Your Recommendations |
| <input type="checkbox"/> Prepare Agenda and Brief | <input type="checkbox"/> Draft Reply                         |
| <input type="checkbox"/> For Your Comments        | <input type="checkbox"/> Draft Remarks                       |

REMARKS:

Please return to Kathy Tindle - West Wing

*Defer*  
*D.C.*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks  
For the President

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 581

Date: September 16, 1974

Time: 5:30 p. m.

FOR ACTION: Geoff Shepard  
Phil Buchan  
Bill Timmons  
Paul Theis

cc (for information): Warren K. Hendriks  
Jerry Jones

1974 SEP 16 PM 7:33  
JAT

FROM THE STAFF SECRETARY

DUE: Date: Thursday, September 19, 1974

Time: 2:00 p. m.

SUBJECT: Enrolled Bill H. R. 9456 - Alcohol and Drug Abuse Education Act Amendments of 1974

ACTION REQUESTED:

- For Necessary Action
- For Your Recommendations
- Prepare Agenda and Brief
- Draft Reply
- For Your Comments
- Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing

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Warren K. Hendriks  
For the President

THE WHITE HOUSE

WASHINGTON

September 18, 1974

MEMORANDUM FOR: WARREN HENDRIKS

FROM: WILLIAM E. TIMMONS *WET*

SUBJECT: Enrolled Bill H.R. 9456 - Alcohol  
and Drug Abuse Education Act  
Amendments of 1974

Although the President should be advised that a veto will be difficult to sustain, the Office of Legislative Affairs concurs in the recommendation of OMB and HEW. The bill passed the House by a vote of 372-13 and the Senate by a voice vote.

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 581

Date: September 16, 1974

Time: 5:30 p. m.

FOR ACTION: Geoff Shepard  
Phil Buchen  
Bill Timmons  
Paul Theis

cc (for information): Warren K. Hendriks  
Jerry Jones

FROM THE STAFF SECRETARY

DUE: Date: ~~Thursday, September 19, 1974~~ *Wed Sept 18* Time: ~~2:00 p. m.~~ *5:00*

SUBJECT: Enrolled Bill H. R. 9456 - Alcohol and Drug Abuse Education Act Amendments of 1974

ACTION REQUESTED:

- For Necessary Action
- For Your Recommendations
- Prepare Agenda and Brief
- Draft Reply
- For Your Comments
- Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks  
For the President

9/21  
11:40 am

THE WHITE HOUSE  
WASHINGTON

George J. in Gen. Haig  
brought this by. It  
is from Paul Theris'  
office.

Signing statement  
for the Drug Abuse +  
Alcohol Education  
Act Amendments.

nm



THE WHITE HOUSE  
WASHINGTON

September 21, 1974

MEMORANDUM FOR THE PRESIDENT

THROUGH:

GENERAL ALEXANDER HAIG

FROM:

JERRY H. JONES

Attached for your signature is the bill extending the Drug Abuse Education Act of 1970 for three years which you decided to sign this morning.

Al Haig has discussed your views on the Bill with Timmons and he is in complete accord. The signing statement which you have already approved will be issued this afternoon.

OK MS

I am today signing into law HR 9456, the Alcohol and Drug Abuse Education Act Amendments of 1974.

I share the concern of the Congress and the people about the problem of alcohol and drug abuse among our Nation's youth. At the Federal level, this concern has been expressed over the past five years in greatly increased efforts to find effective ways of dealing with the problem. The 1975 budget proposed Federal spending of over \$600 million to support alcohol and drug abuse prevention and treatment---apart from law enforcement activities.

This act improves the overall program a number of ways. It includes alcohol education explicitly as a part of the program. It provides for comprehensive school and community demonstration activities which focus on the causes rather than on the symptoms of drug and alcohol abuse. Most important, it consolidates scattered activities under the Office of Education. This will provide more economical and higher quality development of educational and demonstrational materials. It will provide more effective thrust and more effective management.

In signing this bill into law, I wish to reemphasize my determination to keep the overall budget in line, in this area as in other areas of Federal activity. This act provides a means and a commitment for more effective management; it does not represent a commitment to greater spending, ~~in this~~  
~~area.~~

OK MS

Proposed Veto Message  
H.R. 9456

I am returning today without my approval H.R. 9456, a bill to extend the Drug Abuse Education Act of 1970 for three years. No one can deny the seriousness of the problems caused by the abuse of drugs and alcohol in our country today. I do, however, question the approach contained in H.R. 9456 in dealing with that problem, and I further question the need for another narrow categorical education program aimed at that problem.

I recently signed into law H.R. 69, the Education Amendments of 1974. That bill contained the Special Projects Act under which the Commissioner of Education is authorized to carry out programs and projects designed to meet the high priority needs of education in our country. Among the many activities that can be carried out under that authority would be included projects such as those authorized by the Drug Abuse Education Act of 1970. If current drug abuse education programs are judged effective in meeting their goals and if sufficient funds are available to support those projects, the Special Projects Act would be sufficient authority for that purpose.

Furthermore, most, if not all, of the activities that would be authorized under this bill can be carried out under the authority of section 410 of the Drug Abuse Office and Treatment Act of 1972.

No funds were requested in the fiscal year 1975 budget for the Drug Abuse Education Act. That decision was based not

bnly on general fiscal considerations but on the fact that there is considerable ambiguity as to the effectiveness of current approaches to alcohol and drug abuse prevention.

The foregoing is not to say that drug abuse prevention is a low priority. The Department of Health, Education, and Welfare is currently conducting extensive activities in this field under numerous authorities. However, in view of the fiscal constraints which we should all observe, the continuation of the additional authority contained in the Drug Abuse Education Act is not justified.



Nevertheless, the Federal Government can play a vital role in assisting State and local educational agencies by developing and demonstrating effective ways of dealing with alcohol and drug abuse. This we will continue to do under laws already on the books.

For these reasons I am disapproving H.R. 9456, and I ask the Congress to reconsider the need for this legislation.

X \_\_\_\_\_

THE WHITE HOUSE,

TO THE HOUSE OF REPRESENTATIVES:

I am returning herewith, without my approval, H.R. 9456, a bill which would extend the Drug Abuse Education Act of 1970 for three years. I do not believe that a continuation of the separate program and funding that would be provided under this bill is necessary or justified since funds are already available under other Federal laws for alcohol and drug abuse education activities.

I share the concern of the Congress and the people about the problem of alcohol and drug abuse among our Nation's youth. At the Federal level, this concern has been expressed in greatly increased efforts over the past five years to find effective ways of dealing with that problem. In the 1975 budget, Federal spending of over \$600 million was proposed for the support of alcohol and drug abuse prevention and treatment, apart from law enforcement activities.

In my message of September 12, 1974, to the Congress, I asked for help in reducing 1975 spending below \$300 billion. I solicited suggestions on any programs that might be curtailed or stopped. Rather than helping in that effort, the bill moves in the opposite direction, providing spending and program authorities we do not need and cannot afford.

An adequate legislative base for Federal assistance in alcohol and drug abuse activities already exists. Within the Department of Health, Education, and Welfare alone, the National Institute on Drug Abuse and the National Institute on Alcohol Abuse and Alcoholism are

funding alcohol and drug abuse education and training projects. Both Institutes also provide formula grants to the States which can be used at their discretion for educational activities. Most of the activities that would be authorized under H.R. 9456 can be carried out under the authorities already available to these Institutes.

Moreover, the Congress in enacting P.L. 93-380, the Education Amendments of 1974, provided sufficiently broad statutory authority for an expansion of Federal support through the Office of Education, should that be justified by future developments. In this new law, we have made a promising start on consolidating and simplifying the maze of Federal education grants, in order to give local educational agencies and States greater flexibility in the use of grant funds to meet their own local needs. We should not take a backward step by now extending a narrow categorical educational grant program requiring separate applications, regulations, and review by the Federal Government.

Alcohol and other drug abuse has increasingly come to be recognized as only one sign of more general and complex problems. No single approach will provide the best answer in all circumstances. The factors which lead to alcohol and drug abuse vary among individuals, groups, and communities. We need to encourage the development of alternative approaches which are best suited to local conditions. State and local agencies -- educational as well as others -- have undertaken their own efforts to combat these problems in their own communities. One of the most successful programs developed thus far, SPARK in New York City, was originated and is operated and funded locally without Federal support.

**THE WHITE HOUSE**  
**WASHINGTON**

9/16/74

**TO:** WARREN HENDRIKS

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**Robert D. Linder**



TO THE HOUSE OF REPRESENTATIVES

I am returning herewith, without my approval, H.R. 9456, a bill which would extend the Drug Abuse Education Act of 1970 for three years. I do not believe that a continuation of the separate program and funding that would be provided under this bill is necessary or justified since funds are already available under other Federal laws for alcohol and drug abuse education activities.

I share the concern of the Congress and the people about the problem of alcohol and drug abuse among our Nation's youth. At the Federal level, this concern has been expressed in greatly increased efforts over the past five years to find effective ways of dealing with that problem. In the 1975 budget, Federal spending of over \$600 million was proposed for the support of alcohol and drug abuse prevention and treatment, apart from law enforcement activities.

In my message of September 12, 1974 to the Congress, I asked for help in reducing 1975 spending below \$300 billion. I solicited suggestions on any programs that might be curtailed or stopped. Rather than helping in that effort, the bill moves in the opposite direction, providing spending and program authorities we do not need and cannot afford.

An adequate legislative base for Federal assistance in alcohol and drug abuse activities already exists. Within the Department of Health, Education, and Welfare

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alone, the National Institute on Drug Abuse and the National Institute on Alcohol Abuse and Alcoholism are funding alcohol and drug abuse education and training projects. Both Institutes also provide formula grants to the States which can be used at their discretion for educational activities. Most of the activities that would be authorized under H.R. 9456 can be carried out under the authorities already available to these Institutes.

Moreover, the Congress in enacting P.L. 93-380, the Education Amendments of 1974, provided sufficiently broad statutory authority for an expansion of Federal support through the Office of Education, should that be justified by future developments. In this new law, we have made a promising start on consolidating and simplifying the maze of Federal education grants, in order to give local educational agencies and States greater flexibility in the use of grant funds to meet their own local needs. We should not take a backward step by now extending a narrow categorical educational grant program requiring separate applications, regulations, and review by the Federal Government.

Alcohol and other drug abuse has increasingly come to be recognized as only one sign of more general and complex problems. No single approach will provide the best answer in all circumstances. The factors which lead to alcohol and drug abuse vary among individuals, groups, and communities. We need to encourage the development of alternative approaches which are best suited to local conditions. State and local agencies--educational as well

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as others--have undertaken their own efforts to combat these problems in their own communities. One of the most successful programs developed thus far, SPARK in New York City, was originated and is operated and funded locally without Federal support.

Nevertheless, the Federal Government can play a vital role in assisting State and local educational agencies by developing and demonstrating effective ways of dealing with alcohol and drug abuse. This we will continue to do under laws already on the books.

For these reasons I am disapproving H.R. 9456, and I ask the Congress to reconsider the need for this legislation.

THE WHITE HOUSE

September , 1974

**FOR IMMEDIATE RELEASE**

**September 21, 1974**

**Office of the White House Press Secretary**

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**THE WHITE HOUSE**

**STATEMENT BY THE PRESIDENT**

I am today signing into law HR 9456, the Alcohol and Drug Abuse Education Act Amendments of 1974.

I share the concern of the Congress and the people about the problem of alcohol and drug abuse among our Nation's youth. At the Federal level, this concern has been expressed over the past five years in greatly increased efforts to find effective ways of dealing with the problem. The 1975 budget proposed Federal spending of over \$600 million to support alcohol and drug abuse prevention and treatment -- apart from law enforcement activities.

This act improves the overall program a number of ways. It includes alcohol education explicitly as a part of the program. It provides for comprehensive school and community demonstration activities which focus on the causes rather than on the symptoms of drug and alcohol abuse. Most important, it consolidates scattered activities under the Office of Education. This will provide more economical and higher quality development of educational and demonstrational materials. It will provide more effective thrust and more effective management.

In signing this bill into law, I wish to reemphasize my determination to keep the overall budget in line, in this area as in other areas of Federal activity. This act provides a means and a commitment for more effective management; it does not represent a commitment to greater spending.

*Sgt 1/21*

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# Calendar No. 925

93D CONGRESS }  
*2d Session* }

SENATE

{ REPORT  
No. 93-954

## DRUG ABUSE EDUCATION ACT AMENDMENTS OF 1974

—————  
JUNE 20, 1974.—Ordered to be printed  
—————

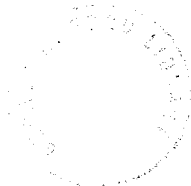
Mr. HUGHES, from the Committee on Labor and Public Welfare,  
submitted the following

### REPORT

[To accompany H.R. 9456]

The Committee on Labor and Public Welfare, to which was referred the bill (H.R. 9456) to extend the Drug Abuse Education Act of 1970 for 3 years, having considered the same, reports thereon without recommendation.

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**Calendar No. 924**93D CONGRESS }  
*2d Session* }

SENATE }

REPORT  
No. 93-958**ALCOHOL AND DRUG ABUSE EDUCATION ACT  
AMENDMENTS OF 1974**

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JUNE 21 1974.—Ordered to be printed

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Mr. HUGHES, from the Committee on Labor and Public Welfare,  
submitted the following

**REPORT**

[To accompany S. 2848]

The Committee on Labor and Public Welfare, to which was referred the bill (S. 2848) to extend and improve the Drug Abuse Education Act of 1970, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

**SUMMARY AS REPORTED**

1. The bill extends through Fiscal 1977 the grant and contract authorities of the Drug Abuse Education Act of 1970, Public Law 91-527. It authorizes a total of \$90,000,000 over the three-year period, \$26,000,000 in Fiscal 1975, \$30,000,000 in Fiscal 1976, and \$34,000,000 in Fiscal 1977.

2. The title of the Act of 1970 is amended to read the "Alcohol and Drug Abuse Education Act", and the Act of 1970 is further amended as appropriate to include education on alcohol abuse.

3. The findings and statement of purpose of the Act of 1970 are amended to respond to the behavioral complexity of drug and alcohol abuse and to emphasize the need for prevention and early intervention programs which recognize the vital role of family, peer group, school, church, and all those institutions in the community which influence the behavior of young people.

4. Activities to be funded, including bilingual activities, will include the development, testing, evaluation, dissemination, and training in the selection of materials; the development of comprehensive school and community programs which seek to eliminate the causes of youthful drug and alcohol abuse; pre-service and in-service training for

school personnel, law enforcement officers, and other public service and community leaders; and public education programs for parents and other concerned persons in the community.

5. The bill permits up to 10% of the sums appropriated to be granted to state educational agencies for the costs of assisting local educational agencies to develop and carry out drug and alcohol abuse education programs.

6. The Commissioner of Education may expend up to 1% of the sums appropriated each year for the purpose of analysis and evaluation of the program, and he must submit annually to the House and Senate authorizing and appropriating committees a report stating specific program objectives, conclusions as to effectiveness, any legislative recommendations he may have, a list of studies conducted, and an evaluation plan for the ensuing year.

#### LEGISLATIVE HISTORY

S. 2848, to extend and improve the Drug Abuse Education Act of 1970, was introduced in the Senate on December 21, 1973, by Senator Jacob K. Javits. It is cosponsored by eleven other members of the Committee on Labor and Public Welfare, including Senator Harold E. Hughes, chairman of the Subcommittee on Alcoholism and Narcotics.

On February 7 and 8, 1974, the Subcommittee on Alcoholism and Narcotics held hearings on S. 2848 and on H.R. 9456, a bill for the same purpose passed by the House of Representatives on October 31, 1973.

Witnesses appearing before the Subcommittee were Mr. Frank C. Carlucci, Under Secretary of Health, Education, and Welfare; Dr. Helen H. Nowlis, Director, Drug Education Program, Office of Education, Department of Health, Education, and Welfare; Dr. Robert L. DuPont, Director, Special Action Office for Drug Abuse Prevention; Dr. Morris E. Chafetz, Director, National Institute on Alcohol Abuse and Alcoholism, Department of Health, Education, and Welfare; Dr. Thomas E. Bryant, President, Drug Abuse Council; Miss Janice R. Schneider, consultant in Alcohol-Drug Education, Colorado Department of Education; Mr. Arthur Jaffe, director, SPARK program, Board of Education, City of New York; Mr. Eric Richards, student, Julia Richmond High School, New York, N.Y.; Mr. Paul L. Perito, President, National Coordinating Council on Drug Education; the Reverend Harold Burriss of Cedar Falls, Iowa, National Action Committee for Drug Education; and Dr. Audrey R. Holliday, professor of psychiatry, University of California Medical School at La Jolla.

Under Secretary Carlucci, testifying for the Administration, endorsed the philosophy and the flexible approach embodied in S. 2848. However, he opposed passage of the bill and suggested instead that alcohol and drug abuse education be included among the special projects to be funded under other education legislation and that alcoholism and drug abuse formula grant funds to the states be considered the major source of funds for local alcohol and drug abuse education programs. The witnesses from outside the Federal Government urged that the Act of 1970 be extended and strongly endorsed the approach of S. 2848.

#### NEED FOR THE LEGISLATION

In the past five years the Congress has enacted major legislation initiating national attacks on the problems of alcohol and drug abuse. The Comprehensive Drug Abuse Prevention and Control Act of 1970, (P.L. 91-513), the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment, and Rehabilitation Act of 1970 (P.L. 91-616), the Drug Abuse Office and Treatment Act of 1972 (P.L. 92-255), and, this year, the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment, and Rehabilitation Act Amendments of 1974 (P.L. 93-282) have established Federal institutes and assisted in the creation of state and local agencies and a broad array of programs throughout the Nation.

The Committee notes, however, that efforts thus far have inevitably been directed primarily toward the person who is already in serious trouble with alcohol and/or drugs; that is, the person who is a frequent abuser or is dependent upon these substances. It is this person who presents the most immediate and acute problem to himself, his family and to society, and therefore, the public and private agencies created to cope with alcohol and drug problems have understandably focused their initial efforts on him. Current estimates are that there are at least nine million persons in the Nation who are dependent upon alcohol and perhaps 500,000 or more who are addicted to heroin. In addition, an undetermined but very large number of persons are dependent upon other drugs or frequently use drugs or combinations of drugs in a manner which is dangerous to mental and physical health.

The Committee is convinced that real progress in the struggle against alcohol and drug abuse will require an intensified effort to reach that far more numerous group, those millions of young people who may be tempted to experiment with dangerous drugs or who may already have done so. Reports from all parts of the Nation indicate that children at younger and younger ages are experimenting with the whole range of drugs of abuse, from alcohol to heroin, and are combining these substances in highly potent combinations.

The Drug Abuse Education Act of 1970 was directed specifically toward these young people. Although it authorized relatively limited funds, and even smaller amounts have been appropriated to carry out the purposes of the Act, the program has served all fifty-five of the state and territorial education agencies and it has trained over 1700 community teams. The Act has made possible a Federal response to communities large and small throughout the Nation which urgently needed help either to forestall the development of a serious problem or to serve those young people made vulnerable by environments where drug and alcohol abuse are endemic.

The Committee strongly disagrees with the Administration's position that separate categorical legislation is no longer needed and that instead the Office of Education should perform only a limited training function financed with funds from other legislative authority, while local programs are left to rely on State formula grant funds. Failure to renew a clear legislative mandate to the Office of Education would destroy the identity of the program at both the Federal and the State level and would cast the alcohol and drug education programs in the

role of supplicants to those agencies whose primary concern is not education and who are already besieged by the demands of treatment programs.

It is in the nature of governmental organization that if it were condemned to the loss of its legislative identity, the program of the Office of Education would soon lose its influence and leadership among those groups it now serves, and that a similar fate would soon befall its counterpart offices in the State education agencies. The ultimate result would be either the disappearance of community drug and alcohol education programs or a reversion to some of the futile and even dangerous efforts of the past, born of ignorance and fear and the absence of trained leadership.

Dr. Thomas E. Bryant, President of the Drug Abuse Council, in his testimony before the Subcommittee on Alcoholism and Narcotics, expressed his concern over this danger:

"Lastly, it would be acutely irresponsible for us to overlook the wisdom of vesting drug education authority within an ongoing educational agency. Training educators and other community professionals is a function for which the Office of Education is uniquely qualified. Let us remember that a lack of experienced Federal leadership can have pernicious effects at the local level if fear about drugs explodes into hastily-conceived prevention efforts aimed at detection, control, or prediction."

#### SPECIAL CONCERNS

##### ALCOHOL EDUCATION

The Committee agrees that drug abuse education should include education on the abuse of alcohol, the drug used and abused by the greatest number of people. Indeed, the Office of Education and many of the school and community programs receiving assistance under the Act of 1970 have assumed that alcohol education is necessarily included in drug abuse education. Nevertheless, there are still programs which fail to follow this sound approach and, instead, tend to focus solely on the use of illicit drugs. For that reason, while recognizing the redundancy, the Committee believes that it is wise to include alcohol abuse education explicitly in the language of the bill. This additional language should also help to elicit cooperation among all the public and private organizations working in the fields of substance abuse.

##### INFORMATION VERSUS EDUCATION

Among earlier studies of drug education programs, some of which have been reported in the press, a primary and valid criticism has been aimed at those programs which have attempted by various means, such as school assemblies, films, and textual materials, simply to convey factual information on the pharmacology of drugs of abuse and the dangers of their use, in the expectation that young people would then avoid drug-taking behavior. All too often, the information conveyed was incomplete, erroneous, and designed primarily to frighten. These characteristics were readily discerned by youthful audiences. Moreover, even information which was accurate was presented in a manner that tended to arouse interest in drugs and lead to experimentation among those attracted to risk-taking. Whatever their content, these programs were not notably successful in stimulating a moral aversion to drug use.

Unfortunately, the adverse publicity resulting from these informational programs has had damaging repercussions for those sound programs which have not fallen into the error of seeking merely to inform but have instead sought to educate; that is, to incorporate factual material about drugs into programs which focus on the causes of drug use and emphasize the development of appropriate attitudes and values.

The Office of Education has assured the Committee that it is making every effort through its training of school and community teams and its technical assistance services to ensure that the local programs it supports educate rather than merely inform. These programs recognize that youthful drug abuse is often a symptom of adolescent and pre-adolescent emotional and social stress.

They are providing skilled individual and group counseling in order to help youngsters toward greater understanding of self, more satisfying relationships within the family, the peer group, and the school, and more rewarding ways of solving personal problems. They are also developing opportunities for constructive and fulfilling activities as alternatives to alcohol and drug abuse. While information about the abuse of chemical substances is provided, the dominant theme is to prevent alcohol and drug abuse by helping youngsters to maintain sound emotional health and to develop patterns of living that make the abuse of any substance unattractive and irrelevant.

#### INTERAGENCY COORDINATION AND COOPERATION

The Committee is aware that prevention programs are also supported by such other Federal agencies as the Special Action Office for Drug Abuse Prevention, the National Institute on Drug Abuse, the Drug Enforcement Administration, and the National Institute on Alcohol Abuse and Alcoholism. Each of these programs has developed valuable insights and should be carried forward. However, they are not adequate substitutes for the programs authorized by this Act, which are unique in serving State and local education agencies and other groups having direct responsibility for the educational experiences of children.

The Committee strongly emphasizes that those Federal agencies supporting prevention and education activities must cooperate in sharing insights and experience and in avoiding duplication of effort. For example, common policies should be developed for the preparation, content, and dissemination of materials designed for use in schools. Effective methods of training for community organization and programs should be shared, and to the extent feasible and appropriate, training programs should be jointly administered.

#### EVALUATION

Accurate evaluation of drug abuse education programs in terms of the objective of reducing drug using behavior is admittedly difficult. Such behavior is complex and a decline may be attributable to a variety of factors. Nevertheless, the Committee is concerned over the absence of substantial data thus far and has therefore included in the bill a provision authorizing the expenditure of funds for evaluation and requiring a detailed annual report stating specific program objectives, analyzing effectiveness during the preceding year, and setting forth an evaluation plan for the ensuing year.



The Committee expects that these annual reports will not only assist the Office of Education in the direction of the program, but that they will also provide the Congress with a sound basis for its legislative and funding decisions with respect to the program.

#### ESTIMATED COST OF LEGISLATION

If the amounts authorized by section 2(c) of the bill are fully appropriated, the total cost of the programs authorized over the three-years period would be \$90,000,000.

#### TABULATION OF VOTES IN COMMITTEE

Pursuant to section 133(b) of the Legislative Reorganization Act of 1946, as amended, the following is a tabulation of rollcall votes in Committee: None.

#### DEPARTMENTAL REPORTS

COMPTROLLER GENERAL OF THE UNITED STATES,  
*Washington, D.C., January 30, 1974.*

B-166557.

HON. HARRISON A. WILLIAMS, JR.,  
*Chairman, Committee on Labor and Public Welfare,  
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: In response to the request of your Subcommittee on Alcoholism and Narcotics herewith are our comments on S. 2848. The proposed bill, if enacted, would be known as the Alcohol and Drug Abuse Education Act Amendments of 1974.

Although the bill provides for certain program evaluations (section 3(b)(4) and (8)), it does not (1) provide for program evaluation of programs authorized by subsections 6, 9, and 10 of section 3(b), (2) specify the date or time period when these evaluations are to be completed, or (3) require that such evaluations be reported by the Secretary to the Congress. In order to provide a comprehensive evaluation of all programs authorized by the bill, we suggest that the following language be incorporated in the bill:

"The Secretary shall submit an evaluation report to the House and Senate Committees on Appropriations, the Senate Committee on Labor and Public Welfare, and the House Committee on Education and Labor, annually, not later than March 31, or at the time reauthorization legislation is submitted.

"Such report shall—

"(1) contain the agency's statement of specific and detailed objectives for the program or programs assisted under the provisions of this Act, and relate these objectives to those in this Act,

"(2) include statements of the agency's conclusions as to effectiveness of the program or programs in meeting the stated objectives, measured through the end of the preceding fiscal year,

"(3) make recommendations with respect to any changes or additional legislative action deemed necessary or desirable in carrying out the program or programs,

"(4) contain a listing identifying the principal analyses and studies supporting the major conclusions and recommendations, and

"(5) contain the agency's annual evaluation plan for the program or programs through the ensuing fiscal year for which the budget was transmitted to Congress by the President, in accordance with section 201(a) of the Budget and Accounting Act, 1921, as amended (31 U.S.C. 11)."

In addition, the bill authorizes grants to and contracts with institutions of higher education, State and local educational agencies, and public and private education or community agencies, institutions and organizations but does not provide for access to records. Consequently, we suggest the following language be added to the bill:

"SEC. 4. (a) Each recipient of Federal assistance under this Act, pursuant to grants, subgrants, contracts, subcontracts, loans, or other arrangements, entered into other than by formal advertising, and which are otherwise authorized by this Act, shall keep such records as the Secretary shall prescribe, including records which fully disclose the amount and disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, the amount of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

"(b) The Secretary and the Comptroller General of the United States, or any of their duly authorized representatives, shall, until the expiration of three years after completion of the project or undertaking referred to in subsection (a) of this section, have access for the purpose of audit and examination to any books, documents, papers, and records of such recipients which in the opinion of the Secretary or the Comptroller General may be related or pertinent to the grants, subgrants, contracts, subcontracts, loans, or other arrangements referred to in subsection (a)."

Sincerely yours,

R. F. KELLER,  
*Deputy Comptroller General of the United States.*

#### SECTION-BY-SECTION ANALYSIS

Section 2(a)—New title—"Alcohol and Drug Abuse Education Act"

(b)—Amends section 2 of 1970 Act by substituting new language for findings and declaration of purpose to reflect the developing recognition of multi-drug abuse including alcohol and of the need for prevention and early intervention programs which seek to eliminate the causes of drug abuse.

(c)—Amends section 3 as follows:

Section (3)(a) Commissioner of Education will make grants to and contracts with institutions of higher education, State and local education agencies, and public and private education or community agencies, institutions, and organizations—to support and evaluate demonstration projects, to encourage the establishment of projects, to train, and to provide technical assistance.

(b) Funds shall be available for activities, including bilingual activities, such as—

(1) development, testing, evaluation, and dissemination of materials, and training in the selection and use of materials;

(2) comprehensive programs focusing on causes of drug abuse, the development of appropriate attitudes and values, and the inclusion of school personnel, parents, youth, and community representatives in planning and development;

(3) prevention and early intervention programs in schools, with training of faculty and students, and student involvement in wholesome alternative activities;

(4) preservice and inservice training for teachers, counselors, law enforcement officials, and other community leaders;

(5) community education programs for parents and others;

(6) recruitment and training of personnel, including former drug and alcohol abusers; and

(7) projects for disseminating model programs.

(c) Funds up to 10% of amounts appropriated each year may be made available to the State education agencies.

(d)(1) Clarifies subsection (d)(1) of 1970 Act setting forth the requirements for applicants relating to administration, reporting, and record-keeping.

(2) Amends (d)(2) to give State education agencies an opportunity to submit in writing within 30 days their comments on grant applications from local agencies.

(3) Clarifies intent of 1970 Act that amendments of applications are subject to the same conditions as are original applications, except as the Commissioner may otherwise provide.

(e)(1) The Commissioner may use up to 1% of the sums appropriated each year for analysis and evaluation of the programs assisted.

(2) The Commissioner must submit an evaluation report annually by March 31 to the House and Senate Appropriations Committees, the Senate Committee on Labor and Public Welfare, and the House Committee on Education and Labor. The report must contain the agency's statement of specific program objectives under the Act, its conclusions as to program effectiveness measured through the end of the preceding fiscal year, make recommendations for any changes or additional legislation needed, list the studies conducted, and contain the evaluation plan for the ensuing year.

(f) To carry out the purposes of the Act, authorizes to be appropriated \$26,000,000 in Fiscal 1975, \$30,000,000 in Fiscal 1976, and \$34,000,000 in Fiscal 1977.

(d) Inserts new section 4 requiring each recipient of funds to keep records as prescribed by the Commissioner disclosing amounts and disposition of funds received, cost of project, funds from other sources, and other records to facilitate effective audit. Authorized personnel of the Department of Health, Education, and Welfare and the General Accounting Office will have access to records for 3 years after completion of the project.

(e) Amends section 5 of the Act to include the word "alcohol" as appropriate.

(f) Amends section 8 to define "Commissioner" as the Commissioner of Education.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted in enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

DRUG ABUSE EDUCATION ACT OF 1970

\* \* \* \* \*

SHORT TITLE

SECTION 1. This Act may be cited as the ["Drug Abuse Education Act of 1970"]. "*Alcohol and Drug Abuse Education Act*".

STATEMENT OF PURPOSE

[SEC. 2. (a) The Congress hereby finds and declares that drug abuse diminishes the strength and vitality of the people of our Nation; that such abuse of dangerous drugs is increasing in urban and suburban areas; that there is a lack of authoritative information and creative projects designed to educate students and others about drugs and their abuse; and that prevention and control of such drug abuse require intensive and coordinated efforts on the part of both governmental and private groups.

[(b) It is the purpose of this Act to encourage the development of new and improved curricula on the problems of drug abuse; to demonstrate the use of such curricula in model educational programs and to evaluate the effectiveness thereof; to disseminate curricular materials and significant information for use in educational programs throughout the Nation; to provide training programs for teachers, counselors, law enforcement officials, and other public service and community leaders; and to offer community education programs for parents and others on drug abuse problems.]

*SEC. 2. (a) The Congress hereby finds and declares that drug and alcohol abuse diminishes the strength and vitality of the people of our Nation; that an increasing number of substances, both legal and illegal, are being abused by increasing numbers of individuals; that abuse of any substance is complex human behavior which is influenced by many forces, including school, family, church, community, media, and peer groups; and that prevention and early intervention in such behavior require cooperation and coordination among all of these elements in strategies designed to respond to carefully defined problems.*

*(b) It is the purpose of this Act to provide leadership to schools and other institutions in the community by supporting projects to identify, evaluate, demonstrate, and disseminate effective strategies for prevention and early intervention and to provide training and technical assistance to schools and other segments of the community in adapting such strategies to identified local needs.*

**[DRUG ABUSE EDUCATION PROJECTS**

**[SEC. 3. (a)** The Secretary shall carry out a program of making grants to, and contracts with institutions of higher education, State and local educational agencies, and other public and private education or research agencies, institutions, and organizations to support research, demonstration, and pilot projects designed to educate the public on problems related to drug abuse.

**[(b)** Funds appropriated for grants and contracts under this section shall be available for such activities as—

**[(1)** projects for the development of curricula on the use and abuse of drugs, including the evaluation and selection of exemplary existing materials and the preparation of new and improved curricular materials for use in elementary, secondary, adult, and community education programs;

**[(2)** projects designed to demonstrate, and test the effectiveness of curricula described in clause (1) (whether developed with assistance under this Act or otherwise);

**[(3)** in the case of applicants who have conducted projects under clause (2), projects for the dissemination of curricular materials and other significant information regarding the use and abuse of drugs to public and private elementary, secondary, adult and community education programs;

**[(4)** evaluations of the effectiveness of curricula test in use in elementary, secondary, and adult and community education programs involved in projects described in clause (2);

**[(5)** preservice and inservice training programs on drug abuse (including courses of study, institutes, seminars, workshops, and conferences) for teachers, counselors, and other educational personnel, law enforcement officials, and other public service and community leaders and personnel;

**[(6)** community education programs on drug abuse (including seminars, workshops, and conferences) especially for parents and others in the community;

**[(7)** evaluations of the training and community education programs described in clauses (5) and (6), including the examination of the intended and actual impact of such programs, the identification of strengths and weaknesses in such programs, and the evaluation of materials used in such programs;

**[(8)** programs or projects to recruit, train, organize and employ professional and other persons, including former drug abusers or drug dependent persons, to organize and participate in programs of public education in drug abuse.

In the case of activities described in clauses (4) and (7), the Secretary may undertake such activities directly or through grants or contracts.

**[(c)** In addition to the purposes described in subsection (b) of this section, funds in an amount not to exceed 5 per centum of the sums appropriated to carry out this section may be made available for the payment of reasonable and necessary expenses of State educational agencies in assisting local educational agencies in the planning development, and implementation of drug abuse education programs.

**[(d)(1)** Financial assistance for a project under this section may be made only upon application at such time or times, in such manner, and

containing or accompanied by such information as the Secretary deems necessary, and only if such application—

**[(A)** provides that the activities and services for which assistance under this title is sought will be administered by or under the supervision of the applicant;

**[(B)** provides for carrying out one or more projects or programs eligible for assistance under subsection (b) of this section and provides for such methods of administration as are necessary for the proper and efficient operation of such projects or programs;

**[(C)** sets forth policies and procedures which assure that Federal funds made available under this section for any fiscal year will be so used as to supplement and, to the extent practical, increase the level of funds that would, in the absence of such Federal funds, be made available by the applicant for the purposes described in subsection (b) of this section, and in no case supplant such funds; and

**[(D)** provides for making such reports, in such form and containing such information, as the Secretary may reasonably require, and for keeping such records and for affording such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports.

**[(2)** Applications from local educational agencies for financial assistance under this section may be approved by the Secretary only if the State educational agency has been notified of the application and been given the opportunity to offer recommendations.

**[(3)** Amendments of applications shall, except as the Secretary may otherwise provide by or pursuant to regulation, be subject to approval in the same manner.

**[(e)** There are hereby authorized to be appropriated \$5,000,000 for the fiscal year beginning July 1, 1970, \$10,000,000 for the fiscal year beginning July 1, 1971; and \$14,000,000 for the fiscal year beginning July 1, 1972, for the purpose of carrying out this section. Sums appropriated pursuant to this section shall remain available until expended.]

**ALCOHOL AND DRUG ABUSE EDUCATION PROJECTS**

*SEC. 3. (a) The Commissioner of Education shall carry out a program of making grants to, and contracts with, institutions of higher education, State and local educational agencies, and public and private education or community agencies, institutions, and organizations to support and evaluate demonstration projects, to encourage the establishment of such projects throughout the Nation, to train educational and community personnel, and to provide technical assistance in program development.*

*(b) Funds appropriated for grants and contracts under this Act shall be available for activities, including bilingual activities, such as—*

*(1) projects for the development, testing, evaluation, and dissemination of exemplary materials for use in elementary, secondary, adult, and community education programs, and for training in the selection and use of such materials;*

*(2) comprehensive demonstration programs which focus on the causes of drug and alcohol abuse rather than on the symptoms; which include both schools and the communities within which the schools are located; which emphasize the affective as well as the cognitive approach; which reflect*

the specialized needs of communities; and which include, in planning and development, school personnel, the target population, community representation, and parents;

(3) creative primary prevention and early intervention programs in schools, utilizing an interdisciplinary "school team" approach, developing in educational personnel and students skills in planning and conducting comprehensive prevention programs which include such activities as training drug and alcohol education specialists and groups leader, peer group and individual counseling, and student involvement in intellectual, cultural, and social alternatives to drug and alcohol abuse;

(4) preservice and inservice training programs on drug and alcohol abuse prevention for teachers, counselors, and other educational personnel, law enforcement officials, and other public service and community leaders and personnel;

(5) community education programs on drug and alcohol abuse, especially for parents and others in the community;

(6) programs or projects to recruit, train, organize, and employ professionals and other persons, including former drug and alcohol abusers and former drug- and alcohol-dependent persons, to organize and participate in programs of public education in drug and alcohol abuse; and

(7) projects for the dissemination of valid and effective school and community drug and alcohol abuse education programs.

(c) In addition to the purposes described in subsection (b) of this section, funds in an amount not to exceed 10 per centum of the sums appropriated to carry out this Act may be made available for the payment of reasonable and necessary expenses of State educational agencies for assisting local educational agencies in the planning, development, and implementation of drug and alcohol abuse education programs, including such projects as—

(1) inservice training of education personnel,

(2) technical assistance to local school districts,

(3) creative leadership in programing for indigenous minorities, and

(4) training of peer counselors.

(d)(1) Financial assistance under this section may be made only upon application at such time or times, in such manner, and containing or accompanied by such information as the Commissioner deems necessary, and only if such application—

(A) provides that activities and services for which assistance under this title is sought will be administered by or under the supervision of the applicant;

(B) provides for carrying out one or more projects or programs eligible for assistance under subsections (b) and (c) of this section and provides for such methods of administration as are necessary for the proper and efficient operation of such projects or programs;

(C) sets forth policies and procedures which assure that Federal funds made available under this section for any fiscal year will be so used to supplement and, to the extent practical, increase the level of funds that would, in the absence of such Federal funds, be made available by the applicant for the purposes described in subsections (b) and (c) of this section, and in no case supplant such funds; and

(D) provides for making such reports, in such form and containing such information, as the Commissioner may reasonably require, and

for keeping such records and affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports.

(2) An application from a local educational agency for financial assistance under this section may be approved by the Commissioner only after the applicant has submitted the application to the State educational agency. The State educational agency shall, not more than thirty days after the date of receipt of the application, submit to the Secretary in writing its comments on the application. A copy of such comments shall be submitted at the same time to the applicant.

(3) Amendments of applications shall, except as the Commissioner may otherwise provide by or pursuant to regulation, be subject to the requirements set forth in subsections (d)(1) and (d)(2).

(e)(1) The Commissioner may use funds in an amount not exceeding 1 per centum of the funds appropriated to carry out this section for a fiscal year for analysis and evaluation of the effectiveness of the drug and alcohol education programs assisted under this section.

(2) The Commissioner shall, not later than March 31 of each calendar year, submit an evaluation report to the House and Senate Committees on Appropriations, the House Committee on Education and Labor, and the Senate Committee on Labor and Public Welfare. Such report shall—

(A) contain the agency's statement of specific and detailed objectives for the program or programs assisted under the provisions of this Act, and relate these objectives to those in the Act,

(B) include statements of the agency's conclusions as to effectiveness of the program or programs in meeting the stated objectives, measured through the end of the preceding fiscal year,

(C) make recommendations with respect to any changes or additional legislative action deemed necessary or desirable in carrying out the program or programs,

(D) contain a listing identifying the principal analyses and studies supporting the major conclusions and recommendations, and

(E) contain the agency's annual evaluation plan for the program or programs through the ensuing fiscal year for which the budget was transmitted to Congress by the President, in accordance with section 201(a) of the Budget and Accounting Act of 1921 (31 U.S.C. 11).

(f) There are authorized to be appropriated to carry out the purposes of this section \$26,000,000 for the fiscal year ending June 30, 1975, \$30,000,000 for the fiscal year ending June 30, 1976, and \$34,000,000 for the fiscal year ending June 30, 1977.

#### COMMUNITY EDUCATION PROJECTS

§ 4. There is authorized to be appropriated \$5,000,000 for the fiscal year beginning July 1, 1970, \$10,000,000 for the fiscal year beginning July 1, 1971, and \$14,000,000 for the fiscal year beginning July 1, 1972, for grants or contracts to carry out the provisions of this section. From the sums available therefore for any fiscal year, the Secretary of Health, Education, and Welfare is authorized to make grants to, or enter into contracts with, public or private nonprofit agencies, organizations, and institutions for planning and carrying out community-oriented education programs on drug abuse and drug dependency for the benefit of interested and concerned parents, young per-

sons, community leaders, and other individuals and groups within a community. Such programs may include, among others, seminars, workshops, conferences, telephone counseling and information services to provide advice, information, or assistance to individuals with respect to drug abuse or drug dependency problems, the operation of centers designed to serve as a locale which is available, with or without appointment or prior arrangement, to individuals seeking to discuss or obtain information, advice, or assistance with respect to drug abuse or drug dependency problems, arrangements involving the availability of so-called "peer group" leadership programs, and programs establishing and making available procedures and means of coordinating and exchanging ideas, information, and other data involving drug abuse and drug dependency problems. Such programs shall, to the extent feasible, (A) provide for the use of adequate personnel from similar social, cultural, age, ethnic, and racial backgrounds as these of the individuals served under any such program, (B) include a comprehensive and coordinated range of services, and (C) be integrated with, and involve the active participation of a wide range of public and nongovernmental agencies.】

*SEC. 4. (a) Each recipient of Federal assistance under this Act, pursuant to grants, subgrants, contracts, subcontracts, loans, or other arrangements, entered into other than by formal advertising, and which are otherwise authorized by this Act, shall keep such records as the Commissioner shall prescribe, including records which fully disclose the amount and disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, the amount of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.*

*(b) The Secretary and the Comptroller General of the United States or any of their duly authorized representatives, shall, until the expiration of three years after completion of the project or undertaking referred to in subsection (a) of this section, have access for the purpose of audit and examination to any books, documents, papers, and records of such recipients which in the opinion of the Secretary or the Comptroller General may be related or pertinent to the grants, subgrants, contracts, subcontracts, loans, or other arrangements referred to in subsection (a).*

#### TECHNICAL ASSISTANCE

**SEC. 5.** The Secretary and the Attorney General (on matters of law enforcement) shall, when requested, render technical assistance to local educational agencies, public and private nonprofit organizations, and institutions of higher education in the development and implementation of programs of 【drug abuse】 *drug and alcohol abuse* education. Such technical assistance may, among other activities, include making available to such agencies or institutions information regarding effective methods of coping with problems of 【drug abuse,】 *drug and alcohol abuse*, and making available to such agencies or institutions personnel of the Department of Health, Education, and Welfare and the Department of Justice, or other persons qualified to advise and assist in coping with such problems or carrying out a 【drug abuse】 *drug and alcohol abuse* education program.

#### PAYMENTS

**SEC. 6.** Payments under this Act may be made in installments and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

#### ADMINISTRATION

**SEC. 7.** In administering the provisions of this Act, the Secretary is authorized to utilize the services and facilities of any agency of the Federal Government and of any other public or private agency or institution in accordance with appropriate agreements, and to pay for such services either in advance or by way of reimbursement, as may be agreed upon.

#### DEFINITIONS

**SEC. 8.** As used in this Act—

(a) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(b) The term "Commissioner" means the Commissioner of Education.

【(b)】 (c) The term "State" includes, in addition to the several States of the Union, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

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EXTENDING THE DRUG ABUSE EDUCATION ACT

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OCTOBER 23, 1973.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. PERKINS, from the Committee on Committee on Education and Labor, submitted the following

REPORT

together with

MINORITY, ADDITIONAL, SUPPLEMENTAL, AND  
ADDITIONAL SUPPLEMENTAL VIEWS

[To accompany H.R. 9456]

The Committee on Committee on Education and Labor, to whom was referred the bill (H.R. 9456) to extend the Drug Abuse Education Act for 3 years, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment strikes out all after the enacting clause and inserts a substitute text which appears in italic type in the reported bill.

BACKGROUND

In November 1970, Congress, realizing that the problem of the abuse of dangerous drugs had reached epidemic proportions, gave overwhelming support to passage of the Drug Abuse Education Act of 1970 as a means of teaching our citizenry about the dangers of abusing drugs.

Evidence of the wide Congressional support for the Drug Abuse Education Act are the recorded votes during the debate on the original measure. The Drug Abuse Education Act was approved in the House of Representatives in October 1969 by a vote of 294-0, and in the Senate in November 1970 by a vote of 79-0.

The bill was thereafter signed into public law by President Nixon on December 3, 1970 (P.L. 91-527).

(1)

## PURPOSE OF THE DRUG ABUSE EDUCATION ACT

In attempting to provide drug abuse education, the Act provides flexible and broad authority for support of drug abuse education particularly in elementary and secondary schools and in local communities.

The Committee noted in the 1970 Report which accompanied the bill (Report 91-599) that "There must be several components of an effective program of drug abuse education."

And the Report listed what the Committee considered to be the most critical elements of such an educational program.

First, education on the dangers of the abuse of drugs can be provided through a variety of institutions, of which the schools and community organizations at the local level are among the most important.

Second, the curriculums for such courses must take account of the different factors, social, medical, legal, psychological, involved in drug abuse. It is essential, therefore, to develop scientifically valid and credible materials for drug abuse education.

Third, it is also essential to provide training in drug abuse education to teachers and others who offer such courses.

Fourth, it is necessary to evaluate the effectiveness of both curriculums and training.

Concluded the Committee:

... there is a serious lack of teachers and counselors to provide instruction on the dangers of drug abuse and that our schools and educational institutions generally are ill equipped to provide objective scientifically valid instruction on drug use and abuse.

The Drug Abuse Education Act of 1970, therefore, was aimed at alleviating two problems of: 1) inadequate scientific materials for the teaching at all levels of society about the dangers of drug use and abuse; and 2) the lack of adequately trained teachers.

## THE PURPOSES OF H.R. 9456

The Committee bill, H.R. 9456, would extend for three years the Drug Abuse Education Act of 1970 and would authorize \$90 million over a three year period.

In addition, the bill provides for earmarking in the following manner:

the first \$6 million appropriated would be available to the Secretary of the Department of Health, Education, and Welfare, to fund drug abuse education programs under Section 3 of the Act;

the next \$5.6 million would be allotted to the state education agencies to enable them to assist local education agencies in the planning, development and implementation of drug abuse education programs;

the next \$6 million would be provided to the Secretary of Health, Education, and Welfare to support community education projects under Section 4;

the next, \$2.4 million would be allotted to the state education agencies on the basis of population;

the remaining money would be used to fund community projects under Section 4.

## NEED FOR DRUG ABUSE EDUCATION

The 1970 Committee Report (91-599) indicated that the problem of drug use and abuse in the United States had been increasing at an alarming rate.

The Report noted:

Early in 1969 the Department of Health, Education, and Welfare issued a statement indicating that drug abuse had almost reached epidemic proportions. In the annual crime report of the FBI, issued in August 1969, the Bureau of Narcotics and Dangerous Drugs revealed that the number of arrests for drug violations had increased by 329 percent since 1960.

Recent indications in a variety of newspaper accounts, however, leave the impression that the problem may be receding.

The September 12, 1973, *New York Times*, for example, carried a story headlined, NIXON OPTIMISTIC ON DRUG ABUSES, and noted that the President felt the United States had "turned the corner on drug addiction."

The Committee would like to be able to share this view, but finds, unfortunately, that it cannot do so in good conscience.

For although the United States is making some progress in the fight against the use of dangerous drugs, we clearly, as President Nixon pointed out on September 11, 1973, before the Conference on Treatment Alternatives to Street Crime, have "a long road after turning that corner before we get to our goal of getting it (drug addiction) under control."

Dr. Jerome H. Jaffe, M.D., Director of the Special Action Office for Drug Abuse Prevention, stressed the same theme before the Special Studies Subcommittee of the House Government Operations Committee, on May 1, 1973, when he said:

Despite the progress which has already been made in combating drug abuse, available techniques continued to estimate the number of heroin addicts in the United States at 500,000 to 600,000 in 1972. In addition, hundreds of thousands of Americans use other non-narcotic drugs to excess.

Indeed, although public reports tend to indicate that the problem of heroin addiction is declining, Dr. Jaffe told the Special Studies Subcommittee that 1972 studies:

point to a *downturn in the rate of increase* in heroin addiction. (emphasis added)

The Committee is encouraged by this development, but it affords no justification for the Federal government to abandon the variety of Federal efforts, including law enforcement, rehabilitation and treatment, as well as education, which have contributed to the drop in the rate of addiction.



For the drug abuse problem in the United States is still, clearly, very much with us.

*Drug abuse in schools*

In March of this year, for example, the Second Report of the National Commission on Marihuana and Drug Abuse reported that the incidence of use of heroin and other opiates had increased from 2% in 1969 to 6% in 1972 among secondary school and college students.

The Commission further found that junior high school use of one or more of the opiates had increased during the same period by 118%; senior high school usage had increased by 58%; and college usage by 18%.

Clearly, little comfort can be derived from these figures.

*State and local surveys*

State and local surveys are just as alarming.

The Select Committee on Crime, reported to the House of Representatives on June 29, 1973, that:

45% of New York City high school students, and 20% of its junior high school students are current drug users;

Marihuana usage in Pennsylvania secondary schools ranged from 9% in grade 7 to 28% in grade 12. Comparable figures for LSD usage in Pennsylvania schools were 8% in grade 7 and 13% in grade 12. Overall secondary usage of heroin was reported to be 8%.

Brookline, Massachusetts, found that 46% of its high school students had used marihuana; 12% had used amphetamines; 8% had used LSD; and 2% had used heroin.

Other surveys reported from Cincinnati, Ohio, Houston, Texas, Dade County, Florida, Las Vegas, Nevada, San Mateo County, California, Suffolk County, New York, and New Jersey, revealed that drug use and abuse is a problem that respects no boundaries of race, class or income level.

*Out-of-school use*

As the National Commission on Marihuana and Drug Abuse reported non-student use of drugs is also clearly a matter of national concern.

Said the Commission's report in March of this year:

The most widely used mood-altering drug in America is alcohol. Retail sales of alcohol... in 1971 amounted to \$24.2 billion and sales have increased nearly \$7 billion in the five-year period from 1966 to 1971. Put another way, Americans consumed almost four and one-half billion gallons of beer, wine, and distilled spirits in 1971, a record high for American alcohol consumption.

And the report continued:

In 1970, barbiturates and barbiturate substitutes accounted for 28.6% of the 214 million prescriptions issued for psychoactive drugs. Anti-anxiety agents, the so-called "minor" tranquilizers, accounted for almost 39%. Prescriptions for stimulants (13.2%), anti-psychotics (10.2%), and anti-depressants

(9%) made up the rest of the total, which represented altogether an estimated \$972 million in retail sales. . . .

At the same time, Americans were also obtaining large quantities of over-the-counter (non-prescription) mood-altering agents. In 1970, proprietary sales totalled \$28,320,000 worth of sleeping agents, \$4,401,000 worth of tranquilizing agents. . . .

There is then clearly cause for continued national concern about the use and abuse of drugs in America, and there is clearly, also, in the Committee's opinion, a continued national need for a program to better educate the citizenry about the uses, and potential abuses, of a wide variety of drugs.

SUPPORT FOR LEGISLATION

The Committee received extensive testimony from concerned citizens, youth services representatives, drug abuse prevention personnel, teachers and school administrators, state and local officials, as well as the Administration on the wisdom of continuing the Drug Abuse Education Act of 1970.

With the exception of Administration officials, the witnesses unanimously urged the Committee to extend the Act.

Diana Imus, Executive Director of the Drug Abuse Council of Everett, Inc., Everett, Washington, said:

The monies provided through Office of Education grants have multiplied its effects into places far removed from the classroom. The effects of the Office of Education funds have been to develop a total community response to drug abuse that will remain after the sense of a drug crisis has passed.

Gayle Krughoff and Frank Lemons, Associate Directors of the National Coordinating Council on Drug Education, Inc., concurred with these views and said:

The role of the Federal Government, therefore, must be to assist those private institutions (schools, churches) wherever possible, in assuming a most effective education and prevention role. As best we can determine, the most logical place to direct effort is the U.S. Office of Education's Office of Drug Education. . . .

We heartily endorse, therefore, the extension of the programs and provisions of the Drug Abuse Education Act of 1970.

Kenneth M. Rozelsky, Principal of the Coatesville Area Senior High School, Coatesville, Pennsylvania, told the Committee:

As I am sure you are aware and can see from my testimony, drug use and abuse is a very serious problem and there is no easy way out of this dilemma. We feel that it is absolutely necessary that P.L. 91-257 be continued and additional funds be allotted. I personally feel that new programs, additional research and continual dialogue are the major ways in which we are going to overcome this problem. There is no easy way out, but we must continue to work for answers.

Finally, the Honorable Patricia Crawford, a Member of the Pennsylvania House of Representatives, told the Committee:

We believe that programs based upon these seven principles have an increased probability of successfully preventing a young person from becoming a drug abuser. However, in order to continue in the development of these programs, it is necessary to have resources made available by the Federal government. While we recognize how important it is to provide funds for treatment, we submit that the Federal government, like the Commonwealth of Pennsylvania, must require that some funds be allocated to the development and implementation of preventive education programs.

Concluded Representative Crawford:

The Drug Abuse Education Act of 1970 will shortly expire. Hopefully, this Committee will support the preparation of a new Federal Drug Education Act.

*Presidential statements of support*

The Committee is pleased to note that these statements of support echo the many calls for effective educational programs about the dangers of drug abuse made by President Nixon.

For example, the President said on July 14, 1969:

The American people need to know what dangers and what risks are inherent in the use of the various kinds of drugs readily available in illegal markets today. Therefore, I have directed the Secretary of Health, Education, and Welfare, assisted by the Attorney General through the Bureau of Narcotics and Dangerous Drugs, to gather all authoritative information on the subject and to compile a balanced and objective educational program to bring the facts to every American—especially our young people.

And the President returned to his theme in December, 1969, when he hosted the Governors' Conference on Narcotics and Drugs and said that drug abuse had become "a national problem requiring a nationwide campaign of education . . ."

On March 11, 1970, prior to the enactment of the Drug Abuse Education Act, the President, releasing \$3.5 million under authority of the Education Professions Development Act, for teacher training about drug abuse, said:

There is no priority higher in this administration than to see that children—and the public—learn the facts about drugs in the right way and for the right purpose through education.

Finally, the President told the participants at the White House Conference on Treatment Alternatives to Street Crime, on September 10 of this year, that the United States had not yet solved the problem of drug addiction, but added "we have turned the corner."

And, he added, that we should continue a four-way approach to the problem of drug abuse—by cutting off sources of supply, strengthening law enforcement, providing better treatment programs, and, concluded President Nixon, "we intend to continue in our program of education."

The Committee is pleased to have these past and current endorsements of drug abuse education programs on the part of the President.

ADMINISTRATION TESTIMONY

The Committee regrets to note that of all the witnesses who gave testimony, only the Administration witnesses opposed extending the Drug Abuse Education Act.

Testifying on behalf of the Administration on June 4, 1973, Dr. Peter Bourne, Associate Director of the Special Action Office for Drug Abuse Prevention (SOADAP), told the Committee that Sections 409 and 410 of P.L. 92-255, the Drug Abuse Office and Treatment Act of 1972, contain sufficient flexibility under which the Director of SAODAP and the Secretary of Health, Education, and Welfare can conduct drug abuse education prevention programs, including drug abuse education.

On July 26, 1973, Dr. John Ottina, United States Commissioner of Education, reiterated this position on behalf of the Administration.

The Committee does not for several reasons share this view.

The Administration's position with respect to extending the Act echoes the testimony presented by Administration witnesses in opposition to enactment of the Drug Abuse Education Act in 1970.

At that time, the Committee was told that the National Institutes of Mental Health had sufficient authority to conduct drug abuse education programs, and that NIMH was, indeed, engaged in such programs. Questioning, however, revealed that only \$900,000 was being spent by NIMH on drug abuse education, and that that amount was being used primarily for the production of a film strip and pamphlets about drug abuse.

The Committee paid the closest attention to the administration's statement that Sections 409 and 410 of P.L. 92-255 provided sufficient authority for drug abuse educational activities. However, the responses to questions during the hearings did not assure the Committee that such was the case.

SECTION 409

Section 409 provides formula grants to states for drug abuse *prevention* programs, and Dr. Bourne's testimony indicated that states have been "encouraged to provide for drug abuse education activities under their state plans."

The Committee thinks it significant, however, that a large handbook prepared for the states by SAODAP HANDBOOK: Single State Agency for Drug Abuse Prevention *allots only one paragraph to drug education.*

Further, the Committee was advised by Dr. Bourne that only \$30 million had been requested by the Administration for the implementation of Section 409, and that the appropriation would be directed not only toward education but also toward treatment and rehabilitation as part of a comprehensive drug abuse prevention program. While the Committee supports and applauds such programs, such meager funding does not augur well for the emphasis on drug abuse education which the Congress and the President have agreed is necessary.

The Committee was also advised that only one-half of the \$30 million would actually be expended on prevention programs, since \$15 million is required to assist the states in developing state plans.

The Committee, therefore, rejects the contention that \$15 million earmarked for drug abuse rehabilitation, treatment, and education, can effectively or realistically replace the \$12.4 million appropriated in Fiscal 1973 for the office of Drug Abuse Education.

#### SECTION 410

Section 410 of P.L. 92-255 provides in part special grant and contract authority for the Secretary of HEW to provide training seminars, educational programs, and technical assistance for prevention, treatment, and rehabilitation programs for employees in the private and public sectors.

Initially, the Committee expressed its concern that the provisions, while desirable, lack the focus on drug abuse education which this high priority program requires.

Under Section 410, the Secretary has requested \$3 million for the Office of Drug Education to conduct pre- and in-service training programs for teachers.

In addition, the Secretary has requested for the National Institute of Mental Health, \$2.7 million for community-based drug abuse education and prevention activities.

The Committee notes, first, that the \$2.7 million requested for NIMH is not "new money," as the Administration witnesses before the Committee implied, since NIMH spent, in Fiscal 1973, \$1.6 billion on drug education programs.

The Committee further wishes to point out that NIMH is primarily concerned with the graduate training of scientists, researchers, and doctors and allied health professionals.

Indeed, Dr. Bertram Brown, Director of the National Institute of Mental Health, advised the Special Studies Subcommittee, of the Government Operations Committee, that the training activities carried out by NIMH would be directed toward graduate training.

Karst Besteman, Deputy Director of the Division of Narcotics at NIMH, further advised the Special Studies Subcommittee that NIMH lacked the necessary contacts to conduct school-based programs.

Said Mr. Besteman, referring to Dr. Helen Nowlis, the Director of the Office of Education's Office of Drug Abuse Education:

We have no Helen Nowlis on our staff. . . . We need to find a Helen Nowlis or someone with that special contact to the state educational systems . . . to augment our present staff.

NIMH, therefore, by its own admission, does not have the experience with either the school-based, or community-based, leaders which will be necessary for the effective implementation of drug abuse education activities.

The Committee, in sum, concludes that the \$15 million requested under Section 409 for a wide variety of drug abuse prevention pro-

grams cannot replace the \$12.4 million available to the Office of Drug Abuse Education activities. And the Committee concludes, as well, that the \$5.7 million requested for the Office of Drug Abuse Education and NIMH is a step backward when compared with the activities carried out by these two agencies during Fiscal 1973.

#### *Other administration testimony*

The Committee wishes to express its concern over contradictory statements with reference to drug abuse education which have been presented to Congress by the Administration.

The budget rationale for cutting back the Drug Abuse education activities notes:

Although the problems addressed by these programs are still very much present, it is believed that the Federal support provided to date has focused sufficient attention on these problems and has provided models for dealing with them so that the Federal effort can now be diminished and increased reliance placed upon state and local agencies for continued work in these areas.

When advised of that statement, however, Dr. Helen Nowlis, Director of the Office of Drug Abuse Education, told the Committee: "I know of no models that I will stand behind at this point." The Committee, distressed at the conflicting nature of these statements, attempted during the hearings to determine whether or not here had, indeed, been any attempt to evaluate the effectiveness of the programs funded under the Drug Abuse Education Act.

The responses, by both Dr. Peter Bourne, Associate Director of the Special Action Office for Drug Abuse Prevention, as well as by Dr. John Ottina, U.S. Commissioner of Education, indicated that an evaluation of drug abuse programs and projects had not, in fact, been completed.

The Committee, therefore, finds no justification for the assertion contained in the budget rationale that adequate educational models for dealing with drug abuse have been developed. Indeed, the testimony indicated an even greater need for such models in the near future.

#### SPECIAL CONCERNS

##### *Alcohol*

Considerable discussion was evidenced during the hearings conducted on extending the Drug Abuse Education Act, as well as during the subcommittee and Committee markups of the bill, on the advisability of specifically including the words "and alcohol" everywhere the term "drug abuse" appeared in the bill.

The proponents of including such language argued that alcohol abuse is, increasingly, becoming the substance most abused in the American culture, and that such language would explicitly indicate that alcohol abuse is an area of concern within drug abuse education programs.

The Committee, however, for a number of reasons declined to accept this language.

First, the Committee felt that alcohol abuse is clearly included in the term "drug abuse." Certainly, Dr. Helen Nowlis, Director of the Office of Drug Abuse Education, understood the intent of Congress with respect to including alcohol among abused substances, when she responded during the hearings to a question about alcohol as a drug:

Certainly, I define drugs broadly so as to include what almost anyone else would, including prescription drugs, over-the-counter drugs, illegal drugs, substances that we prefer to call beverages or cigarettes, food additives, industrial chemicals, even pollutants.

And, she continued, a drug is:

Anything that interacts with and affects the structure or function of the living organism.

The committee agrees with Dr. Nowlis' definition of the use of drugs, and wishes to stress, at this time, its belief that alcohol abuse should be an integral part of drug education programs.

But the Committee felt not only that the addition of the term "alcohol abuse" would be redundant, but also that the specification of alcohol would require the specification of other substances such as nicotine.

The Committee prefers, therefore, to retain the current widely accepted term "drug abuse" and wishes to stress that the intent of the legislation is that drug abuse education encompasses a wide variety of substances, including those, such as alcohol and nicotine, which are widely used, and abused, in our society.

Indeed, the Committee notes the conclusion of the National Commission on Marihuana and Drug Abuse that, "The most widely used, mood altering drug in America is alcohol" and trusts that the Office of Education in further developing its drug abuse education programs will allocate sufficient resources to this area which has so rapidly become a matter of major public concern.

#### *Minigrants*

The evidence produced before the Committee during its oversight hearings, as well as the hearings conducted on the extension of the Drug Abuse Education Act, indicated that the major thrust of the Office of Education's programs in drug abuse has been toward support of the so-called "Mini-Grant Program."

The Mini-Grant Program provides small grants of between \$2,000 and \$4,000 so that community teams of between 6 and 8 people, including one teacher and one student, may travel to regional training centers for training in drug abuse education.

Over \$5 million of the \$12.4 million appropriated for Fiscal 1972 were spent in support of the Mini-Grant Program in that year. The total figure cited includes the funds for supporting 820 Mini-Grant teams, as well as the funds required to operate the 8 centers providing the training for the teams.

The Committee wishes to note several concerns with this approach.

First, the teams do not appear to have sufficient representation from the educational community, and, indeed, are made up primarily of local community leaders. The Committee does not by means of this comment, wish to imply that local community representatives cannot

make valuable contributions to the fight against drug abuse—clearly the inclusion of Section 4, which provides for community-based programs on drug abuse recognized the importance of community efforts. The Committee is, however, concerned that the community-based provisions of the Act are being stressed at the expense of the major purposes of the program, namely, school-based efforts.

Second, the Committee wishes to express its concern that the Mini-Grant Program does not provide funds to initiate and conduct programs in local schools and communities.

Finally, the Committee notes that almost 50% of Federal funds available under this Act are spent for the Mini-Grant Program. These grants are of such limited amounts as to produce little visible results.

Finally, the Committee wishes to express its distress that the mini-grant concept does not encompass the provision of funds to the mini-grant teams to initiate and conduct programs upon their return to their local schools and communities.

#### *Information versus education*

Recent studies and statements by experts on the problems of drug abuse have indicated that merely providing information on the hazards of drugs may result in more damage than assistance in that the curiosity of the listener might be aroused.

Indeed, Dr. Peter Bourne of SAODAP, appeared to indicate during his testimony before the Committee, that part of the Administration's opposition to the extension of the Drug Abuse Education Act resulted from the conviction that purely informational programs might lead to greater drug use and abuse.

The Committee, however, notes the testimony of Dr. John Ottina, to the effect that the Office of Drug Abuse Education has attempted to fund programs of an *educational*, and not merely an *informational*, nature.

Said Dr. Ottina:

The Office of Education has not supported the purely informational programs that are now in question. Simply stated we do not equate education with information, nor learning with teaching.

The Committee applauds this interpretation on the part of the Commissioner of Education, and wishes to stress that his statement is completely in accordance with the intent of the original sponsors of the Drug Abuse Education Act. Indeed, the Committee points out that the Act was originally developed as a result of the realization, on the part of several Members of Congress, of the inadequacy of the informational approach being pursued at the National Institutes of Mental Health.

But, since the question of the value of informational approaches to drug abuse has been raised with respect to the Drug Abuse Education Act, and since adequate and timely evaluations of the programs funded under this Act are not available, the Committee has accepted an amendment allotting up to \$500,000 for an evaluation of the effectiveness of the programs funded under the Act.

Indeed, it is the Committee's expectation that the evaluation conducted as a result of this amendment, will mean that the contradictory

statements made on behalf of the Administration, with respect to the development of models, as well as the confusion over informational, as opposed to educational, programs will cease.

#### *Program implementation.*

The Committee expresses its grave concern that the funds expended by the Office of Drug Abuse Education have not, apparently, been sufficiently directed toward the two major problems cited by the Congress in approving the Drug Abuse Education Act in 1970, namely, the development of scientifically valid curricula and the training of teachers.

In this regard, the Committee notes that it has had great difficulty, in oversight hearings conducted in Washington, D.C., on July 20 and 21, as well as on July 26, 1973, determining the amount of money directed toward curriculum development or teacher training.

Data were finally provided for the hearing record following the July, 1973, hearing, and they indicate that of the \$30.8 million appropriated over the three years of the Act, only \$2,834,179—or 8% of the total—had been directed toward curriculum development, evaluation, and dissemination.

It is difficult, from the data provided, to ascertain with certainty the amount expended on teacher training, since the figures provided for teacher training include \$3.5 million used for in-service training prior to the enactment of the Act. But, apparently, only \$1,733,931 of the \$30.8 million appropriated over three years—or just 6% of the total—has been targeted on teacher training.

The Committee recognizes, of course, that other funds expended on training centers, mini-grant teams, as well as State Departments of Education, do trickle down into teacher training and curriculum development. But the Committee must express its grave reservations about the manner in which the Office of Education has been expending these funds as well as about the inability to accurately specify the purposes for which the funds are used.

#### ACTION OF THE 93RD CONGRESS

Hearings began on H.R. 4715, 4976 and related bills on May 21, 1973, and continued on May 30, June 4, June 26 in Washington, D.C. Additional hearings were held in Miami, Florida on June 11 and in Millersville, Pennsylvania on June 23.

The witnesses from the public sector were unanimous and enthusiastic in their support of legislation to extend the Drug Abuse Education Act.

On July 17, the Select Subcommittee on Education reported a clean bill, H.R. 9456 by a voice vote. The full Education and Labor Committee, thereafter, on September 11 ordered H.R. 9456 as amended reported by a voice vote.

#### COST

In accordance with Rule 13, the Committee estimates the cost of H.R. 9456, over three years, to be as follows:

(In millions)

	Fiscal year—		
	1974	1975	1976
Sec. 3—Drug abuse education projects.....	\$14	\$16	\$18
Sec. 4—Community education projects.....	12	14	16
Total.....	26	30	34

#### SECTION-BY-SECTION ANALYSIS

##### *Section 2*

This section amends section 3 of the present Drug Abuse Education Act which provides grant authority to the Secretary of Health, Education, and Welfare to make grants and contracts with institutions of higher education, state and local education agencies and other private or nonprofit agencies, organizations or institutions, to support research, demonstration, and pilot projects for curriculum development and evaluation, training programs for educational personnel, law enforcement officers and community leaders, as well as community education programs on drug abuse.

The present Act (Sec. 3(e)) authorized to be appropriated \$5,000,000 for FY 1971; \$10,000,000 for FY 1972 and \$14,000,000 for FY 1973.

H.R. 9456 authorizes to be appropriated for the purpose of funding section 3, Drug Abuse Education Projects, \$14,000,000 for FY 1974; \$16,000,000 for FY 1975 and \$18,000,000 for FY 1976.

The bill also provides that of the funds appropriated for this section, the first \$6,000,000 may be used by the Secretary of Health, Education, and Welfare for carrying out the purposes of section 3.

Section 3(c) of the Act also provided that 5% of the sums appropriated to carry out this section could be made available for reasonable and necessary expenses for state and educational agencies in assisting local educational agencies in the planning, development, and implementation of drug abuse education programs.

H.R. 9456 also provides that each state shall then receive \$100,000. In addition, it provides that after the Secretary of Health, Education, and Welfare has made \$6 million available for community projects, the next \$2.4 million shall be allotted to the state education agencies according to the population of each state.

In addition, the bill also provides that not more than \$500,000 shall be used by the Secretary for an independent analysis and evaluation of the effectiveness of drug abuse education programs.

##### *Section 3*

Section 3 would amend section 4 of the present Act which provides grant authority for community education projects such as seminars, workshops, conferences, telephone counseling, and information services.

The Act authorized to be appropriated \$5,000,000 for FY 1971; \$10,000,000 for FY 1972, and \$14,000,000 for FY 1973.

H.R. 9456 authorizes to be appropriated \$12,000,000 for FY 1974; \$14,000,000 for FY 1975, and \$16,000,000 for FY 1976.

In addition, the bill provides that no funds appropriated for any fiscal year to carry out section 4, Community Projects, may be expended until the amount appropriated for that year to carry out section 3 exceeds \$11.6 million. In other words, the Secretary of Health, Education, and Welfare must first receive \$6,000,000 to carry out drug abuse education projects under section 3 and each state must receive \$100,000 each (or \$5.6 million total for all states) before any community projects under section 4 may be funded.

#### CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman) :

#### DRUG ABUSE EDUCATION ACT OF 1970

\* \* \* \* \*

#### DRUG ABUSE EDUCATION PROJECTS

SEC. 3. (a) \* \* \* .

\* \* \* \* \*

(c) In addition to the purposes described in subsection (b) of this section, funds in an amount not to exceed, *whichever is greater*, 5 per centum of the sums appropriated to carry out this section, *or the amount provided in subsection (e)*, may be made available for the payment of reasonable and necessary expenses of State educational agencies in assisting local educational agencies in the planning development, and implementation of drug abuse education programs.

\* \* \* \* \*

[(e) There are hereby authorized to be appropriated \$5,000,000 for the fiscal year beginning July 1, 1970, \$10,000,000 for the fiscal year beginning July 1, 1971; and \$14,000,000 for the fiscal year beginning July 1, 1972, for the purpose of carrying out this section. Sums appropriated pursuant to this section shall remain available until expended.]

(e) (1) *There is hereby authorized to be appropriated \$14,000,000 for the fiscal year ending June 30, 1974, \$16,000,000 for the fiscal year ending June 30, 1975, and \$18,000,000 for the fiscal year ending June 30, 1976, for purposes of carrying out this section.*

(2) *Of the funds appropriated to carry out this section for a fiscal year, \$6,000,000 may be used by the Secretary only for grants and contracts under subsection (a).*

(3) *From the funds appropriated to carry out this section for a fiscal year, \$100,000 shall be made available by the Secretary to each State agency for paying its expenses under subsection (c), except that if the funds so appropriated are inadequate for such purpose, the amount made available to each such agency shall be reduced pro rata.*

(4) *Where the funds appropriated under section 4 exceed \$6,000,000 for a fiscal year and where such funds are available for expenditure under the proviso of section 4, the Secretary, out of funds appropriated to carry out this section, may, in addition to payments authorized*

*by paragraph (2), make payments for expenses of State educational agencies under subsection (c) in an amount not aggregating more than \$2,400,000, but the amount paid any State shall not exceed an amount which bears the same ratio to the total amount available under this paragraph for payments to all the States as the population of the State bears to the population of all the States.*

(5) *From the funds appropriated to carry out this section for a fiscal year, not more than \$500,000 shall be used by the Secretary for an independent analysis and evaluation of the effectiveness of drug abuse and drug dependency education programs.*

(6) *Funds appropriated to carry out this section which remain after the application of the preceding paragraphs may be used to carry out this section without restriction.*

#### COMMUNITY EDUCATION PROJECTS

SEC. 4. [There is authorized to be appropriated \$5,000,000 for the fiscal year beginning July 1, 1970, \$10,000,000 for the fiscal year beginning July 1, 1971, and \$14,000,000 for the fiscal year beginning July 1, 1972, for grants or contracts to carry out the provisions of this section.] *There is authorized to be appropriated \$12,000,000 for the fiscal year ending June 30, 1974, \$14,000,000 for the fiscal year ending June 30, 1975, and \$16,000,000 for the fiscal year ending June 30, 1976, for grants and contracts to carry out this section: Provided, That no funds appropriated for any fiscal year to carry out this section may be expended until the amount appropriated for that year to carry out section 3 exceeds \$11,500,000.* From the sums available therefore for any fiscal year, the Secretary of Health, Education, and Welfare is authorized to make grants to, or enter into contracts with, public or private nonprofit agencies, organizations, and institutions for planning and carrying out community-oriented education programs on drug abuse and drug dependency for the benefit of interested and concerned parents, young persons, community leaders, and other individuals and groups within a community. Such programs may include, among others, seminars, workshops, conferences, telephone counseling and information services to provide advice, information, or assistance to individuals with respect to drug abuse or drug dependency problems, the operation of centers designed to serve as a locale which is available, with or without appointment or prior arrangement, to individuals seeking to discuss or obtain information, advice, or assistance with respect to drug abuse or drug dependency problems, arrangements involving the availability of so-called "peer group" leadership programs, and programs establishing and making available procedures and means of coordinating and exchanging ideas, information, and other data involving drug abuse and drug dependency problems. Such programs shall, to the extent feasible, (A) provide for the use of adequate personnel from similar social, cultural, age, ethnic, and racial backgrounds as these of the individuals served under any such program, (B) include a comprehensive and coordinated range of services, and (C) be integrated with, and involve the active participation of a wide range of public and nongovernmental agencies.

\* \* \* \* \*

## MINORITY VIEWS

We join with the Administration and the Department of Health, Education, and Welfare in opposing this bill. We do not think that anyone can seriously question the President's dedication to eradicating drug abuse in this country. The fact that HEW has requested no new funding for this program and opposes this bill does not indicate that the Administration has abandoned its strong commitment to drug abuse prevention. Rather it is indicative of the Administration's effort to consolidate the wide variety of Federal drug abuse prevention programs, including drug abuse education.

The Administration is attempting to consolidate the many programs scattered throughout the Federal bureaucracy and to eliminate overlapping and duplicative authorities that have, in the past, led to much confusion and wasted effort. To this end the President's budget would increase the funding for drug abuse prevention programs under the Special Action Office for Drug Abuse Prevention to \$40 million, an increase of \$15 million over fiscal 1973. This Special Action Office, as mandated by the Congress in P.L. 92-255, is our best alternative for achieving an effective, coordinated attack on drug abuse problems in our nation's cities and schools.

Certainly most people would agree that educational programs aimed at reducing drug abuse are worthy of pursuit. But the people should be assured that their tax dollars for these programs are bringing about the hoped-for results. In this light, we want to remind our colleagues that recent reports of the Commission on Marijuana and Drug Abuse, the Task Force of the National Education Association, the Engineers Strategic Study Group of the Army, to mention only a few, have damned drug abuse education as not only ineffective, but counterproductive as they often have the effect of actually increasing drug abuse.

A recent study by the University of California School of Medicine at Los Angeles contended that the drug abuse education programs may be doing more to encourage than to prevent the use of illegal drugs by students. The report of a Los Angeles high school survey noted that "following a drug education program more than one-third of the students thought the programs encouraged the use of illegal drugs." Meanwhile, it is said: "Five Los Angeles junior high school pupils went out and bought drugs after having been shown them in a drug education van because 'the drugs in the van looked so good we wanted to try them.'"

In addition, several witnesses appearing before the Select Subcommittee have stated that it is a waste of the taxpayers' money.

How can we justify authorizing \$90 million over the next three years to be spent on this narrow categorical program of dubious value

while rejecting out of hand the President's reasonable request for a coordinated drug abuse prevention program?

In our opinion, curtailing drug traffic should have the highest national priority. However, the drug abuse education programs funded under this Act have been a failure, and possibly have even aggravated the drug abuse problems in our schools. Therefore, we urge our colleagues to join us in opposing H.R. 9456 when it is brought to the Floor of the House.

EARL F. LANDGREBE.  
JOHN M. ASHBROOK.

## ADDITIONAL VIEWS

### DRUG ABUSE EDUCATION ACT

There is much confusion about whether alcohol is a "drug" in the sense most people use that term. There is no confusion about the fact that alcohol abuse is one of our Nation's most urgent national health problems. We should make certain that our educational programs on drug abuse also include information about the abuse of alcohol. We believe this Act should be amended to make that point clear.

Dr. Helen Knowlis, the Director of the Office of Education's Drug Education/Health and Nutrition Program, said at a conference in Chicago on September 7, 1973:

Alcohol is a good example for understanding how a drug works because most people are familiar with it.

She added:

Unfortunately, many Americans are reluctant to even think of alcohol as a drug.

Dr. Aaron T. Beck of the University of Pennsylvania's Medical School said in a copyrighted U.S. News and World Report interview on September 24, 1973:

Alcoholism has become a major problem. Once a drink is advocated as a means of relaxation, it opens the door for two drinks and more. I think that the mental health profession has targeted alcoholism as really the No. 1 addictive problem—far greater than drugs.

Dr. Warren "Sam" Miller, Project Director of the Training Resources and Developmental Assistance Center in Minneapolis, Minnesota, writing in a recent U.S. Office and Education publication entitled "abuse" said:

Abuse can be seen as a life style, in which abuse itself is a more significant factor than the thing abused. Some persons who may tend to look with scorn upon drug addiction and "dope fiends" overuse (and abuse) alcohol—America's No. 1 drug of abuse.

Statements like these are increasingly commonplace today as individuals from all walks of life and professions recognize to a greater degree the dangers of alcohol. It seems critically important that education be expanded on the dangers stemming from the abuse of the use of alcohol. And yet when we, during markup of this legislation, attempted to add the words "and alcohol" to the words "drug abuse", the amendment was narrowly defeated in the Committee. At a time when the National Institute of Alcohol Abuse and Alcoholism estimates that there are approximately nine million alcoholics in the United States or about 4.5% of the total adult population—far more



than the users of any other drugs or probably the combination of all other drugs—we find it incredible that alcohol abuse should not be a major focus in this legislation.

The principal reason given for not including the words “and alcohol” was the contention that alcohol is already considered to be a drug and, therefore, it would be redundant to so list it in the bill. While it is absolutely true that alcohol is a drug, in common conversation and public thinking, it often fits in a separate category.

It was further contended that there is ample evidence that alcohol abuse is included in drug abuse education programs throughout the country and, therefore, in addition to being redundant, this amendment would only put into law what is in fact already being done. The contention that alcohol is part of drug education projects is not borne out by information received from the Department of Health, Education and Welfare which conducted a survey on this question at our request. HEW reported that there are a total of 111 Drug Education Programs projects (NDEP) (21 college based, 35 community and school based, and 55 state based). Of the 111 which were surveyed, 82 responded (13 college based, 28 community and school based, and 41 state based). The following is a summary made by the HEW Office of Legislation.

Of the 82 NDEP projects which responded, 8 (or about 10 percent) specifically mentioned alcohol as a concern of the project. However, the NDEP program staff considers that by now these projects assume that alcohol is a drug and do not bother to separate it out. In support of that general statement, the program staff has included a “Special Analysis of Alcohol Abuse-Related Activities in NDEP Projects.” The “Special Analysis” shows 8 projects which specifically mention alcohol (these are 8 different projects from the 8 mentioned in the survey). At the risk of statistical invalidity one could say that 16 of the total of 111 projects are specifically identifiable with concern about alcohol (or better than 10 percent).

These results *do not* indicate that the problem of alcohol and its abuses is being emphasized in schools throughout the country. The facts are that in some places the term “drug” is considered as including alcohol while in other places when they deal with the term they are clearly *not* dealing with alcohol. It is our intent that alcohol abuse is to be a high priority in this legislation.

On September 18, 1973, Brigadier General Leslie R. Forney, Jr., Chief of the Department of the Army's Alcohol and Drug Policy Division, testifying before the Subcommittee on Drug Abuse of the Senate Armed Services Committee, described three basic decisions that the Army has made on the subject of alcohol and drug abuse. The first was “that the program would be a command program, administered by the commanders who are responsible for it. This decision was based on the belief that the problem of alcohol and other drug abuse is far more than a medical problem.” The second was that the Army “would have a decentralized program and would attempt to achieve drug abuse prevention and rehabilitation at a local level.” And thirdly, that the “program would include alcohol with other

drugs.” General Forney added, “The last basic decision, which was to combine the alcohol and other drug programs into one consolidated program, has proved to be a very good one. Not only has it enhanced our credibility because we can talk about abuse of legal as well as abuse of illegal drugs, but recent surveys have shown that we are dealing with the same vulnerable group of individuals for the abuse of both alcohol and the other drugs.”

The United States Army has recognized alcohol as a distinct problem and now as a matter of policy lists alcohol and drug abuse together in its terminology. The State of Arizona entitles its program funded under this Act “Alcohol and Drug Abuse Education.” The State of Montana's drug abuse project works with the “Alcohol and Drug Abuse Bureau” of the State Department of Health and Environmental Science. In Nebraska one of the State's Drug Education projects works through the “Lincoln Council on Drug and Alcoholism.” These examples are not the rule yet, but we think they should be! No State or program director should be in doubt about the authority to include alcohol abuse in any comprehensive program. Therefore, we will offer on the Floor an amendment to the bill to add the words “and alcohol” wherever the word “drug” is found throughout the bill.

We feel through this amendment we will be placing new focus and emphasis on the problems of alcohol abuse which is ruining the lives of so many of our citizens. We hope that through education programs such as those authorized by this legislation young Americans will become conscious not only about how hard drugs can ruin their lives, but how the abuse of alcohol can do the same.

JOHN DELLENBACK.  
ALBERT H. QUIE.  
MARIO BIAGGI.  
ALPHONZO BELL.  
JOHN N. ERLBORN.  
WILLIAM LEHMAN.  
MARVIN L. ESCH.  
EDWIN D. ESHLEMAN.  
EDWIN B. FORSYTHE.  
DAVID TOWELL.

## SUPPLEMENTAL VIEWS

As just discussed in the Additional Views the problem of alcohol as an abused drug has not been given the attention in this legislation that we believe it needs and are hopeful that the amendment to add the words "and alcohol" after "drug" wherever it appears in the bill will be adopted by the House. The addition of the words "and alcohol" will in our opinion do much to bring focus and direction to programs but we believe that the fundamental method of distributing program dollars must also be changed in order to produce the maximum program impact within each state. It is our feeling that drug and alcohol abuse curriculums should be developed, tested, disseminated and evaluated within the context of each state's problems and needs. In addition, since there are limited dollars available under this program, rather than use a shotgun approach, as is the existing practice, that each state build upon the knowledge that has been accumulated nationally through this program over the last three years and use it to build its own programs. As all of our colleagues know, problems of drug and alcohol abuse vary greatly from city to city, urban, suburban and rural areas, from state to state, and even region to region. In one place the problem might be hard narcotics whereas in another it might only be marijuana or pills abuse. Still in other areas the problem might be predominantly with alcohol, with other drugs not even being used. And of course, in some areas a combination of all three might prevail.

But whatever the specific problem it is clear to us that abuses do exist and, therefore, the amendment which will be offered in addition to including the words "and alcohol" will give \$100,000 to each state. Of the remaining dollars 85% will be distributed to the states on the basis of population. The remaining 15% can be used by the Secretary of HEW to fund any programs authorized under the Act which he feels have special merit. By distributing money in this way we are not changing the intent or direction of the Act. All of the activities that are authorized in the Committee bill are authorized in this amendment. The difference is that the states who are closer to the problems, who know the people, will carry out the responsibilities that the Secretary of HEW now has. In this way we believe we will not only eliminate several layers of bureaucracy but will put the states in a position of developing programs and curriculums which are unique to their own needs. Also we believe the programs will not only have more meaning but will continue after Federal funding is terminated.

ALBERT H. QUIE.  
MARVIN L. ESCH.  
EDWIN D. ESHLEMAN.  
EDWIN B. FORSYTHE.

#### ADDITIONAL SUPPLEMENTAL VIEWS

At the appropriate time during the consideration of this bill an amendment will be offered to REDUCE the authorization levels to \$15 million for fiscal year 1974 and such sums as may be necessary for fiscal years 1975 and 1976.

I must state emphatically that I am totally in support of the concept and intent of the bill and firmly believe that anything that can be done to eliminate abuses of drugs and alcohol throughout the country should be done. I am however, realistic enough to recognize that this bill with an authorization of \$90 million will encounter great difficulty when it reaches the Floor. The actual appropriated dollars available for this program in FY '74 will be \$12.6 million. An authorization of \$15 million sets a level which has a chance of being reached through the appropriation process. The \$26 million, \$30 million and \$34 million for a total of \$90 million that the Committee bill authorizes is unrealistic and offers just another empty promise to the American people. I believe that a \$2.4 million increase over the existing appropriation level is a justifiable expenditure within the tight money constraints we find ourselves today.

EDWIN D. ESHLEMAN.

(25)

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H. R. 9456

# Ninety-third Congress of the United States of America

AT THE SECOND SESSION

*Begun and held at the City of Washington on Monday, the twenty-first day of January,  
one thousand nine hundred and seventy-four*

## An Act

To extend the Drug Abuse Education Act of 1970 for three years.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Alcohol and Drug Abuse Education Act Amendments of 1974".*

SEC. 2. (a) Section 1 of the Drug Abuse Education Act of 1970 (21 U.S.C. 1001) is amended to read as follows: "This Act may be cited as the 'Alcohol and Drug Abuse Education Act'."

(b) Section 2 of such Act is amended to read as follows:

"SEC. 2. (a) The Congress hereby finds and declares that drug and alcohol abuse diminishes the strength and vitality of the people of our Nation; that an increasing number of substances, both legal and illegal, are being abused by increasing numbers of individuals; that abuse of any substance is complex human behavior which is influenced by many forces, including school, family, church, community, media, and peer groups; and that prevention and early intervention in such behavior require cooperation and coordination among all of these elements in strategies designed to respond to carefully defined problems.

"(b) It is the purpose of this Act to encourage the development of new and improved curricula on the problems of drug abuse; to demonstrate the use of such curricula in model educational programs and to evaluate the effectiveness thereof; to disseminate curricular materials and significant information for use in educational programs throughout the Nation; to provide training programs for teachers, counselors, law enforcement officials, and other public service and community leaders; and to offer community education programs for parents and others, on drug abuse problems.

"(c) It is further the purpose of this Act to provide leadership to schools and other institutions in the community by supporting projects to identify, evaluate, demonstrate, and disseminate effective strategies for prevention and early intervention and to provide training and technical assistance to schools and other segments of the community in adapting such strategies to identified local needs."

(c) Section 3 of such Act is amended to read as follows:

### "ALCOHOL AND DRUG ABUSE EDUCATION PROJECTS

"SEC. 3. (a) The Commissioner of Education shall carry out a program of making grants to, and contracts with institutions of higher education, State and local educational agencies, and public and private education or community agencies, institutions, and organizations to support and evaluate demonstration projects, to encourage the establishment of such projects throughout the Nation, to train educational and community personnel, and to provide technical assistance in program development. In carrying out such program, the Commissioner of Education shall give priority to school based programs and projects.

"(b) Funds appropriated for grants and contracts under this Act shall be available for activities, including bilingual activities, such as—

"(1) projects for the development, testing, evaluation, and dissemination of exemplary materials for use in elementary, secondary, adult, and community education programs, and for training in the selection and use of such materials;

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“(2) comprehensive demonstration programs which focus on the causes of drug and alcohol abuse rather than on the symptoms; which include both schools and the communities within which the schools are located; which emphasizes the affective as well as the cognitive approach; which reflect the specialized needs of communities; and which include, in planning and development, school personnel, the target population, community representation, and parents;

“(3) creative primary prevention and early intervention programs in schools, utilizing an interdisciplinary ‘school team’ approach, developing in educational personnel and students skills in planning and conducting comprehensive prevention programs which include such activities as training drug and alcohol education specialists and group leaders, peer group and individual counseling, and student involvement in intellectual, cultural, and social alternatives to drug and alcohol abuse;

“(4) preservice and inservice training programs on drug and alcohol abuse prevention for teachers, counselors, and other educational personnel, law enforcement officials, and other public service and community leaders and personnel;

“(5) community education programs on drug and alcohol abuse, especially for parents and others in the community;

“(6) programs or projects to recruit, train, organize, and employ professionals and other persons, including former drug and alcohol abusers and former drug- and alcohol-dependent persons, to organize and participate in programs of public education in drug and alcohol abuse; and

“(7) projects for the dissemination of valid and effective school and community drug and alcohol abuse educational programs.

“(c) In addition to the purposes described in subsection (b) of this section, funds in an amount not to exceed 10 per centum of the sums appropriated to carry out this Act may be made available for the payment of reasonable and necessary expenses of State educational agencies for assisting local educational agencies in the planning, development, and implementation of drug and alcohol abuse education programs, including such projects as—

“(1) inservice training of education personnel,

“(2) technical assistance to local school districts,

“(3) creative leadership in programing for indigenous minorities, and

“(4) training of peer counselors.

“(d) (1) Financial assistance under this section may be made only upon application at such time or times, in such manner, and containing or accompanied by such information as the Commissioner deems necessary, and only if such application—

“(A) provides that activities and services for which assistance under this title is sought will be administered by or under the supervision of the applicant;

“(B) provides for carrying out one or more projects or programs eligible for assistance under subsections (b) and (c) of this section and provides for such methods of administration as are necessary for the proper and efficient operation of such projects or programs;

“(C) sets forth policies and procedures which assure that Federal funds made available under this section for any fiscal year will be so used as to supplement and, to the extent practical, increase the level of funds that would, in the absence of such Federal funds, be made available by the applicant for the purposes



CORRECTED SHEET

## H. R. 9456—3

described in subsections (b) and (c) of this section, and in no case supplant such funds; and

“(D) provides for making such reports, in such form and containing such information, as the Commissioner may reasonably require, and for keeping such records and affording such access thereto as the Commissioner may find necessary to assure to correctness and verification of such reports.

“(2) An application from a local education agency for financial assistance under this section may be approved by the Commissioner only after the applicant has submitted the application to the State educational agency. The State educational agency shall, not more than thirty days after the date of receipt of the application, submit to the Secretary in writing its comments on the application. A copy of such comments shall be submitted at the same time to the applicant.

“(3) Amendments of applications shall, except as the Commissioner may otherwise provide by or pursuant to regulation, be subject to the requirements set forth in subsections (d)(1) and (d)(2).

“(e)(1) The Commissioner may use funds in an amount not exceeding 1 per centum of the funds appropriated to carry out this section for a fiscal year for independent analysis and evaluation of the effectiveness of the drug and alcohol abuse education programs assisted under this section.

“(2) The Commissioner shall, not later than March 31 of each calendar year, submit an evaluation report to the House and Senate Committees on Appropriations, the House Committee on Education and Labor, and the Senate Committee on Labor and Public Welfare. Such report shall—

“(A) contain the agency’s statement of specific and detailed objectives for the program or programs assisted under the provisions of this Act, and relate these objectives to those in the Act,

“(B) include statements of the agency’s conclusions as to effectiveness of the program or programs in meeting the stated objectives, measured through the end of the preceding fiscal year,

“(C) make recommendations with respect to any changes or additional legislative action deemed necessary or desirable in carrying out the program or programs,

“(D) contain a listing identifying the principal analyses and studies supporting the major conclusions and recommendations, and

“(E) contain the agency’s annual evaluation plan for the program or programs through the ensuing fiscal year for which the budget was transmitted to Congress by the President, in accordance with section 201(a) of the Budget and Accounting Act of 1921 (31 U.S.C. 11).

“(f) There are authorized to be appropriated to carry out the purposes of this section \$26,000,000 for the fiscal year ending June 30, 1975, \$30,000,000 for the fiscal year ending June 30, 1976, and \$34,000,000 for the fiscal year ending June 30, 1977. Not less than 60 per centum of the amount appropriated for a fiscal year under this section shall be used for drug and alcohol abuse education programs and projects in elementary and secondary schools.”

(d) Section 4 of such Act is amended to read as follows:

“SEC. 4. (a) Each recipient of Federal assistance under this Act, pursuant to grants, subgrants, contracts, subcontracts, loans, or other arrangements, entered into other than by formal advertising, and which are otherwise authorized by this Act, shall keep such records as the Commissioner shall prescribe, including records which fully disclose the amount and disposition by such recipient of the proceeds of

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such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, the amount of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

“(b) The Secretary and the Comptroller General of the United States or any of their duly authorized representatives, shall, until the expiration of three years after completion of the project or undertaking referred to in subsection (a) of this section, have access for the purpose of audit and examination to any books, documents, papers, and records of such recipients which in the opinion of the Secretary or the Comptroller General may be related or pertinent to the grants, subgrants, contracts, subcontracts, loans, or other arrangements referred to in subsection (a).”

(e) Section 5 of such Act is amended by striking out “drug abuse” each time it appears and inserting in lieu thereof “drug and alcohol abuse”.

(f) Section 8 of such Act is amended—

(1) by redesignating subsection (b) as subsection (c); and

(2) by adding after subsection (a) the following new subsection:

“(b) The term ‘Commissioner’ means the Commissioner of Education.”

*Speaker of the House of Representatives.*

*Vice President of the United States and  
President of the Senate.*

September 10, 1974

Dear Mr. Director:

The following bills were received at the White House on September 10th:

H.R. 9456 ✓  
H.R. 13267 ✓  
H.R. 15172 ✓  
H.R. 15406 ✓

Please let the President have reports and recommendations as to the approval of these bills as soon as possible.

Sincerely,

Robert D. Linder  
Chief Executive Clerk

The Honorable Roy L. Ash  
Director  
Office of Management and Budget  
Washington, D. C.