

# CHAPTER 3

## Goals, Objectives, Principles, and Performance Measures

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### Introduction

This chapter will identify and define four main goals, the objectives of each, and the principles identified at the February Drug Summit. These goals, taken as a whole, promise to significantly lower the incidence of drug abuse in Florida. The first goal focuses on our children, the most vulnerable element of our population, the one most endangered by the ravages of illegal drugs, and whose protection promises the brightest future for Florida. The second goal focuses on the reduction in demand by our population at large through education, prevention, intervention, and treatment. The third goal seeks to lower the supply of drugs and to afford law enforcement and the criminal justice system the best possible chance of interrupting the illegal drug trade and prosecuting those who traffic in it. The fourth and final goal seeks to decrease costs and make more efficient our efforts to bring under control the debilitating effects of illegal drugs.

This chapter also presents the underlying objectives that support each of the *Strategy's* four goals. The nineteen objectives are more narrowly focused than the broader goals and identify the specific ways in which the goals will be achieved. By specifying the goals and objectives, we set forth guidelines which will help lead the state forward to develop the programs and policies outlined in the following chapters towards the desired end state of substantial reductions in drug abuse.

This chapter also specifies the desired outcomes of the *Strategy*. We must be able to identify where we want to be at the end of the journey if we are to choose the right paths to get us there. And we must be able to measure progress along those paths to determine if our course is the right one. Our purpose is to reduce drug abuse in Florida by 50% over the long term. Achieving that end will be the result of cumulative successes in accomplishing the strategic goals and supporting objectives.

Finally, this chapter will define the principles that have guided the formulation of this *Strategy* and that will

continue to guide its implementation. These are the principles developed by Florida's concerned citizens and state and local leadership at the 1999 Drug Summit that called for the development of this *Strategy*.

### The 1999 Florida Drug Control Summit

The immediate antecedents of this *Strategy* lie in the Florida Drug Control Summit held in Tallahassee in February of 1999. That event marked the culmination of the resolve of the Florida people and their state leadership to halt and reverse the rise of drug abuse in our state. The underlying facts preceding the Summit are important to note.

By the fall of 1998, it was clear that drug abuse was taking a dangerous and deadly toll on Floridians. The illegal drug trade had become a major concern of the majority of our citizens, often rated as the primary issue to be addressed (along with crime and violence) by political leadership. In 1998, for example, more cocaine had been seized in Florida than in the rest of the nation combined.<sup>1</sup> Death rates from heroin overdose were increasing at alarming rates and cocaine-related deaths exceeded the murder rate for all of Florida.<sup>2</sup>

The decision was made to convene a statewide summit under the auspices of the Florida legislature (drug control had been a major issue in the recent electoral campaign) that would gather in one place a number of state and national experts to see what could be done about the problem. Legislative leaders were tasked to engage in a number of pre-summit activities to outline and organize the agenda, to assess the scope of the problem, and to develop the underlying themes that would not only guide the conference but to allow for a follow up action plan. In advance of the summit meeting, a number of panels met to explore various aspects of the problem (e.g., the sources and supplies of drugs flowing through the state, the availability of prevention and treatment services to reduce

substance abuse, and the adequacy of the laws, research and technology base, and the law enforcement/criminal justice system). The findings that resulted from those pre-summit efforts laid the groundwork for the resolutions discussed and decided upon at the summit.

The Florida Drug Summit went a long way toward focusing the will and commitment of the state of Florida on resolving its illegal drug problem. In the closing moments of the event, the Governor announced the formation of a Florida Office of Drug Control and the appointment, subject to Senate confirmation, of its Director.<sup>3</sup> The responsibility of this office is to formulate, develop, and implement *Florida's Drug Control Strategy* and to coordinate all state efforts with federal and local initiatives to reduce both the demand for and the supply of illegal drugs within Florida. In subsequent legislation passed during the legislative session in the spring of 1999, the recommendations of the Summit were followed up with specific laws. The Summit, the legislation that followed, and this *Strategy* are a direct outcome of the resolve of the people of Florida that the unacceptable levels of drug abuse in our state shall not stand. In keeping with the stated intention of the people of the state as expressed by their representatives at the Summit and in state and local government, the following principles, goals, objectives, and desired outcomes are presented as the central guidelines for *Florida's Drug Control Strategy*.

## Strategic Goals

- GOAL 1: Protect Florida's youth from substance abuse**
- GOAL 2: Reduce the demand for drugs in Florida**
- GOAL 3: Reduce the supply of drugs in Florida**
- GOAL 4: Reduce the human suffering, moral degradation, and social, health, and economic costs of illegal drug use in Florida**

These four goals are established in order to better achieve our desired end state of reducing drug abuse in Florida over the next five years. We are resolved that only by a sustained effort can we hope to achieve the desired outcome. Moreover, we are convinced that success will come only with a balanced approach that gets at all aspects of the problem. Drug abuse has been a pervasive problem

in America for more than one hundred years. Although the extent of the problem has waxed and waned based on public attitudes towards drugs and the amount of effort put into decreasing drug abuse, it has never gone away. It would be nice to believe that we can achieve the ideal of Florida as a completely drug free state. But we are convinced that with a concerted effort and coordinated strategy pursuing and achieving the goals stated above, we can bring the level of drug abuse to its lowest levels ever.

The goals are not presented in order of priority. Rather, each represents an equal part of the whole, the strategy, to be pursued simultaneously. Notwithstanding, if any one of them is of singular importance, deserving of extra emphasis, it is the protection of our youth. They not only represent a most treasured part of our society, they also represent our best hope for the future. If we can raise them to adulthood free of drugs and safe from the societal harms they cause, we are well on our way to securing a future for Florida much less threatened by illegal drug use.

By themselves, however, the goals are too broad to offer definitive guidance for this *Strategy*. Each must be supported by specific objectives if we are to develop policies and programs with the requisite resources to effect their outcome. The following section, therefore, repeats the goals and places with them the specific objectives we aim to accomplish.

## Goals and Objectives

- GOAL 1: Protect Florida's youth from substance abuse**
  - Objective 1** Educate children, parents and other youth mentors to help Florida's young people reject illegal drugs and underage alcohol and tobacco use.
  - Objective 2** Provide Florida's youth with research-based substance abuse programs.
  - Objective 3** Encourage and assist the development of community coalitions in preventing substance abuse.
  - Objective 4** Create drug-free schools and environments that promote zero-tolerance for substance abuse where Florida's youth can be free from the risks of drugs, alcohol, and tobacco.

**Objective 5** Work with the media, community structures, sports organizations, businesses, and faith groups to encourage young people to reject substance abuse.

**GOAL 2: Reduce the demand for drugs in Florida**

**Objective 1** Educate Floridians as to the dangers of illegal drugs.

**Objective 2** Provide effective treatment to Floridians that need it.

**Objective 3** Provide research based substance abuse prevention programs.

**Objective 4** Expand drug-free workplace programs that emphasize drug prevention, education, testing, and intervention.

**Objective 5** Support community coalitions that take a stand against drug abuse.

**GOAL 3: Reduce the supply of drugs in Florida**

**Objective 1** Strengthen law enforcement with adequate laws, resources, training, and coordination – across jurisdictional boundaries and throughout the criminal justice system – to stop the trafficking of drugs.

**Objective 2** Coordinate federal, state, and local law enforcement efforts toward the common objectives of decreasing the supply of illegal drugs and dismantling drug trafficking organizations.

**Objective 3** Improve and expand information systems that provide law enforcement officials with the tools to effectively counter drug trafficking.

**Objective 4** Disrupt criminal money laundering operations and seize and forfeit criminal assets.

**GOAL 4: Reduce the human suffering, moral degradation, and social, health, and economic costs of illegal drug use in Florida**

**Objective 1** Heighten the public’s awareness as to: the realities of drug abuse; its pervasiveness throughout every element of society; the nature of addiction as an illness; and, the imperative to help those suffering from illegal drug use to recover and become contributing members of society.

**Objective 2** Expand Florida’s drug court system to break the nexus between drugs and crime and lower recidivism rates.

**Objective 3** Create a system of substance abuse screening, assessment, intervention, and treatment for individuals and families involved in Florida’s child protection system.

**Objective 4** Support and promote the professional development of those who work with substance abusers.

**Objective 5** Expand research and technology initiatives that promise to lower the incidence of drug abuse, lessen the supply of drugs, and reduce the health and social costs of drugs.

## Performance Measures

The setting of goals and objectives does not guarantee success. Determination, will, and resources alone do not ensure that progress can be made toward desired outcomes. If we are to base our strategy on science, then we must be prepared to measure progress. Strategies can be flawed, programs can be misguided or mismanaged, or the conditions for which they are designed may change. Measurement of progress can provide indicators when it is time to alter a strategy or redesign programs.

If measurement is to be meaningful, it must have some standard agent by which it can be evaluated. We will need a base line from which to track our starting point and an end state toward which we are directed. Commensurate with the publication of this *Strategy*, we will take the necessary steps to establish a base line. To this end we shall gather data where they exist and initiate surveys where data are lacking. These efforts attempt to give us as precise a measurement as possible as to where we are in regards to drug abuse in Florida. Chapter 2 of this *Strategy* is the best estimate of where we are as of the summer of 1999. Against this base we set forth the following which, holistically, represents the desired outcomes:

1. Reduce drug abuse in Florida by 2005 to 4% or less.
2. Reduce drug abuse by Florida's youth, ages 12-17 (defined as "current use" or use within the past 30 days) by 2005 to less than 4%.
3. Increase the average age of first-time drug use to 17 years or older by 2005.
4. Decrease drug abuse in the work place by 50% by 2005.<sup>4</sup>
5. Reduce the number of chronic drug users in Florida by 50% by 2005.
6. Arrest the upward trends of heroin and cocaine-related deaths and bring them down by 50% by 2005.
7. Reduce the health costs associated with drug abuse by 25% by 2005.
8. Reduce the supply of illegal drugs in Florida by 33% by 2005.<sup>5</sup>

## Guiding Principles

The 1999 Drug Summit defined the principles that were to guide the formulation and implementation of this *Strategy*. Florida's citizens and state leaders determined that *Florida's Drug Control Strategy* must:

*Principle 1:* Be comprehensive, integrated and balanced in the areas of enforcement, prevention, and treatment.

*Principle 2:* Focus on the vital role of families, friends, faith, and communities as they pertain to the problem and solution.

*Principle 3:* Maximize strong prevention approaches, including the involvement of young people.

*Principle 4:* Be research based, measurable and accountable for performance.

*Principle 5:* Be built upon strong sustained leadership and be long-term in nature.

## Overview

The *Florida Drug Control Strategy* takes a long-term, holistic view of the state's drug problem and recognizes the significant effect drug abuse has on Florida's public health and safety. The *Strategy* acknowledges that substance abuse represents a multifaceted challenge and cannot be countered comprehensively by any single entity. There is no "silver bullet." It will take many different and coordinated efforts, and each must reinforce the other. An integrated, balanced approach is the only way we can effectively decrease drug abuse in the state of Florida.

Government can be a catalyst, but cannot deal with the drug problem alone. Community involvement must work together with local, county, and state leadership. The first line of defense, however, lies with the family, at the kitchen table. From there it extends to the neighborhood. House by house, block by block, community by community, with the right leadership and citizen commitment, we can counter the risk of drug abuse.

Prevention is key. Family involvement plays a major role in preventing the initial encounter with drugs. Preventing drug abuse before it begins is the most efficient way to deal with the problem instead of dealing with the abuse after it has taken root with treatment and law enforcement. Effective prevention demands a comprehensive community approach. We must continue to provide effective education to our youth as to the dangers of drugs and their effect.

But treatment is also important to the process. It cannot be ignored that Florida has a population of over 950,000 with substance abuse problems. These individuals need help, for without it they will suffer from poor health, unstable family relations, and other negative consequences of substance abuse. Therefore, the *Strategy* focuses on treating those in need through a variety of means that heighten the chances of successful recovery. Treatment does work, and it can save the addict and simultaneously decrease the social and medical costs of substance abuse.

Law enforcement must also be emphasized in our efforts to reduce drug abuse. The fact that the majority of crimes committed around the state are drug related suggests that the supply and demand for drugs is high. Since the supply of drugs promotes demand for them, we must, therefore, attack those who sell drugs to our citizens. We must break the organizations that traffic in drugs.

Our *Strategy* must be based on science, not ideology. This calls for an objective data base on which to base our

policies and measure our effectiveness. We can measure progress only by our outcomes in meeting set goals. There is no “extra credit” for trying, only for accomplishments.

Therefore, our efforts must be long-term. Drug abuse has been a blight on the American scene for over one hundred years. We will not be free of it in one year. Yet by strong and sustained leadership, we can succeed in bringing drug abuse in Florida down.

The sense of these principles is to ensure that *Florida’s Drug Control Strategy* is outcome oriented. The people of our state are serious about attaining their drug control goals and objectives. Their guidance is clear. While efforts in pursuit of those ends may be noble and well intentioned, the only consequence of note is success or failure in getting there. As such, the principles imply that the *Strategy*, if it is to succeed, must be sustained, wide-ranging in scope, science and research (as opposed to ideologically) based, and realistic. It must invest the effort to measure the degree of success of its own programs and policies and adjust accordingly.

No strategy can afford to be static. Whatever we do to bring down the abuse of drugs will be countered by those who, motivated either by profit motive or misguided ideologies, would sustain and even increase the level of drug abuse. Even without such opposition, the very nature of the environment in which drug abuse occurs would change as the *Strategy* took effect or new trends in illegal drugs and their use developed. Strategy in general, therefore, and the *Florida Drug Control Strategy* in particular must constantly measure its own effectiveness and adapt to new conditions.

Strategy links ends, ways, and means. Progress toward outcomes must be constantly assessed in order to gauge success or failure or to allow for periodic adjustments. As conditions change, as new drugs come upon the scene, along with new methods of delivery and distribution and new sets of cultural norms, we must adjust the *Strategy* to reflect new realities. This does not mean, necessarily, that the original plan be jettisoned. It merely suggests that in the crucible of society, there is a constant need for introspection and modification of efforts. The plan, if well laid out to begin with, may only need fine-tuning to deal with new developments.

In the end, the citizens of Florida will demand a reasonable return on their investments of effort, resources, and tax dollars. We begin our efforts to counter the high incidence of drug abuse with the formulation of this *Strategy* and the development of a scientific data base on which to gauge our progress and better inform our policies.

While we have not hesitated to set specific targets against which the *Strategy* can be graded, we caution that progress toward the desired end-state is unlikely to be linear. By that, we mean that we cannot expect that if we are to reduce drug abuse in Florida by 50 percent, by the end of the first year a 10 percent decrease will result, by the end of the second another 10, and so on. It is more likely that it will take some time for programs to be set in place, for attitudes to change, and for progress to ensue. More likely, we will see a gradual progression toward our targets in most areas, with some chance of rapid progress should we put forth the requisite resources and effort in others. Over time, however, the overall pace of progress should pick up and we can expect to achieve our desired end state. The challenge for those responsible for the *Strategy’s* implementation will be to know when success is about to come with continued effort and when it is time to abandon policies and programs that are not working and to develop new ones. It is a challenge, however, that we are prepared to meet.

Endnotes

- <sup>1</sup> U.S. Customs Service report on the volume of cocaine seized in Florida’s ports indicated that 41,843 lbs. were seized statewide, 34,239 lbs. of which were seized in Miami in 1998. The statewide total seized represents 65% of all the cocaine seized in the U.S. (63,943 lbs.) by weight.
- <sup>2</sup> FDLE, Medical Examiner’s Commission Report for 1998.
- <sup>3</sup> Chapter 99-187, Laws of Florida (SB 1468 / HB 1831)
- <sup>4</sup> There is no good estimate of drug abuse in the work place. Extrapolation of broad national data would approximate the number of employees who use drugs in Florida work places at 570,000.
- <sup>5</sup> Availability of drugs can only be measured indirectly. Price, parity, demand, crop estimates and seizure rates are indications, albeit imprecise. We will attempt to model macro estimates of availability. U.S. Customs 1998 report on cocaine seizures indicates that 67% of all seizures took place in Florida. Furthermore, 37% of all marijuana seizures in 1998 were from Florida’s ports.



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