



National Drug Control Strategy

FY 2005 Budget Summary

The White House
March 2004



National Drug Control Strategy

FY 2005
BUDGET SUMMARY

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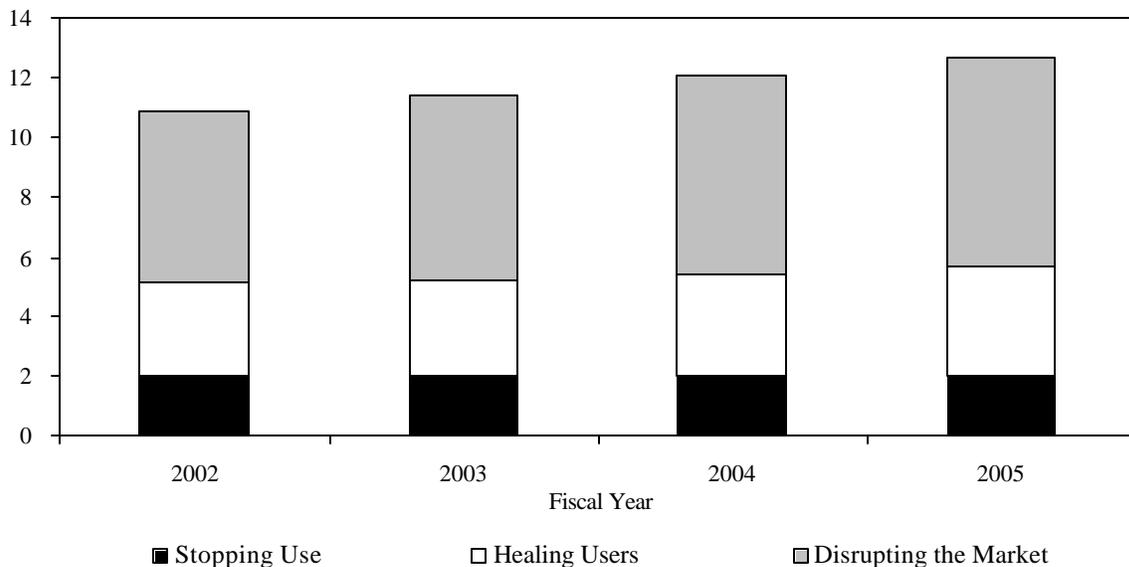
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I. EXECUTIVE SUMMARY

The President's Fiscal Year (FY) 2005 Budget brings needed resources to reduce the use of illegal drugs in the United States. This budget provides funding for the *National Drug Control Strategy's* (*Strategy's*) three priorities. There is strong support for the *Strategy's* Priority I – Stopping Drug Use Before it Starts: Education and Community Action. Here, resources are targeted to support science-based programs and policies that enable young people to reject drug use and help communities fight for a drug-free environment. The President has pledged strong support for Priority II – Healing America's Drug Users: Getting Treatment Resources Where They Are Needed. Significant new funding is focused on bringing resources directly to those seeking clinical treatment and/or recovery support services. Specifically, to reduce drug use, resources must be targeted to assist family, friends, employers, the criminal justice system, and the faith community in helping individuals enter treatment and sustain recovery. The *Strategy's* Priority III – Disrupting the Market: Attacking the Economic Basis of the Drug Trade—receives substantial support. Here the budget focuses on strengthening enforcement and interdiction efforts and providing new resources for promising new approaches.

In total, funding recommended for FY 2005 is an estimated \$12.6 billion, an increase of \$566.3 million (+4.7 percent) over the FY 2004 enacted amount of \$12.1 billion (Figure 1).

Figure 1: National Drug Control Budget (\$ Billions)



Demand reduction efforts by the Department of Health and Human Services (HHS) will continue to fund innovative approaches for drug treatment. In particular, the President's Budget includes \$200 million for Access to Recovery, which will provide treatment vouchers for individuals seeking treatment or recovery support services. The budgets for HHS, Department of Education, and the Office of National Drug Control Policy (ONDCP) also include resources to support critical prevention activities. Resources for supply-reduction programs in the Departments of Homeland Security, Justice, State, and Defense will continue enforcement

operations targeting domestic sources of illegal drugs, enhance interdiction efforts along trafficking routes to the United States, support security along the Southwest Border, and aid efforts in Colombia, the Andean region, Mexico, and Afghanistan.

Funding by Major Initiative

The President's FY 2005 drug control budget contains resources for both ongoing and new initiatives. These efforts support a balanced approach and are aligned with the priorities of the *Strategy*. The selected initiatives outlined here provide the necessary focus to prevent drug use, treat those who become addicted, and "break" the market by making the drug trade more costly and less profitable.

Stopping Use Before It Starts: Education and Community Action

- **ONDCP—National Youth Anti-Drug Media Campaign: \$145.0 million.** The FY 2005 President's Budget continues funding for ONDCP's Media Campaign, an integrated effort that combines paid and donated advertising with public communications outreach. Anti-drug messages conveyed in advertising are supported by web sites, clearinghouses, media events, outreach to the entertainment industry, and strategic partnerships that enable messages to resonate in ways that generate awareness and ultimately change beliefs and intentions toward drug use by teens.
- **ONDCP—Drug-Free Communities Program: +\$10.4 million.** Building on the success of this program, the President's Budget includes a \$10.4 million increase that will add approximately 100 local community anti-drug coalitions working to prevent substance abuse among young people. This program provides matching grant monies with priority given to community coalitions serving economically disadvantaged areas. This proposal recommends increasing funding to \$80 million in FY 2005, with up to 5 percent of available grant funds to selected "mentor coalitions" that will help develop new community anti-drug coalitions in areas which do not currently have them.
- **Education—Student Drug Testing: +\$23.0 million.** The budget proposes a total of \$25.0 million for the student drug testing program. This is an increase of \$23.0 million over the FY 2004 enacted amount. This initiative will provide competitive grants to support schools in their design and implementation of student drug testing, assessment, referral, and intervention programs. During FY 2003, several schools sought funding for the design and support of their own drug testing programs. The President's Budget expands this program in FY 2005 to support school leaders interested in the design and implementation of these programs.

Healing America's Drug Users: Getting Treatment Resources Where They Are Needed

- **Substance Abuse and Mental Health Services Administration (SAMHSA)—Access to Recovery (ATR): +\$100.6 million.** The President has committed to add \$1.6 billion to the drug treatment system over five years, which includes the Access to Recovery initiative. The FY 2005 budget proposes \$200 million for ATR. This represents an increase of

\$100.6 million over the FY 2004 enacted amount. This initiative will provide people seeking clinical treatment and/or recovery support services with vouchers to pay for the care they need. It also will allow assessment of need and will provide vouchers for clients who require clinical treatment and/or recovery support services but would not otherwise be able to access care. Vouchers may be redeemed for services at eligible organizations, including those that are faith-based, and will allow more flexible service delivery.

- **National Institute on Drug Abuse (NIDA): +\$28.3 million.** This increase will ensure NIDA's continuing commitment to key research efforts, including basic research on the nature of addiction, development of science-based behavioral interventions, medications development, and the rapid translation of research findings into practice. NIDA initiatives play a key role in achieving the drug use reduction goals set by the President. Such efforts include: the National Prevention Research Initiative, Interventions and Treatment for Current Drug Users Who Are Not Yet Addicted, the National Drug Abuse Treatment Clinical Trials Network, and Research Based Treatment Approaches for Drug Abusing Criminal Offenders.
- **Office of Justice Programs—Drug Courts Program: +\$32.0 million.** The Drug Courts program provides alternatives to incarceration by using the coercive power of the court to force abstinence and alter behavior with a combination of escalating sanctions, mandatory drug testing, treatment, and strong aftercare programs. The Administration recommends a funding level of \$70.0 million for the Drug Courts program in FY 2005. This represents an increase of \$32.0 million over the FY 2004 enacted amount. The additional funding will increase the scope and quality of drug court services with the goal of improving retention in, and successful completion of, drug court programs. Funding also is included to generate drug court program outcome data.

Disrupting the Market: Attacking the Economic Basis of the Drug Trade

- **DEA—Priority Targeting Initiative: +\$34.7 million.** This initiative will strengthen DEA's efforts toward disrupting or dismantling Priority Target Organizations, including those linked to organizations on the Consolidated Priority Organization Target (CPOT) list.
- **Organized Crime Drug Enforcement Task Forces (OCDETF) Program.** This program directly supports the Administration's efforts to reduce the threat of illegal drugs by disrupting and dismantling major drug trafficking and money laundering organizations. The budget includes resources for the following initiatives in order to better equip the program to accomplish its mission:
 - **Assistant U.S. Attorney Initiative: +\$9.6 million.** This proposal includes 113 positions to correct existing staffing imbalances within the U.S. Attorney workforce, thereby achieving an appropriate balance between investigative and prosecutorial resources. This request represents the first phase of a four-year plan to achieve a ratio of 1 Assistant U.S. Attorney for every 4.5 investigative agents.
 - **Fusion Center Initiative: +\$6.3 million.** This request supports and expands the capacity of the Fusion Center which analyzes drug trafficking and related financial investigative

information and disseminates investigative leads to OCDETF participants. This enhancement provides a total of 60 positions to coordinate and conduct nationwide investigations generated as a result of analysis by Fusion Center personnel.

- **Financial Initiative: +\$4.5 million.** This enhancement funds 28 additional positions to increase the Internal Revenue Service (IRS) participation in all OCDETF investigations. The IRS's expertise is critical to effectively identifying, disrupting and dismantling the financial infrastructure of drug trafficking organizations.
- **Customs and Border Protection—Border Security Technology and Equipment: +\$54.2 million (approximately \$11.9 million drug-related).** This proposed increase will continue expansion of the Remote Video System (RVS) along the borders for enhanced detection and monitoring capability. While this enhancement is largely for counterterrorism, it will also benefit the counterdrug effort.
- **Immigration and Customs Enforcement—Increase P-3 Flight Hours: +\$28.0 million.** P-3 aircraft are critical to interdiction operations in the source and transit zones, as they provide vital radar coverage in regions where mountainous terrain, expansive jungles and large bodies of water limit the effectiveness of ground-based radar. This request will increase P-3 flight hours from 200 to 600 hours per month.
- **U.S. Coast Guard—Integrated Deepwater System: \$678.0 million (\$140.9 million drug-related).** This request continues support for the Coast Guard's Deepwater Project. This effort focuses on the re-capitalization and modernization of the Coast Guard's aging and obsolete assets, including cutters, aircraft and command centers. Although only a portion of this initiative is related to drug control, the re-capitalization of these assets will enhance Coast Guard's ability to conduct counterdrug activities.
- **Department of State—Andean Counterdrug Initiative (ACI): \$731.0 million.** The FY 2005 request will fund projects needed to continue the enforcement, border control, crop reduction, alternative development, institution building, and administration of justice and human rights programs in the region. The ACI budget provides support to Colombia, Peru, Bolivia, Ecuador, Brazil, Venezuela and Panama.

Changes to the National Drug Control Budget

Department of Justice, Office of Justice Programs: The FY 2005 National Drug Control Budget includes a restatement of the prior year reporting of the drug control funding by function (see *Table 3: Historical Drug Control Funding by Function*) to reflect the removal of the Byrne Grant program from the drug tables for fiscal years 1996 to 2002. The Byrne Grant program was removed from the drug control budget since states have discretion to use the funding in any of 29 purpose areas, many of which are not drug-related (i.e., crime victim assistance, child abuse crimes, disrupting illicit commerce in stolen goods and property, etc.). The use of these funds for non-drug control areas dilutes the Byrne Grant program's drug control nexus. The effect of this restatement removes approximately \$400 to \$500 million per year from the following functional areas: state and local assistance, treatment, and prevention.

Department of Transportation, National Highway Traffic Safety Administration (NHTSA): The portion of NHTSA's budget that deals with the Drug Impaired Driving program (formerly the Drug Evaluation and Classification program), which trains law enforcement officers and prosecutors in detecting and prosecuting drug-impaired drivers, is included in the drug control budget. This recognizes that not only do drug-impaired drivers constitute a significant threat on our nation's highways, but arresting a drugged driver may provide a valuable opportunity to get that driver into drug treatment. For continuity purposes, *Table 3: Historical Drug Control Funding by Function* includes a restatement of the prior years to reflect the addition of NHTSA's Drug Impaired Driving program.

Performance

The annual National Drug Control Strategy, Budget Summary has traditionally included a section for each agency on program accomplishments for the last completed fiscal year. This document, in furtherance of the Administration's commitment to integrating performance data more closely with budgets, moves away from the usual description of meetings and other outputs to a more results-oriented focus. Specifically, the Performance sections for each agency are drawn from their Government Performance and Results Act (GPRA) documents—in particular the FY 2003 Performance and Accountability Report—as well as the Program Assessment Rating Tool (PART) results. Additional information from budget justifications and internal management documents are included where appropriate.

The Administration's emphasis on integrating budget and performance was institutionalized through an annual assessment of federal programs as part of the budget process. The PART is used to review 20 percent of federal programs every year. For FY 2004, 8 federal drug control programs were rated, and for the FY 2005 budget cycle, an additional 4 programs were reviewed, bringing the total to 45 percent of the drug control budget. The PART evaluates a program's purpose, planning, management, and results to determine its overall effectiveness rating. Along each of these four dimensions, a program may receive a score from 0 to 100. It is an accountability tool that attempts to determine the strengths and weaknesses of federal programs with an emphasis on the results produced.

The Performance sections in this document present PART scores and the year of the review for each program. They also display performance targets and actual accomplishments, as reflected in agency GPRA documents. Outputs reflect the program products and services whereas outcomes reflect desired results. Supplementary qualitative information is also provided.

II. Drug Control Funding Tables

Table 1: Federal Drug Control Spending By Function
FY 2003–FY 2005
(Budget Authority in Millions)

| | FY 2003 | FY 2004 | FY 2005 | FY 04 - FY 05 | |
|----------------------------|-------------------|-------------------|-------------------|----------------------|-------------|
| | Final | Enacted | Request | Change | |
| Function: | | | | | |
| Treatment (w/ Research) | \$3,223.9 | \$3,392.1 | \$3,717.3 | \$325.2 | 9.6% |
| <i>Percent</i> | <i>28.3%</i> | <i>28.1%</i> | <i>29.4%</i> | | |
| Prevention (w/ Research) | 1,966.4 | 1,985.3 | 1,977.7 | (7.6) | (0.4%) |
| <i>Percent</i> | <i>17.3%</i> | <i>16.4%</i> | <i>15.6%</i> | | |
| Domestic Law Enforcement | 2,954.1 | 3,080.5 | 3,201.1 | 120.6 | 3.9% |
| <i>Percent</i> | <i>25.9%</i> | <i>25.5%</i> | <i>25.3%</i> | | |
| Interdiction | 2,147.5 | 2,490.6 | 2,602.7 | 112.1 | 4.5% |
| <i>Percent</i> | <i>18.8%</i> | <i>20.6%</i> | <i>20.6%</i> | | |
| International | 1,105.1 | 1,133.9 | 1,149.9 | 16.0 | 1.4% |
| <i>Percent</i> | <i>9.7%</i> | <i>9.4%</i> | <i>9.1%</i> | | |
| Total | \$11,397.0 | \$12,082.3 | \$12,648.6 | \$566.3 | 4.7% |
| Supply/Demand Split | | | | | |
| Supply | \$6,206.7 | \$6,705.0 | \$6,953.7 | \$248.6 | 3.7% |
| <i>Percent</i> | <i>54.5%</i> | <i>55.5%</i> | <i>55.0%</i> | | |
| Demand | 5,190.3 | 5,377.3 | 5,694.9 | 317.6 | 5.9% |
| <i>Percent</i> | <i>45.5%</i> | <i>44.5%</i> | <i>45.0%</i> | | |
| Total | \$11,397.0 | \$12,082.3 | \$12,648.6 | \$566.3 | 4.7% |

Table 2: Drug Control Funding: Agency Summary
FY 2003–FY 2005
(Budget Authority in Millions)

| | FY 2003 | FY 2004 | FY 2005 |
|---|-------------------|-------------------|-------------------|
| | Final | Enacted | Request |
| Department of Defense | \$905.9 | \$908.6 | \$852.7 |
| Department of Education | 644.0 | 624.5 | 611.0 |
| Department of Health and Human Services | | | |
| National Institute on Drug Abuse | 960.9 | 990.8 | 1,019.1 |
| Substance Abuse and Mental Health Services Administration | 2,354.3 | 2,488.7 | 2,637.7 |
| Total HHS | 3,315.2 | 3,479.5 | 3,656.8 |
| Department of Homeland Security | | | |
| Immigration and Customs Enforcement | 518.0 | 538.7 | 575.8 |
| Customs and Border Protection | 873.9 | 1,070.5 | 1,121.4 |
| U.S. Coast Guard | 648.1 | 773.7 | 822.3 |
| Total HLS | 2,040.0 | 2,382.9 | 2,519.4 |
| Department of Justice | | | |
| Bureau of Prisons | 43.2 | 47.7 | 49.3 |
| Drug Enforcement Administration | 1,639.8 | 1,703.0 | 1,815.7 |
| Interagency Crime and Drug Enforcement ^{1/} | 477.2 | 550.6 | 580.6 |
| Office of Justice Programs | 269.6 | 181.3 | 304.3 |
| Total Department of Justice | 2,429.8 | 2,482.7 | 2,749.9 |
| ONDCP | | | |
| Operations | 26.3 | 27.8 | 27.6 |
| High Intensity Drug Trafficking Area Program | 226.0 | 225.0 | 208.4 |
| Counterdrug Technology Assessment Center | 46.5 | 41.8 | 40.0 |
| Other Federal Drug Control Programs | 221.8 | 227.6 | 235.0 |
| Total ONDCP | 520.6 | 522.2 | 511.0 |
| Department of State | | | |
| Bureau of International Narcotics and Law Enforcement Affairs | 874.3 | 914.4 | 921.6 |
| Department of Veterans Affairs | | | |
| Veterans Health Administration | 663.7 | 765.3 | 822.8 |
| Other Presidential Priorities ^{2/} | 3.4 | 2.2 | 3.5 |
| Total, Federal Drug Budget | \$11,397.0 | \$12,082.3 | \$12,648.6 |

^{1/} Prior to FY 2004, funds for the Interagency Crime and Drug Enforcement programs were appropriated into two accounts, one in the Justice Department and one in the Treasury Department. Beginning in FY 2004 those accounts were consolidated. In this table funding is shown as combined for all three years.

^{2/} Includes the Small Business Administration's Drug Free Workplace grants and the National Highway Traffic Safety Administration's Drug Impaired Driving program.

Table 3: Historical Drug Control Funding by Function
FY 1996–2005
(Budget Authority in Millions)

| FUNCTIONAL AREAS ¹ | FY 1996 Actual | FY 1997 Actual | FY 1998 Actual | FY 1999 Actual | FY 2000 Final | FY 2001 Final | FY 2002 Final | FY 2003 Final | FY 2004 Enacted | FY 2005 Request |
|--------------------------------------|---------------------------|---------------------------|---------------------------|---------------------------|--------------------------|--------------------------|--------------------------|--------------------------|----------------------------|----------------------------|
| Demand Reduction | | | | | | | | | | |
| Drug Abuse Treatment | \$1,928.7 | \$2,132.7 | \$1,947.4 | \$2,175.6 | \$2,241.6 | \$2,491.6 | \$2,544.7 | \$2,612.5 | \$2,775.3 | \$3,084.8 |
| Drug Abuse Prevention | 902.0 | 1,106.9 | 1,330.8 | 1,407.6 | 1,445.8 | 1,540.8 | 1,639.0 | 1,583.6 | 1,579.2 | 1,566.1 |
| Treatment Research | 281.6 | 309.6 | 322.2 | 373.5 | 421.6 | 489.0 | 547.8 | 611.4 | 616.7 | 632.5 |
| Prevention Research | 187.4 | 206.5 | 219.6 | 249.9 | 280.8 | 326.8 | 367.4 | 382.9 | 406.0 | 411.5 |
| Total Demand Reduction | 3,299.7 | 3,755.6 | 3,819.9 | 4,206.6 | 4,389.7 | 4,848.3 | 5,098.9 | 5,190.3 | 5,377.3 | 5,694.9 |
| <i>Percentage</i> | <i>52.6%</i> | <i>49.9%</i> | <i>50.1%</i> | <i>45.7%</i> | <i>43.2%</i> | <i>49.4%</i> | <i>46.8%</i> | <i>45.5%</i> | <i>44.5%</i> | <i>45.0%</i> |
| Domestic Law Enforcement | | | | | | | | | | |
| | 1,624.1 | 1,836.3 | 1,937.5 | 2,100.6 | 2,238.3 | 2,462.8 | 2,794.7 | 2,954.1 | 3,080.5 | 3,201.1 |
| <i>Percentage</i> | <i>25.9%</i> | <i>24.4%</i> | <i>25.4%</i> | <i>22.8%</i> | <i>22.0%</i> | <i>25.1%</i> | <i>25.7%</i> | <i>25.9%</i> | <i>25.5%</i> | <i>25.3%</i> |
| Interdiction | | | | | | | | | | |
| | 1,106.7 | 1,549.3 | 1,406.5 | 2,155.6 | 1,904.4 | 1,895.3 | 1,913.7 | 2,147.5 | 2,490.6 | 2,602.7 |
| <i>Percentage</i> | <i>17.6%</i> | <i>20.6%</i> | <i>18.4%</i> | <i>23.4%</i> | <i>18.8%</i> | <i>19.3%</i> | <i>17.6%</i> | <i>18.8%</i> | <i>20.6%</i> | <i>20.6%</i> |
| International | | | | | | | | | | |
| | 243.6 | 389.9 | 464.0 | 746.3 | 1,619.2 | 617.3 | 1,084.5 | 1,105.1 | 1,133.9 | 1,149.9 |
| <i>Percentage</i> | <i>3.9%</i> | <i>5.2%</i> | <i>6.1%</i> | <i>8.1%</i> | <i>15.9%</i> | <i>6.3%</i> | <i>10.0%</i> | <i>9.7%</i> | <i>9.4%</i> | <i>9.1%</i> |
| TOTALS | \$6,274.1 | \$7,531.2 | \$7,628.0 | \$9,209.1 | \$10,151.5 | \$9,823.8 | \$10,891.9 | \$11,397.0 | \$12,082.3 | \$12,648.6 |

¹ Consistent with the restructured drug budget, ONDCP has adjusted the amounts reported for fiscal years 1996 - 2002 to eliminate the BYRNE grant funding from this table and have included funding for the National Highway Traffic Safety Administration's Drug Impaired Driving program.

III. Agency Budget Summaries

DEPARTMENT OF DEFENSE

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 | 2004 | 2005 |
|---|------------------|------------------|------------------|
| | Final | Enacted | Request |
| Drug Resources by Function | | | |
| Intelligence | \$120.014 | \$120.061 | \$116.122 |
| Interdiction | 433.174 | 452.567 | 447.199 |
| Investigations | 63.140 | 51.993 | 45.273 |
| Prevention | 104.228 | 116.557 | 114.966 |
| Research & Development | 18.179 | 14.357 | 16.534 |
| State and Local Assistance | 161.100 | 146.335 | 105.460 |
| Treatment | 6.072 | 6.746 | 7.143 |
| Total | \$905.907 | \$908.616 | \$852.697 |
| Drug Resources by Decision Unit | | | |
| Counternarcotics Central Transfer Account | \$871.907 | \$835.616 | \$852.697 |
| Wartime Supplemental Act, 2003 | 34.000 | --- | --- |
| Afghanistan Supplemental Account | --- | 73.000 | --- |
| Total | \$905.907 | \$908.616 | \$852.697 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 1,394 | 1,405 | 1,405 |
| Information | | | |
| Total Agency Budget (Billions) | \$437.5 | \$441.4 | \$401.7 |
| Drug Percentage | 0.2% | 0.2% | 0.2% |

II. PROGRAM SUMMARY

- The Department of Defense (DoD) performs counternarcotics missions that execute its:
 - mandatory detection and monitoring missions;
 - demand reduction activities;
 - support to domestic and host nation law enforcement and/or military forces; and
 - other missions that support the war on terrorism, readiness, national security, and security cooperation goals.

- The DoD carries out these missions by:
 - acting as the single lead federal agency to detect and monitor the aerial and maritime transit of illegal drugs toward the U.S.;
 - collecting, analyzing and disseminating intelligence on drug activity; and
 - providing training for U.S. and foreign drug law enforcement agencies and foreign military forces with drug enforcement responsibilities
- The DoD also approves and funds Governors' State Plans for National Guard use, when not in federal service, to support drug interdiction and other counter-narcoterrorism activities, as authorized by state laws.
- In accordance with its statutory authorities, DoD will use its counternarcotics resources as effectively and efficiently as possible to achieve national and department counternarcotics goals. DoD will continue to advance the national priorities of the *Strategy*. In light of the conflicts in Iraq and Afghanistan and the continuing global war against terror, the military must necessarily limit its contributions to the war on drugs to those functions that are militarily unique and benefit the department's primary missions. Therefore, the primary responsibility for military support to domestic law enforcement has now shifted to the National Guard; thus freeing active duty and reserve units for operations in Iraq, Afghanistan and for the global war on terrorism. Additionally, the department committed to improving information sharing between DoD and law enforcement agencies in support of counter-narcoterrorism objectives. DoD is installing classified computer systems and networks in High Intensity Drug Trafficking Area intelligence centers, operated by National Guard intelligence analysts; and active duty and reserve members playing an integral role in arrival zone detection and monitoring, cross-agency intelligence fusion, and the development of actionable intelligence.
- The department has assimilated the President's goal of a 25 percent reduction in drug use over five years into its strategic plan. The approach emphasizes prevention of drug use through pre-accession and random drug testing, anti-drug education and treatment. Emphasis is placed on deterring drug use through cost effective drug testing with punitive consequences for members who are identified as drug users.
- DoD will continue to provide critical intelligence support to national policies designed to dismantle narcotics trafficking and related international terrorism organizations, to deny cocaine shipment from Colombia, to seize drugs and destroy processing sites in the source nations, and to counter the various aspects of heroin trafficking. These intelligence support programs make use of unique DoD capabilities, systems, skills, and expertise that directly support the *Strategy*.
- Technology continues to be a significant enhancement to counter-narcoterrorism efforts. Specifically, advanced intelligence collection and analysis, communications, data mining, and detection systems increase the United States Government (USG) capabilities to target drug activity.

- Since September 11, 2001, DoD has expanded its counter-narcoterrorism mission to include targeting those terrorists groups worldwide that use narcotics trafficking to support terrorist activities. In order to support the war on terrorism, DoD uses its resources in the U.S. Central Command and U.S. Europe Command area of responsibilities (AORs) in areas/regions where terrorists most benefit from illicit drug revenue and know-how. Additionally DoD is working to bolster already well-established counter-narcoterrorism efforts in the U.S. Pacific Command's AOR.
- Colombia offers a unique window of opportunity with congressional approval of expanded authority and the aggressive leadership of President Uribe. The Administration has committed support to President Uribe for a secure and democratic Colombia, providing resources in support of Colombia's Plan Patriota. Supplemental funding (\$34 million) in FY 2003 was provided by Congress for DoD support to Colombia initiatives. With existing funds and the additional supplemental funding, U.S. Southern Command (USSOUTHCOM) increased support to the Colombian military, adding to their capability through a variety of programs. These programs provided critical support in logistics, mobility, light infantry operations, riverine operations, command, control and communications, at-sea interception, maintenance, security, base operations support, intelligence collection and dissemination. Congress extended expanded authority to support Colombia's counternarcotics and counter-terrorist efforts for FY 2004. Interagency Principals decided to increase assistance for the Colombian military during FYs 2004 and 2005. USSOUTHCOM developed a support package to provide needed assistance to the Colombian military and funding has been secured. The department's counter-narcoterrorism activities in Colombia will continue to support programs already established during FY 2003 and will focus on increasing the Colombian military's capability in mobility, logistics, operationalizing intelligence, planning assistance, medical evacuation and care, secure communications, and security. In addition to Colombia support, USSOUTHCOM will continue detection and monitoring operations in the Transit Zone in order to support interdiction operations.
- DoD provides, through Combatant Commands, the Military Departments, and the Defense Agencies, unique military personnel, systems, and capabilities that support domestic law enforcement agencies and foreign security forces involved in counter-narcoterrorism activities, including activities that aid, benefit from, or are related to narcotics trafficking. This broad-scope support is provided primarily under the authorities contained in 10 U.S. Code Sections 124, 371-374, 379-381, 2576, 2576a, Title 32 U.S. Code, Section 112, Section 1004, National Defense Authorization Act for 1991, as amended, and Section 1033 of the National Defense Authorization Act for 1998.
- The Office of Counternarcotics, with oversight from the Under Secretary of Defense for Policy, is the single focal point for DoD's counterdrug activities and ensures that DoD develops and implements a focused counternarcotics program with clear priorities and measured results. Consistent with applicable laws, authorities, regulations, and funding/resource availability, DoD will ensure that sufficient forces and resources are allocated to the counternarcotics mission to achieve high-impact results. When providing this counternarcotics support to domestic and foreign law enforcement agencies, the department will not directly participate in a search, seizure, arrest, or other similar activity.

III. BUDGET SUMMARY

2004 Program

- The total FY 2004 budget is \$908.6 million. This funding supports the following activities:

Demand Reduction

- A total of \$26.2 million is for the National Guard State Plans and Service outreach programs, and the Young Marines outreach program, and \$97.1 million is for the continued support of DoD Demand Reduction programs. These funds support 100 percent drug testing for active duty military, National Guard and Reserve personnel, and DoD civilian employees; drug abuse prevention/education activities for military and civilian personnel and their dependents; and drug treatment for military personnel.

Domestic Support

- This funding supports federal, state and local drug law enforcement agencies' (DLEAs) requests for domestic operational and logistical support, and assists efforts to reduce drug-related crime. This includes \$195.7 million for the National Guard State Plans that supports domestic law enforcement efforts and the counter-narcoterrorism schools; \$21.3 million for Domestic Operational Support, such as US Northern Command (NORTHCOM) counter-narcoterrorism support to DLEAs and Title 10 National Guard translation efforts; \$30.9 million for domestic detection and monitoring efforts (Tethered Aerostats); and \$20.5 million for Command, Control, Communication, Computers, and Intelligence (C4I) support, such as ADNET.

Intelligence and Technology

- Intelligence programs collect, process, analyze, and disseminate information required for counter-narcoterrorism operations. Technology programs increase the department's abilities to target narco-terrorist activity. A total of \$54.9 million is for counter-narcoterrorism intelligence support and analysis; \$21.4 million is for signal intelligence (SIGINT) collection and processing; \$7.3 million is for Service and SOCOM command and control programs; and \$12.3 million is for CN Technology efforts.

CENTCOM, PACOM and EUCOM AOR Support

- Counter-narcoterrorism programs support efforts in the U.S. Central Command, U.S. Pacific Command, U.S. European Command AORs to detect, interdict, disrupt or curtail activities related to substances, material, weapons or resources used to finance, support, secure, cultivate, process or transport illegal drugs. In total, \$83.6 million supports operations in those AORs, including Section 1033 support; \$13.9 million is for AOR Command and Control support.

Southern Command AOR Support

- Efforts in the SOUTHCOM AOR include detection and monitoring operations to assist U. S. law enforcement agencies to counter the flow of drugs in transit into the United States, and supporting nations (such as Colombia) to fight narco-terrorism. A total of \$164.4 million is for detection and monitoring platforms and assets; \$105.1 million is for operational support; and \$53.8 million is for AOR command and control support, including Joint Interagency Task Force South.

2005 Request

- The request of \$852.7 million for FY 2005 for the Central Transfer Account reflects price growth of \$11.4 million and a program decrease of \$67.3 million from the FY 2004 enacted level. The FY 2005 counter-narcoterrorism budget will continue to fund, within fiscal constraints, an array of effective programs that support the Strategy and department goals. Funding will support the following activities:

Demand Reduction

- A total of \$19.4 million is for the National Guard State Plans and Service outreach programs, and the Young Marines outreach program, and \$102.7 million is for the continued support of DoD Demand Reduction programs. These funds support 100 percent drug testing for active duty military, National Guard and Reserve personnel, and DoD civilian employees; drug abuse prevention/education activities for military and civilian personnel and their dependents; and drug treatment for military personnel.

Domestic Support

- This funding supports federal, state and local drug law enforcement agencies' (DLEAs) requests for domestic operational and logistical support, and will assist the DLEAs in their efforts to reduce drug-related crime. This includes \$151.1 million for the National Guard State Plans that supports domestic law enforcement efforts and the counter-narcoterrorism schools; \$20.3 million for Domestic Operational Support, such as US Northern Command (NORTHCOM) counter-narcoterrorism support to DLEAs and Title 10 National Guard translation efforts; \$32.3 million for domestic detection and monitoring efforts (Tethered Aerostats); and \$15.8 million for Command, Control, Communication, Computers, and Intelligence (C4I) support, such as ADNET.

Intelligence and Technology

- Intelligence programs collect, process, analyze, and disseminate information required for counter-narcoterrorism operations. Technology programs increase the department's abilities to target narco-terrorist activity. A total of \$58.6 million is for counter-narcoterrorism intelligence support and analysis; \$21.1 million is for signal intelligence (SIGINT) collection and processing; \$10.0 million is for Service and SOCOM command and control programs; and \$13.7 million is for CN Technology efforts.

CENTCOM, PACOM and EUCOM AOR Support

- Emerging Threats programs support efforts in the U.S. Central Command, U.S. Pacific Command, U.S. European Command AORs to detect, interdict, disrupt or curtail activities related to substances, material, weapons or resources used to finance, support, secure, cultivate, process or transport illegal drugs. In total, \$29.0 million supports operations in those AORs, including Section 1033 support. In addition, \$11.9 million is for AOR Command and Control support.

Southern Command AOR Support

- Efforts in the SOUTHCOM AOR include detection and monitoring operations to assist U. S. law enforcement agencies to counter the flow of drugs in transit into the United States, and supporting nations (such as Colombia) to fight narco-terrorism. A total of \$173.0 million is for detection and monitoring platforms and assets; \$142.5 million is for operational support; and \$51.4 million is for AOR command and control support, including Joint Interagency Task Force South.

IV. PERFORMANCE

Summary

- This section on program accomplishments is drawn from DoD's FY 2004/2005 Biennial Budget Estimate, with accompanying FY 2003 internal management performance accomplishments narrative. The DoD Performance and Accountability Report contain performance goals, objectives, targets and performance data for demand reduction drug testing activities. DoD maintains performance results for most other programs and is working to develop performance metrics with annual targets appropriate to DoD's counternarcotics support role.
- The DoD counternarcotics program has not been reviewed under the Administration's PART process. The output measures presented indicate in part how program performance is being monitored.
- DoD is on track to reduce drug use by 25 percent over the next few years. The actual percent positive test rate was 1.26 percent against a projected annual target of 1.42 percent for FY 2003.
- The National Guard provided significant support to domestic U.S. law enforcement agencies in the areas of counternarcotics training, aviation flight hours, engineer operations, intelligence support and document translation. Selected examples of support are depicted in the chart below.

| Selected Measures of Performance | | |
|--|----------------|---------------|
| PART Review | | |
| Not Reviewed | | |
| Outcome-Oriented Measures | FY 2003 | |
| | Target | Actual |
| Percent of active duty military personnel testing positive for drug use | 1.42 | 1.26 |
| Selected Output Measures | FY 2003 | |
| | Target | Actual |
| a. Demand Reduction | | |
| Young Marines Program (number of youth participants) | * | 13,000 |
| b. Domestic Support to Law Enforcement Agencies (Supply Reduction) | | |
| Number of National Guard aviation flight hours | * | 35,000 |
| Number of National Guard intelligence support workyears | * | 740 |
| Number of National Guard-assisted drug seizures | * | 770 |
| Metric tons of cocaine seized with National Guard assistance | * | 80 |
| c. Transit Zone International and Detection & Monitoring Programs | | |
| Aviation flight hours | * | 10,700 |
| Naval surface ship steaming days | * | 3,500 |
| Metric tons of cocaine seized with DoD assistance | * | 88 |
| d. Source Zone Partner Nation Support | | |
| Number of Colombian pilots receiving aviation training to fly USG-provided Plan Colombia helicopters | * | 114 |
| Number of basic rotary pilots trained/graduated | * | 42/33 |
| Number of Huey II pilots trained/graduated pilots | * | 32/30 |

* Note: DoD has not established targets for support external to DoD.

Discussion

- **Demand Reduction:** DoD set a goal of reducing the amount of drug use in the entire DoD population by 10 percent in two years and 25 percent in five years using 2002 as a baseline. This goal was established in FY 2002. The percentage of drug tests that return positive results for illicit drugs has dropped from 1.49 percent in 2002 to 1.26 percent in 2003.
- **Domestic Support:** The National Guard supported the maintenance and management of four regional counternarcotics training centers which provide training for regional Law Enforcement Agencies. Over 19,000 students were trained at these centers in FY 2003.

Over 30,000 narcotics-related documents were translated by National Guard personnel in support of law enforcement efforts.

- **Transit Zone:** DoD provided assets in support of counternarcotics detection and monitoring operations to both JIATF-S and JIATF-W. These assets include aircraft, (E-2, P-3), helicopters, naval ships, and radar, which are employed in concert with other assets from the U.S. Coast Guard and Immigration and Customs Enforcement (ICE). DoD assets do not conduct endgames or actual interdiction/seizures but make a significant contribution to the overall interagency effort and performance results. As the lead agency for detection and monitoring operations, DoD provides operational command and control, planning, communications, intelligence, and training. DoD support directly assisted Law Enforcement Agencies with seizing over 88 metric tons of cocaine in the Transit Zone during FY 2003.
- **Source Zone Partner Nation Support:** DoD maintains a primary focus on continuing multiple mission support to Colombia. In addition to aviation training in Colombia, DoD provides assistance to partner nations' counter-narcoterrorist operations with training, communications, minor construction, equipment, intelligence, and planning assistance. Training support was also provided to Ecuador, Peru, Bolivia, the Dominican Republic, Paraguay, Costa Rica, Mexico, Thailand, Malaysia, Uzbekistan, and Turkmenistan. Over 100 counternarcotics training deployments were conducted in FY 2003 training over 11,500 personnel.

DEPARTMENT OF EDUCATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Prevention | \$643.999 | \$624.498 | \$610.977 |
| Total | \$643.999 | \$624.498 | \$610.977 |
| Drug Resources by Decision Unit | | | |
| Safe and Drug-Free Schools and Communities (SDFSC) State Grants | \$468.949 | \$440.908 | \$440.908 |
| SDFSC National Programs | 175.050 | 183.590 | 170.069 |
| Total | \$643.999 | \$624.498 | \$610.977 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) ¹ | ---- | ---- | ---- |
| Information | | | |
| Total Agency Budget | \$63,256.8 | \$63,270.7 | \$66,433.4 |
| Drug Percentage | 1.0% | 1.0% | 0.9% |

¹ Estimates for these staffing levels are no longer provided. The personnel cost of administering the SDFSC program are paid from the department's Program Administration account and not from the SDFSC program appropriation.

II. PROGRAM SUMMARY

- The Department of Education (ED) administers programs to improve and expand elementary and secondary education, special education and early intervention programs for children with disabilities, English language acquisition for limited English proficient and immigrant children, vocational and adult education, and higher education. In addition, ED carries out research, data collection, and civil rights enforcement activities.
- The programs funded under the Safe and Drug-Free Schools and Communities (SDFSC) Act comprise the only ED programs included in the drug control budget. The SDFSC program provides funding for research-based approaches to drug and violence prevention that support the *Strategy*. Under the SDFSC Act, funds are appropriated directly for State Grants and for National Programs.

- SDFSC State Grant funds are allocated by formula to states and territories, half on the basis of school-aged population and half on the basis of each state's share of the prior-year's federal funding for "concentration grants to local educational agencies (LEAs) for improving the academic achievement of disadvantaged students" under section 1124A of Title I of the Elementary and Secondary Education Act (ESEA). Generally, Governors receive 20 percent, and state educational agencies (SEAs) 80 percent, of each state's allocation. SEAs are required to subgrant at least 93 percent of their allocations to LEAs; these subgrants are based 60 percent on LEA shares of prior-year funding under Part A of title I of the ESEA, and 40 percent on enrollment. LEAs may use their SDFSC State Grant funds for a wide variety of activities to prevent or reduce violence and delinquency and the use, possession, and distribution of illegal drugs, and thereby foster a safe and drug-free learning environment that supports academic achievement. Governors may use their funds to award competitive grants and contracts to LEAs, community-based organizations, and other public and private organizations for activities to provide safe, orderly, and drug-free schools and communities through programs and activities that complement and support activities of LEAs.
- SDFSC National Programs authorizes funding for programs and activities to help promote safe and drug-free learning environments for students and address the needs of at-risk youth.
- SDFSC National Programs also authorizes (1) mentoring programs, and (2) Project SERV (School Emergency Response to Violence, a crisis response program that provides education-related services to LEAs in which the learning environment has been disrupted due to a violent or traumatic crisis). However, since these programs have no clear drug control nexus, funds for these two appropriation amounts are not included in the drug control budget.

III. BUDGET SUMMARY

2004 Program

- The FY 2004 enacted level includes \$624.5 million for prevention activities that support the *Strategy*. This includes \$440.9 million for SDFSC State Grants and \$183.6 million for SDFSC National Programs. Within the SDFSC National Programs, \$2 million will be used to continue the demonstration program, begun in FY 2003, to develop or enhance, implement, and evaluate student drug testing programs. Also within National Programs, \$6 million will be used for activities such as incentive grants to LEAs to help improve the outcomes of SDFSC State Grant programs through improved planning and needs assessment, program selection and implementation, and data collection and evaluation methods.

2005 Request

- The FY 2005 drug control request for ED's drug prevention activities includes \$440.9 million for SDFSC State Grants and \$170.1 million for SDFSC National Programs, for a total of \$611.0 million.

SDFSC State Grants

- The FY 2005 request of level funding for SDFSC State Grants would provide sustained support for drug and violence prevention programs in school districts and communities throughout the country.

SDFSC National Programs

- The request for the National Programs totals \$170.1 million. Key programs supported within the overall level of funding include:
 - \$23.0 million increase to expand significantly the number of demonstration grants for student drug testing (from 8 grants in 2004 to an estimated 100 in 2005). With this enhancement, program funding for school drug testing in FY 2005 will total \$25.0 million. Drug testing funded by these grants must be part of a comprehensive drug prevention program in the schools served, and provide for the referral to treatment or counseling of the students identified as drug users. The projects funded by these grants must also be consistent with recent Supreme Court decisions regarding student drug testing and must ensure the confidentiality of testing results.
 - \$12 million increase for “incentive grants” and related support for improved planning, needs assessment, and data collection activities to help LEAs carry out especially well-designed programs, and enhance the ability of states to report, and LEAs to use, meaningful outcome measures on youth drug use and violence to improve the overall performance of the SDFSC State Grants program. While the program statute requires recipients of SDFSC State Grant funds to meet general “principles of effectiveness” for instituting measurable goals and objectives, research-based programs, and strong evaluation techniques, there is no incentive or award under the state formula grant program for LEAs to comply with these principles of effectiveness in a rigorous way. This initiative is intended to encourage them to do so.
 - \$46 million for a new round of grants under the Safe Schools/Healthy Students initiative (for a total of \$90 million for this initiative), that ED is funding in conjunction with HHS. These comprehensive prevention projects show great promise in helping to create safe, disciplined, and drug-free learning environments and promoting healthy childhood development in the schools and communities served.

IV. PERFORMANCE

Summary

- This section on the accomplishments of the SDFSC program is drawn from the FY 2005 Budget Request and Plan, the FY 2003 Performance and Accountability Report, and the FY 2004 PART review. The table includes conclusions from the PART assessment including: scores on program purpose, strategic planning, management, and results achieved. This information is synthesized into an overall rating of the program’s effectiveness. Also included is a comparison of targets and achievements from the GPRA documents listed

above for the latest year for which data are available. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.

- The PART rating concluded that the SDFSC State Grant program was “Ineffective” largely because of a lack of meaningful outcome measures for the program. ED has since developed a new strategy for assessing whether the program is making an investment that will yield desired outcomes. This strategy will augment national survey data on the prevalence of youth drug use and violence with information on the extent to which grant recipients are implementing research-based practices and employing rigorous impact evaluations. In addition, ED is focusing its efforts on improving state and local data collection efforts.

| Selected Measures of Performance | | | |
|---|----|--|-----------------|
| PART Review | | | |
| Purpose | 60 | FY 2004 Rating: <i>Infective</i> . Not updated in FY 2005. The program failed to demonstrate effectiveness because it relied exclusively on national survey data that do not reflect state and local drug use. Grant funds are spread too thinly to support quality interventions. | |
| Planning | 57 | | |
| Management | 38 | | |
| Results | 0 | | |
| Outcome-Oriented Measures | | FY 2003 | |
| | | Target | |
| | | Actual | |
| a. Rate of annual 8th grader use of marijuana and other drugs in school | | 3% | not available* |
| b. Rate of annual 12th grader use of marijuana and other drugs in school | | 7% | not available* |
| c. Rate of annual 8th grader use of alcohol in school | | 4% | not available* |
| d. Rate of annual 12th grader use of alcohol in school | | 7% | not available* |
| e. Percent National Program grantees meeting their measurable goals and objectives | | 85% | not available** |
| f. Percent Safe Schools/Healthy Students grantees meeting their measurable goals and objectives | | 75% | not available** |
| Selected Output Measures | | FY 2003 | |
| | | Target | Actual |
| a. # awards -- drug testing initiative | | none | 8 |
| b. # awards -- safe school/healthy students | | none | 89 |
| c. # awards -- postsecondary prevention | | none | 13 |

* The special Monitoring the Future survey tabulations necessary for these data were not requested since these measures are being reconsidered for future years.

** Grantee data not yet tabulated.

Discussion

- The FY 2004 PART rating of “Ineffective” reflected the program’s failure to demonstrate effectiveness, relying as it did on national surveys that don’t measure youth crime and drug abuse at state and local levels. The review recommended performance measures that would help improve local programming decisions. Toward this end, the agency is implementing a new strategy, described below.

- The PART review also cited the 2001 RAND study that concluded the structure of the program was “fundamentally flawed,” since grant funds are spread too thinly to support quality interventions.
- ED has developed a new strategy for accountability: it involves using national survey data on drug use prevalence coupled with (1) information on the extent to which grant recipients are implementing research-based prevention practices, and (2) a measure of the extent to which these grantees are implementing them with fidelity to the research upon which they are based.
- Plans are underway to provide “incentive grants” to local educational agencies to encourage improved needs assessment, planning (including the use of research-based practices) and data collection methods to enhance states’ ability to report outcome measures. The addition of results-based incentives would strengthen the department’s integration of budget and performance.
- ED is also in the process of re-examining its performance measures for SDFSC National Programs and has established performance measures for individual SDFSC grant competitions – for example, in the FY 2003 competition for demonstration grants for student drug testing, an overall target was set of a 5 percent reduction in drug use.
- A potentially useful indicator—percent of state grantees meeting their measurable goals and objectives—does not as yet, have actual data for FY 2003. This may become available as state data collection continues as planned.
- ED plans to use state performance reports and other available data sources to obtain information that could be used to track the percentage of grantees that report they are successful in meeting their own program performance targets; track whether student behavior is improving with regard to drug use and violence; and assess how SDFSC state grantees are using their data systems for decision-making and program improvement.

NATIONAL INSTITUTE ON DRUG ABUSE

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|------------------|------------------|--------------------|
| Drug Resources by Function | | | |
| Prevention Research | \$374.330 | \$396.300 | \$407.624 |
| Treatment Research | 586.615 | 594.487 | 611.436 |
| Total | \$960.945 | \$990.787 | \$1,019.060 |
| Drug Resources by Decision Unit | | | |
| Demand Reduction | \$960.945 | \$990.787 | \$1,019.060 |
| Total | \$960.945 | \$990.787 | \$1,019.060 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 383 | 373 | 372 |
| Information | | | |
| Total Agency Budget | \$960.9 | \$990.8 | \$1,019.1 |
| Drug Percentage | 100% | 100% | 100% |

II. PROGRAM SUMMARY

- Drug abuse continues to affect millions of Americans on a daily basis. Reducing the adverse health, economic, and social consequences to individuals, families, and communities that are associated with all drugs of abuse, including nicotine, is the ultimate goal. The National Institute on Drug Abuse (NIDA), a component of the National Institutes of Health (NIH), through its scientific studies on all aspects of drug abuse and addiction, and in its collaborations with other NIH Institutes, federal agencies—including the Office of National Drug Control Policy, and the private sector, is committed to making great progress toward this end.
- NIDA is working to ensure the rapid adaptation and adoption of science-based findings into community-based settings. Armed with a comprehensive portfolio, that includes a strong neuroscience foundation, a robust health services research program, and newly established, expertly-designed, national prevention and treatment network infrastructures, NIDA is committed to reducing the lag time between a laboratory discovery and its direct application to the individual.

- Powerful research tools and extraordinary science advances have allowed a core concept to evolve that continues to change the nation's approach to drug abuse and addiction. This concept is the recognition that drug abuse is a preventable behavior and that drug addiction is a treatable disease. Research shows that chronic use of drugs can cause long-lasting changes in the brain and result in the compulsive drug seeking and use that defines the nature of addiction. Research also demonstrates that the disease process of addiction is similar to that of other common chronic medical disorders such as type II diabetes, and many types of cardiovascular diseases and cancers. This biomedical concept or model has significant implications for how the nation perceives drug abuse and addiction and approach their prevention and treatment.
- NIDA will continue to support research that will provide the research-based tools and knowledge needed to reduce illegal drug use by the 10 percent and 25 percent reduction rates as articulated in the *Strategy*.

III. BUDGET SUMMARY

2004 Program

- The budget for FY 2004 is \$990.8 million, a net increase of \$29.8 million over the FY 2003 level. The following programs are representative of some of the activities that will be undertaken by NIDA in FY 2004.
- National Prevention Research Initiative. Recognizing the need to use the full power of science to develop innovative preventive interventions to stop the initiation and escalation of drug abuse, NIDA launched a National Prevention Research Initiative. This multi-faceted approach includes the implementation of multi-site trials that can test the effectiveness of new and existing science-based prevention approaches in different communities, while simultaneously studying how best to adapt the programs for local communities. The Transdisciplinary Prevention Research Centers, funded under this initiative, are fostering collaborations between neuroscientists, behavioral scientists, cognitive scientists and drug abuse prevention researchers, with input from practitioners in the prevention community to address knowledge gap areas.
- National Drug Abuse Treatment Clinical Trials Network. Since its establishment in 1999, the National Drug Abuse Treatment Clinical Trials Network (CTN) has begun to provide the nation with the infrastructure to test science-based behavioral and pharmacological treatments in diverse patient and treatment settings, and serves as the main mechanism for promoting the rapid translation of new science-based treatment components into practice. The CTN has grown from its original five sites to now include 17 regional sites across the country. Each site works with 6-10 community treatment programs in its geographic area to deliver treatment protocols in community settings. A number of new protocols have been developed that address diverse populations in need of treatment, including pregnant drug-abusing women, adolescent drug abusers, and drug abusing women with Post Traumatic Stress Disorder.

- **Research-Based Treatment Approaches for Drug Abusing Criminal Offenders.** NIDA continues to support science that will fuel the development of more successful strategies to deal with drug abusing criminal offenders. Left untreated, drug addicted offenders often relapse to drug use and return to criminal behavior.
- **New Interventions and Treatments for Adolescents and Current Drug Users Who Are Not Yet Addicted.** The majority of drug addiction treatments used for adolescents are either identical to or based heavily on those used traditionally in treating adults. However, recent evidence emphasizes not only that motivations for drug use differ significantly between adolescents and adults, but that the significant changes in brain functioning across adolescence may be critical to defining appropriate treatment strategies at different stages of development. Recognizing that many adolescents may take drugs in an effort to self-medicate from effects of other undiagnosed psychiatric disorders, NIDA researchers are paying special attention to the treatment of drug abuse, co-occurring mental disorders, smoking cessation, and prevention interventions that are tailored to adolescents.
- **NIH and SAMHSA: Facilitating Scientifically Supported Interventions into Practice.** NIDA has provided funding to SAMHSA/CSAT to support the Addiction Technology Transfer Centers (ATTCs) that are working to develop effective methods for translation of research to practitioners. ATTCs will take the findings from the protocols in the CTN and help to disseminate this research-based knowledge so that addiction treatment and public health/mental health personnel, institutional and community corrections professionals, and personnel in other related disciplines can adapt and adopt the research to best suit the needs of patients.
- **New Targets for Addiction Medications: From Molecules to Clinical Practice.** Bringing effective new addiction medications more rapidly to practitioners is a primary goal. Advances in neurobiology have helped to identify receptors, transporters and signal transduction systems in the brain related to reward and decision-making pathways profoundly influenced by abused substances. To take advantage of these advances, NIDA in collaboration with other NIH institutes has launched a novel drug development initiative to facilitate the discovery of compounds. As promising compounds are identified, NIDA intends to partner with pharmaceutical companies to carry out clinical testing of these potential new treatments.
- **Reducing the Burden of Tobacco-Related Diseases.** NIDA will continue to support research that helps to reduce the burden of tobacco-related diseases by continuing to develop smoking cessation interventions that are specifically tailored to adolescents.

2005 Program

- The FY 2005 request is \$1,019.1 million, a net increase of \$28.3 million over the FY 2004 enacted level. Some of the research efforts that will have an impact on reducing drug use are:
 - **Prevention Research: Stopping Initiation and Intervening with Those Not Yet Addicted.** Research has shown that drug abuse is preventable. Experience has demonstrated that no

matter how good prevention strategies may be, some youth still appear to experiment with drugs and it is critically important to get them to stop if they have begun. This is why preventing escalation from early experimental drug use to regular use, abuse and addiction is an important research area. The *National Prevention Research Initiative* and other prevention research activities are geared toward using a transdisciplinary approach that relies on basic researchers and experts from other disciplines to reduce illicit drug use. By understanding how an adolescent makes the initial and subsequent decisions to try or not to try drugs, NIDA will gain new insight into how to develop interventions aimed at changing the actual decision to abuse drugs. NIDA will also focus on developing prevention interventions for high risk populations by encouraging researchers to develop prevention programs that are geared toward adolescents who may be at high risk for substance use disorders, and by exploring the hypothesis that exposure to prenatal environmental risk factors, including drugs, increases the vulnerability for a broad range of psychiatric disorders, including substance abuse.

- **Prevention and Treatment of Drug Abuse in Primary Care Settings.** General practitioners, clinicians, and other medical practitioners are well positioned to help address drug and alcohol problems. Their involvement in this area of care, however, is less than optimal. NIDA plans to launch a new initiative to develop a research program to expand the role of primary care in drug abuse and prevention and treatment intervention. New research will be aimed at improving both the quality and quantity of interventions offered to clients through earlier identification of illicit drug use and abuse, brief in-office interventions, and referral to effective prevention and treatment services and maintenance interventions for individuals in recovery. Another major component of this initiative will be to develop new models of care for integrating primary care, drug abuse treatment and prevention. Research that identifies, for example, effective strategies for financing integrated service delivery models, and training and encouraging practitioners to link and integrate primary care and drug abuse treatment services will be encouraged as part of this initiative. The development of evidence-based brief interventions to screen, detect, and, when applicable, improve treatment engagement for individuals not yet addicted will be an essential element of this new initiative.
- **Support the Research-Based Infrastructure Launched Under the Criminal Justice Drug Abuse Treatment Studies.** NIDA will continue to support science that will encourage the development of more successful strategies to assist drug abusing criminal offenders. Left untreated, when released, drug addicted offenders often relapse to drug use and return to criminal behavior. NIDA, in collaboration with other agencies in the Department of Health and Human Services and the Department of Justice has established the National Criminal Justice Drug Abuse Treatment Study (CJ-DATS). The goal of CJ-DATS is to establish and utilize a research infrastructure to develop and test models for an integrated approach to the treatment of incarcerated individuals with drug abuse or addictive disorders, including both treatment in jail or prison and treatment as part of re-entry into the community. A Coordinating Center and seven research Centers, each serving a specific geographic area have been established.
- **Testing new pharmacological and behavioral treatments in diverse populations through CTN.** To improve the quality of drug addiction treatment nationwide, NIDA will

continue to provide the nation with the infrastructure for testing science-based behavioral and pharmacological treatments in diverse patient and treatment settings, evaluate and refine the CTN model, and promote the rapid translation of new science-based treatment components into practice.

- **Clinical Research Training.** NIDA will continue to recruit and support more clinicians to enter the drug abuse treatment research field, thereby promoting treatment of the whole person, and not just the biological addiction aspect of the disease. A variety of mechanisms will be used, including the use of the CTN as a platform for training to engage more clinicians and other members of the medical community to pursue addiction research, particularly research related to important health services questions.
- **Social Cognitive Science and the Role It Can Play in Prevention, Treatment and Aftercare.** There are many social and biological factors involved in both the onset and the recovery of addiction, including social support systems. Social support provided by social network ties has been shown to be an effective buffer against stress, a known risk factor for drug use. Support from peers, family, faith, and self-help groups can play an important role in long-term recovery from addiction. NIDA intends to launch an initiative that will examine the potential role that these social support systems play in treatment aftercare. Understanding the psychological and social processes involved in adjusting to a life without drugs will help us develop better treatment support strategies.

IV. PERFORMANCE

Summary

- This section on program accomplishments is drawn from the NIH FY 2005 Budget Request and Performance Plan, and the FY 2003 Performance Report. No PART review of this program has been undertaken to date. The table includes a comparison of FY 2003 targets and achievements from the GPRA documents listed above. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.
- As the lead agency responsible for drug abuse focused scientific research, NIDA supported basic research on the cannabinoid receptor system which may facilitate the development of new medications for alcoholism and drug abuse. NIDA continues to work with the Substance Abuse and Mental Health Services Administration (SAMHSA) to translate research discoveries into practice. The second edition of NIDA's "Red Book", which condenses years of prevention research into useable principles, was released in the fall of 2003. Additional publications include a manual for treatment providers and a new journal, both widely disseminated to service providers.

| Selected Measures of Performance | | |
|---|----------------|---------------|
| PART Review | | |
| Not Reviewed | | |
| Outcome-Oriented Measures | FY 2003 | |
| | Target | Actual |
| Under development | ---- | ---- |
| Selected Output Measures | FY 2003 | |
| | Target | Actual |
| a. # of research findings translated to addiction treatment | 1 | 3 |
| b. # of science-based prevention or treatment publications developed and disseminated to targeted populations | 1 | 4 |

Discussion

- NIDA’s extensive research portfolio seeks to understand how drugs of abuse impact the dopamine system. The agency worked with a pharmaceutical company to screen four novel chemical libraries to identify compounds that affect a dopamine receptor. Such compounds may be useful in the treatment of cocaine and stimulant addictions. NIDA also identified six small molecules that are active in models of nervous system function or disease and show promise as drugs, diagnostic agents, or research tools.
- The landmark initiative developed jointly (in 2001) by NIDA and SAMHSA to blend science and practice to improve drug abuse and addiction treatment, was furthered in the fall of 2002 by NIDA funding for ATTC. “Blending teams” of staff from the ATTC Network and NIDA were established in 2003 to develop a strategic dissemination plan to translate research findings to frontline practitioners. Their September 2003 meeting was augmented by outreach efforts to primary care physicians and other health care practitioners on preventing and treating drug abuse, particularly among children and adolescents.
- In keeping with its goal of developing science-based materials summarizing research findings in a manner relevant to a wide variety of audiences including practitioners, NIDA released the second edition of *Preventing Drug Use among Children and Adolescents: A Research-Based Guide for Parents, Educators, and Community Leaders*, commonly referred to as the “Red Book.” This book was disseminated to over 12,000 parents, community leaders, and practitioners.
- In addition, NIDA developed a publication in FY 2003 specifically for treatment providers: *Therapy Manual #5: Brief Strategic Family Therapy for Adolescent Drug Abuse*, which was disseminated to more than 1,000 practitioners. It also developed a new journal, *Science and Practice Perspectives*, distributed to about 21,000 providers.

SUBSTANCE ABUSE AND MENTAL HEALTH SERVICES ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|--|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function ^{/1} | | | |
| Prevention | \$565.094 | \$572.670 | \$580.956 |
| Treatment | 1,789.210 | 1,916.068 | 2,056.784 |
| Total | \$2,354.304 | \$2,488.738 | \$2,637.740 |
| Drug Resources by Decision Unit ^{/1} | | | |
| Programs of Regional & National Significance | | | |
| Prevention | \$197.111 | \$198.458 | \$196.018 |
| Treatment | 317.278 | 419.219 | 517.032 |
| <i>Access to Recovery (non-add)</i> | ---- | [99.400] | [200.000] |
| Sustance Abuse Block Grant ^{/2} | 1,753.932 | 1,779.146 | 1,832.235 |
| Program Management ^{/3} | 85.983 | 91.915 | 92.455 |
| Total | \$2,354.304 | \$2,488.738 | \$2,637.740 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 527 | 512 | 512 |
| Information | | | |
| Total Agency Budget | \$3,211.7 | \$3,351.0 | \$3,550.2 |
| Drug Percentage | 73.3% | 74.3% | 74.3% |

^{/1} Includes both Budget Authority and PHS Evaluation funds. PHS Evaluation Fund levels are as follows: \$74.2 million in FY 2003, \$95.2 million in FY 2004, and \$99.5 million in FY 2005.

^{/2} Consistent with ONDCP guidance, the entire Substance Abuse Block Grant, including funds expended for activities related to alcohol is included in the Drug Budget. The Block Grant is distributed 20 percent to prevention and 80 percent to treatment.

^{/3} Consistent with ONDCP guidance, all SAMHSA Program Management funding is included. Program Management is distributed 20 percent to prevention and 80 percent to treatment.

II. PROGRAM SUMMARY

- The Substance Abuse and Mental Health Services Administration (SAMHSA) supports the *Strategy* through a broad range of programs focusing on prevention and treatment of the abuse of illicit drugs. These programs, which include Block Grant funding as well as funding from the discretionary Programs of Regional and National Significance (PRNS), are administered through the Center for Substance Abuse Prevention (CSAP) and the Center for Substance Abuse Treatment (CSAT).

Center for Substance Abuse Prevention

- CSAP's mission is to bring effective prevention programs to all communities in order to reduce substance abuse. That mission will be accomplished through the Strategic Prevention Framework (SPF), which incorporates SAMHSA's strategic goals of Accountability, Capacity, and Effectiveness. The SPF incorporates a five step community development model: (1) organize the community to profile needs, including community readiness; (2) mobilize the community and build the capacity to address needs and plan for sustainability; (3) develop the prevention action (evidence-based activities, programs, strategies, and policies); (4) implement the prevention plan; and (5) conduct ongoing evaluation for quality improvement and outcomes. CSAP is in the process of realigning its programs to support the Strategic Prevention Framework.
 - Capacity: In addition to funds provided from the 20 percent Block Grant set-aside, CSAP has implemented several program efforts targeted to increasing the capacity of states and communities to provide effective substance abuse prevention services. The State Incentive Grants (SIGs), and especially the new SPF SIG, are designed to address the specific and immediate prevention service capacity needs within states and communities. SIG grants represent a comprehensive effort to improve the quality and availability of effective evidence-based prevention services and help states and communities address and close gaps in prevention services.
 - Effectiveness: CSAP prevention activities support the identification and promotion of model and promising prevention programs, primarily through the National Registry of Effective Programs (NREP). CSAP's objective is to significantly increase the number of identified model programs and the number of communities implementing evidence-based prevention programs. Many of the programs identified as models have been adapted to meet the specific needs of diverse target populations.
 - Accountability: CSAP promotes accountability throughout all of its activities by requiring the evaluation of prevention programs to demonstrate their outcomes. The SAPT Block Grant set-aside supports the development of state data infrastructure and also supports oversight of Synar Amendment implementation requiring states to enact and enforce laws to reduce the availability of tobacco products to minors by prohibiting the sale and distribution of tobacco products to persons under 18.

Center for Substance Abuse Treatment

- In partnership with other federal agencies and organizations, state and local governments, and faith-based and community-based substance abuse treatment and primary care providers, CSAT's goals are to: 1) increase the availability of clinical treatment and recovery support services commensurate with need; 2) improve and strengthen substance abuse clinical treatment and recovery support organizations and systems; and 3) transfer knowledge gained from research into effective practices.
 - Capacity: The SAPT Block Grant is CSAT's primary program to support state alcohol and drug abuse treatment activities. Funding is allocated by formula to the states, and approximately 80 percent is used in support of treatment services (including up to 5 percent for state administration). CSAT also provides additional discretionary funding through PRNS, including Targeted Capacity Expansion (TCE) treatment service programs. TCE programs focus on reducing substance abuse treatment need by supporting rapid and strategic responses to demands for substance abuse treatment services. Response to treatment capacity problems may include communities with serious, emerging drug problems or communities struggling with unmet need.
 - Effectiveness: CSAT promotes effectiveness through best practice programs, which help communities and providers to identify, adapt, implement, and evaluate best practices. Programs include activities to bridge the gap between knowledge and practice by promoting the adoption of best practices, and by ensuring that service availability meets targeted needs. These programs also are used to disseminate information about systems and practices shown to be most effective.
 - Accountability: CSAT and the Office of Applied Studies (OAS) spend approximately 80 percent of the SAPT Block Grant federal set-aside for the collection and analysis of national data, the development of state data systems (including the development and maintenance of baseline data on the incidence and prevalence as well as the development of outcome measures on the effectiveness of treatment programs), technical assistance, and program evaluations.

III. BUDGET SUMMARY

2004 Program

- The total drug control budget supported by the FY 2004 enacted level is \$2.5 billion.

Prevention

- A total of \$198.5 million is available for PRNS prevention activities. CSAP will realign resources based upon the SPF, utilizing a variety of programs. Examples of priorities for the new funding and for reinvesting funds from expiring projects include:
 - SPF SIGs, which will support states in their efforts to implement the four step SPF community development model.

- An Underage Alcohol Use initiative, supporting a comprehensive approach through the SIG program. The initiative will involve public and private partners. Epidemiological data will guide the effort, which will implement proven approaches.

Treatment

- A total of \$419.2 million is available for treatment PRNS activities and \$1,779 million is available for the SAPT Block Grant.
 - Targeted Capacity Expansion programs: The FY 2004 enacted level reflects a PRNS net increase of \$102.0 million over the previous fiscal year, most of which (\$99.4 million) will be used to support the new Access to Recovery (ATR) program. As envisioned, ATR will be a voucher program administered through the states. The initiative would allow individuals seeking clinical treatment and recovery support services to exercise choice among qualified community provider organizations, including those that are faith-based. An initial assessment will be conducted for each individual to determine the appropriate level of service for that individual, which would include a range of possibilities including recovery support services, brief interventions, and more intensive clinical treatment.
 - SAPT Block Grant: A total of \$1,779 million is available for the SAPT Block Grant, representing an increase of \$25.2 million over the previous fiscal year. This will provide modest increases in all state and territory allocations, and an increase of \$1.3 million for the federal set-aside.

2005 Request

- A total of \$2.6 billion is requested in FY 2005, including \$713.1 million for CSAP/CSAT PRNS funding, \$1,832 million for the SAPT Block Grant, and \$92.5 million for Program Management. This represents a net increase of \$149.0 million over the FY 2004 enacted level.

Prevention

- The FY 2005 request for SAMHSA/CSAP PRNS is \$196.0 million, reflecting a program reduction of \$2.4 million from the FY 2004 enacted level. Since no new PRNS funding is requested for FY 2004, CSAP proposes to reinvest funds from expiring projects as follows:
 - CSAP intends to continue to focus strongly on underage drinking initiatives, including a new Service to Science grant program and expansion of “Reach Out Now”.
 - In order to increase state’s capacity to evaluate the progress and utilization of their PRNS funds and their SAPT Block Grant funds, CSAP plans to fund SIG Data Infrastructure grants.

Treatment

- The FY 2005 request reflects an increase of \$97.8 million in SAMHSA/CSAT PRNS funds and a \$53.1 million increase for the SAPT Block Grant, all of which will be used to provide additional resources for the 5-year, \$1.6 billion President's Drug Treatment Initiative.
 - Funding for the ATR initiative that began in FY 2004 will be increased by \$100.6 million in FY 2005. The new PRNS funding will be combined with \$99.4 million in continuation funds from the FY 2004 ATR base, bringing total program funding to \$200 million.
 - \$53.1 million in SAPT Block Grant funds will provide increases for all states and territories, and an additional \$2.7 million is included in the budget for the federal set-aside. Data infrastructure support for states will be a priority. SAMHSA will also be working to transition the SAPT Block Grant program to Performance Partnership Grants.

IV. PERFORMANCE

Summary

- This section is drawn from the FY 2005 Budget Request and Performance Plan, the FY 2003 Performance Report, and the FY 2004 and FY 2005 PART reviews. The chart below includes conclusions from the PART assessment: scores on program purpose, strategic planning, management, and results achieved are synthesized into an overall rating of the program's effectiveness. Also included is a comparison of targets and achievements from the GPRA documents listed above, for the latest year for which data are available. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.
- The PART reviews noted the key contributions of SAMHSA's substance abuse programs in supporting prevention and treatment services in states, territories, and communities. The primary criticism from the review was the lack of outcome measures and targets, without which programs could not demonstrate effectiveness. SAMHSA, recognizing that states do not collect outcome information in a consistent manner, is working with them to identify common outcome and process measures as well as common methodologies for data collection. SAMHSA also continues to assist states in developing their data infrastructures. The new plan for administering the Block Grant program - Performance Partnership Grants (PPG)—should improve state accountability while increasing state flexibility. This model requires states to collect data on core client outcome indicators. SAMHSA also expects to develop baselines for cost bands for different types of prevention and treatment programs by October 2005. The TCE program's web-based performance measurement system enables them to demonstrate considerable success in achieving desired treatment outcomes.

CSAP Program Accomplishments

- The major programs are the 20 percent prevention set-aside from the SAPT Block Grant and the PRNS. These programs are highlighted in the following sections.

SAPT Block Grant 20 Percent Prevention Set-aside

| Selected Measures of Performance | | |
|--|----|--|
| PART Review | | |
| Purpose | 80 | FY 2005 Rating: <i>Ineffective</i> . Without uniformly-defined and collected outcome information from each state, the program could not demonstrate its effectiveness. |
| Planning | 50 | |
| Management | 89 | |
| Results | 8 | |
| Outcome-Oriented Measures | | FY 2003 |
| | | Target |
| | | Actual |
| a. 30-day drug use/non-use among program participants (targets under development) | | ---- |
| b. Perception of harm of drug use among program participants (targets under development) | | ---- |
| c. Past year drug use (targets under development) | | ---- |
| Selected Output Measures | | FY 2003 |
| | | Target |
| | | Actual |
| Percent of states satisfied with technical assistance (measure of program quality) | | 90% |
| | | 94% |

Discussion

- The FY 2005 PART review recognized that the SAPT Block Grant is the only federal program that provides funds to every state to support statewide substance abuse treatment and prevention services. The PART review concluded that the program's primary shortcoming was the lack of outcome measures and long-term targets, making it difficult to demonstrate results. It also noted that the program is developing new outcome measures. At present, states are not collecting uniformly-defined information on the results or outcomes of the program.
- Proposed changes for the Block Grant program will increase state flexibility and accountability through PPG. These would mandate state collection of core outcome measures, including drug use. SAMHSA is working with states to identify and implement common outcome measures and consistent data collection techniques.
- The program is also developing an efficiency measure—services provided within identified cost bands. Targets and baselines are under development.

CSAP PRNS

- CSAP PRNS programs have not yet been reviewed through the PART process. The largest PRNS program is the SIG program, CSAP's mechanism for building prevention capacity. The number of science-based programs implemented by local sub-recipients in SIG states is the key program performance measure: increases in such programs are expected to lead to greater effectiveness in prevention services. The number of science-based programs implemented by local sub-recipients in SIG states for FY 2002 was 1,055, slightly higher than the target of 977. SIG states have been successful in leveraging prevention funds: some states have leveraged, through matching funds, up to 10 times the federal grant amount.

CSAT Program Accomplishments:

- The major programs are the SAPT Block Grant and the PRNS. These programs are highlighted in the following sections.

The SAPT Block Grant – Treatment

| Selected Measures of Performance | | | |
|---|----|--|---------------|
| PART Review | | | |
| Purpose | 80 | FY 2005 Rating: <i>Ineffective</i> . Without uniformly-defined and collected outcome information from each state, the program could not demonstrate its effectiveness. | |
| Planning | 50 | | |
| Management | 89 | | |
| Results | 8 | | |
| Outcome-Oriented Measures* | | FY 2002 | |
| | | Target | |
| | | Actual | |
| a. Percent technical assistance events that result in systems, program, or practice change | | 95% | 97% |
| b. Percent clients reporting change in abstinence at discharge from treatment (targets under development) | | ---- | ---- |
| Selected Output Measures** | | FY 2001 | |
| | | Target | Actual |
| # clients served | | 1,635,422 | 1,739,796 |

* For Part a, FY 2003 results to be reported September 2004. For Part b, baseline data collection to begin in FY 2005.

** FY 2002 results to be reported September 2004 and FY 2003 in September 2005.

Discussion

- The FY 2005 PART review states that the Block Grant is the only federal program that provides funds to every state to support statewide substance abuse treatment and prevention services. The review identified the primary shortcoming as the lack of outcome measures and long-term targets. It also noted that the program is developing new outcome measures. While CSAT is currently providing incentives to states to pilot the collection of performance-based measures through grant mechanisms, states vary considerably in their ability to provide outcome information.
- SAMHSA is transitioning to PPG, under which all states will be required to provide outcome information that can be aggregated to monitor program performance. A preliminary PPG report lists a small set of outcome measures that will enable SAMHSA to gauge results achieved on a state-by-state basis: these measures include client-focused outcomes as well as service system performance.
- An efficiency measure – percent of states that provide treatment services within approved cost-per-person bands according to the type of treatment – has been developed to monitor and improve cost-effectiveness. Targets and baselines are under development.
- State satisfaction levels with CSAT’s technical assistance and customer service have continued to be high – 92 percent and 95 percent in FY 2002. Augmenting these program

administration measures with outcome measures, as planned by SAMHSA, will enable the program to gauge its effectiveness.

CSAT PRNS

| Selected Measures of Performance | | |
|--|----|---|
| PART Review of a group of programs funded under PRNS | | |
| Purpose | 80 | FY 2004 Rating: <i>Adequate</i> . While a 1997 study documented the effectiveness of the national program, PART recommended funding incentives and reductions based on grantee performance. |
| Planning | 86 | |
| Management | 64 | |
| Results | 33 | |
| Outcome-Oriented Measures | | FY 2003 |
| | | Target Actual |
| Percent adults clients who: | | |
| a. were currently employed/engaged in productive activities | | 35% 43% |
| b. had permanent place to live | | 35% 87% |
| c. had no/reduced involvement with criminal justice system | | 35% 95% |
| d. experienced no/reduced substance use-related consequences | | 35% 82% |
| e. had no past month substance use | | 35% 61% |
| Selected Output Measures | | FY 2003 |
| | | Target Actual |
| # TCE clients served | | 21,000 28,988 |

Discussion

- The FY 2004 PART review found that PRNS makes a unique contribution since its service grants are designed specifically to fill gaps. While state and local governments support drug treatment, neither focus on regional, emerging problems. PRNS also include unique training, communications, and certification efforts.
- The 1997 National Treatment Improvement Evaluation Study indicated that the program's demonstration grants were effective. No evaluation has been undertaken since. However, evaluations of other major programs, such as the Screening and Brief Intervention, Referral and Treatment program, are being initiated.
- The chart above reflects success in meeting FY 2003 targets. Target numbers have been increased for FY 2004 and FY 2005 from the FY 2003 levels. TCE's web-based system to collect and report outcome information from its grantees is a useful model for other SAMHSA programs.
- The PART review did not include the new ATR program that will begin in FY 2004. The ATR program seeks to provide services to individuals through a voucher system so they may better access the care they require. Since the program has just been established, performance measures are still in development. However, accountability is a key component of this program. This new approach will further strengthen the link between performance and the budget.

CUSTOMS AND BORDER PROTECTION

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 | 2004 | 2005 |
|--|------------------|--------------------|--------------------|
| | Final | Enacted | Request |
| Drug Resources by Function | | | |
| Intelligence | \$50.684 | \$62.087 | \$65.040 |
| Interdiction | 814.445 | 997.670 | 1,045.129 |
| Research & Development | 8.739 | 10.705 | 11.214 |
| Total | \$873.868 | \$1,070.462 | \$1,121.383 |
| Drug Resources by Decision Unit | | | |
| Salaries and Expenses | \$873.868 | \$1,048.903 | \$1,099.371 |
| Construction | 0.000 | 21.559 | 22.012 |
| Total | \$873.868 | \$1,070.462 | \$1,121.383 |
| Information | | | |
| Total Agency Budget | \$3,147.3 | \$4,894.8 | \$5,125.3 |
| Drug Percentage | 27.8% | 21.9% | 21.9% |

II. METHODOLOGY

Office of Field Operations

- The Office of Field Operations has identified 2,648 Inspector positions that currently support drug enforcement operations. In August 2003, Customs and Border Protection (CBP) established a Consolidated National Inspectional Anti-Terrorism Contraband Enforcement Team Policy (A-TCET). Under A-TCET, the former Contraband Enforcement Team (CET), Manifest Review Unit, Non-Intrusive Inspection, Canine, and Outbound teams will be united to form a single enforcement team, A-TCET. The A-TCET teams also work closely with the Passenger Enforcement Rover Team and Passenger Analytical Unit teams to coordinate all enforcement activities. Although the primary mission of the A-TCET teams is anti-terrorism, they will also focus on all types of contraband, including narcotics. In the past, 100 percent of CET Inspector time was devoted to drug enforcement. Since the primary focus of A-TCET is anti-terrorism, it is estimated that 85 percent of CET time is now devoted to drug enforcement. The smuggling methodologies and their indicators are believed to be similar for both narcotics and anti-terrorism activities.

- As of the first quarter of FY 2004, there are 851 Canine Enforcement Officers, including 17 Currency Canine Enforcement Officers. Approximately 100 percent of officer time is devoted to interdiction efforts.
- There are more than 13,000 CBP Inspectors that, in addition to the interdiction of contraband, illegal drugs, and illegal aliens, are also engaged in enforcing hundreds of laws and regulations of many other federal government agencies. CBP subject matter experts estimate that 15-30 percent of inspector time will be devoted to drug-related activities in FY 2004-2005.

Office of Border Patrol

- There are over 10,000 Border Patrol agents that are assigned the mission of detecting and apprehending illegal entrants between the ports-of-entry along the 8,000 miles of the United States borders. These illegal entries include alien and drug smugglers, potential terrorists, wanted criminals, and persons seeking to avoid inspection at the designated ports-of-entry due to their undocumented status, thus preventing their legal entry. It has been determined that 15 percent of the total agent time nationwide is related to drug interdiction activities.

Office of Information Technology

- The Office of Information Technology supports the drug enforcement mission through the research, development, acquisition, and support and maintenance of technology, such as non-intrusive inspection systems, through its Applied Technology Division. Approximately 43 percent of research and development resources, 50 percent of base resources, 50 percent of support and maintenance resources, and 50 percent of resources devoted to the acquisition of non-intrusive imaging systems and accompanying inspection technology are dedicated to drug enforcement.

Office of Training and Development

- The Office of Training and Development (OTD) is vital to CBP's mission, and is not entirely drug-related. These figures include estimates of the resources for the Border Patrol and Immigration Officer Academies which now fall under the OTD.
- OTD arrived at its estimates by reviewing all courses conducted in FY 2003 to determine if the course contained drug enforcement-related material. If the course was found to contain drug-related material, the funding attributed to the course was then multiplied by the drug content percentage based on the drug budget methodology. Other resources were attributed to drug enforcement activities at a rate of 25 percent based on the diverse nature of OTD's programs, such as anti-terrorism, career development, and transition training of the legacy workforce.

III. PROGRAM SUMMARY

Customs and Border Protection Authorities and Interdiction Efforts

- Titles 18 U.S.C. and 19 U.S.C. authorize CBP to regulate the movement of carriers, persons, and commodities between the U.S. and other nations. It is through this statutory authority that CBP plays a key role in the overall anti-drug effort at the border.
- CBP jurisdiction is triggered by the illegal movement of criminal funds, services, or merchandise across our national borders and is applied pursuant to the authority of the Bank Secrecy Act, USA PATRIOT Act, Money Laundering Control Act, and other CBP laws.
- Two major components of INS merged into CBP on March 1, 2003: Immigration Inspections and the Border Patrol. Under CBP, these resources continue to enforce and administer the immigration and nationality laws in conjunction with the inspection of all persons seeking admission into the United States, and continue to identify and counter drug-related criminal activity. CBP coordinates these efforts with the Department of State, Department of Agriculture, Immigration and Customs Enforcement and local port authorities.
- CBP has implemented aggressive border enforcement strategies that are designed to interdict and disrupt the flow of narcotics and ill-gotten gains across our nation's borders and dismantle the related smuggling organizations.
- CBP employs automated targeting and manifest systems, sophisticated hand-held tools, high technology non-intrusive inspection systems, and detector dogs. These assets enable CBP to target, identify, and apprehend the willful violator, while efficiently processing the flow of law abiding international passengers and compliant cargo entering and exiting the U.S.

Intelligence Program

- The Intelligence Program provides support to inspectional and border enforcement personnel in disrupting the flow of drugs by collection and analysis of all source information and dissemination of intelligence to the appropriate component. Also, the program provides strategic intelligence estimates to executive management for purposes of planning and resource allocation.

Field Operations Enforcement Technology

- CBP is continuing to acquire and deploy additional large-scale, non-intrusive inspection systems to our nation's air, sea and land border ports-of-entry. These systems include the Vehicle and Cargo Inspection System (VACIS), Mobile VACIS, Truck X-ray, Mobile Truck X-ray, Rail VACIS, Mobile Sea Container Systems and the Pallet Gamma-ray System. Large-scale NII technologies are viewed as force multipliers that enable us to screen or examine a larger portion of the stream of commercial traffic while facilitating the flow of legitimate trade and cargo.

Canine Enforcement

- Detector dog teams play a major role in operational enforcement efforts. CBP continues to breed potential detector dogs at the Canine Enforcement Training Center in Front Royal, Virginia, to provide enhanced detection capabilities.

Currency Interdiction

- CBP interdicts undeclared bulk currency under 31 USC Sections 5316 and 5317, cutting off funds that fuel terrorism, narcotics trafficking, and criminal activities worldwide.
- CBP Inspectors perform Buckstop Operations, screening outbound travelers and their personal effects. Cashnet Operations focus on interdicting bulk currency exported in cargo shipments. CBP also uses mobile X-ray vans, and 17 specially trained currency canine teams to efficiently target individuals, personal effects, and cargo acting as vehicles for the illicit export of undeclared currency.

Border Patrol Operations

- The Border Patrol's primary mission is to apprehend illegal aliens and alien smugglers that enter the U.S. illegally. As such, the Border Patrol is responsible for ensuring that the entry of persons into the U.S. between ports-of-entry is controlled in a manner that is consistent with national interests.
- The Border Patrol agents deter uncontrolled entry into the interior of the U.S. by: the rapid detection, interception, and apprehension of illegal entrants at or near the border; interdicting or deterring illegal aliens, drug smugglers, potential terrorists and criminals from attempting illegal entry between ports-of-entry; and causing persons seeking admission into the U.S. to present themselves at designated ports for inspection.
- The Border Patrol has primary responsibility for drug interdiction between the land ports-of-entry. The Border Patrol participates in interagency drug task force operations with other federal, state and local law enforcement agencies through Operation Alliance along the southern border. The program is an active participant in the Southwest Border High Intensity Drug Trafficking Area (HIDTA) in Texas, New Mexico, Arizona and California. To further assist the Border Patrol in this endeavor, all Border Patrol agents receive Drug Enforcement Administration Title 21 cross-designated authority as part of their basic training.
- The Border Patrol conducts border control activities from the decks of various sized marine craft along the coastal waterways of the U.S., Puerto Rico and the interior waterways common to the United States and Canada. The marine patrol consists of 107 vessels in 16 Border Patrol sectors, nationwide.
- The Border Patrol canine program was implemented in 1986 in response to escalating alien and drug smuggling activities along the Mexican and Canadian borders. The canines are trained at the Border Patrol National Canine Facility in El Paso, Texas, to locate hidden persons, marijuana, heroin and cocaine. The canines are used in nearly every enforcement

activity of the Patrol including linewatch, traffic check operations, and train and bus checks. The canine program has grown to the present day size of 318 canine teams nationwide.

- To assist in the interdiction of smugglers and contraband entering between the ports-of-entry along the border, Border Patrol agents engage in surveillance activities supported by computer-monitored electronic ground sensors. A fleet of helicopters and fixed wing aircraft, day and night time camera systems, and infrared viewing devices provides additional support to the agents in the field. Traffic check operations are also conducted along major routes of travel to restrict access to the interior by drug and alien smugglers. Transportation centers are placed under surveillance for the same reason.

Participation in Interagency Task Forces

- The task force methodology in law enforcement has proven to be an effective tactic in dismantling criminal organizations. CBP has actively supported task forces and HIDTA operations in the past and will continue to do so in the future. CBP coordinates all GATEWAY activities through the Caribbean HIDTA as well as serves on the Executive Council for that HIDTA. At the urban HIDTAs, CBP personnel actively support and staff the local law enforcement task forces and programs developed by the HIDTAs aimed at dismantling narcotic trafficking and distribution organizations.

IV. BUDGET SUMMARY

2004 Program

- In FY 2004, CBP estimates that it will spend \$1,070.5 million, or 22 percent of its direct appropriations to its drug enforcement mission. This represents an increase of \$196.6 million over the FY 2003 program.

2005 Request

- In FY 2005, CBP estimates that it will direct \$1,121.4 million, or 22 percent of its direct appropriations to its drug control efforts. This represents a \$50.9 million increase over the FY 2004 enacted level. Specific program enhancements include:
 - **Customs and Border Protection—Border Security Technology and Equipment: +\$54.2 million (approximately \$11.9 million drug-related).** This proposed increase will continue expansion of the Remote Video System (RVS) along the borders for enhanced detection and monitoring capability. While this enhancement is largely counterterrorism, it will also benefit the counterdrug effort.
 - **Customs and Border Protection—Container Security Initiative (CSI): +\$25.0 million (approximately \$5.5 million drug-related).** This request will expand the presence of customs inspectors in current seaports and will build capacity at ports in high risk areas, that are committed to, but do not have the resources to secure port infrastructure. Although the main focus of CSI is counterterrorism, the increased presence in seaports will benefit the counterdrug mission as well.

V. PERFORMANCE

Summary

- This section on CBP’s drug control program accomplishments is drawn from the FY 2005 Budget Request and Performance Plan, and the FY 2003 Performance Report. CBP’s drug control program has not been reviewed under the Administration’s PART process. The output measures presented indicate how program performance is being monitored.
- As a result of the creation in 2003 of the Department of Homeland Security (DHS), CBP was established by combining immigration, agricultural inspection, border patrol and customs inspection and trade functions. CBP established the draft performance measure presented in the chart below with FY 2003–FY 2009 performance target data carried forward from the previous U.S. Customs Service performance plan.

| Selected Measures of Performance | | |
|---|----------------|---------------|
| PART Review | | |
| Not Reviewed | | |
| Outcome-Oriented Measures | FY 2003 | |
| | Target | Actual |
| None at present | ---- | ---- |
| Selected Output Measures | FY 2003 | |
| | Target | Actual |
| Inspection Narcotics Seizures | | |
| a. cocaine (thousands of pounds) | 37.6 | 76.2 |
| cocaine (number of seizures) | 1,632.0 | 1,806.0 |
| cocaine (pounds per seizures) | 23.0 | 42.2 |
| b. marijuana (thousands of pounds) | 863.5 | 864.8 |
| marijuana (number of seizures) | 10,274.0 | 10,516.0 |
| marijuana (pounds per seizures) | 84.1 | 82.2 |
| c. heroin (thousands of pounds) | 4.0 | 3.8 |
| heroin (number of seizures) | 742.0 | 771.0 |
| heroin (pounds per seizures) | 5.4 | 4.9 |

Discussion

- CBP presents one goal that focuses on the drug control program. The goal, “Contribute to a safer America by prohibiting the introduction of illicit contraband into the United States” and the measure titled “Inspection Narcotics Seizures” is identified by CBP as a measure carried over from the former U.S. Customs Service.
- The FY 2003 Performance Report includes targets for FY 2003 for cocaine, marijuana, and heroin. This measure addresses only “outputs” rather an “outcome” and does not convey a measure of the impact of CBP’s drug control program.
- CBP’s performance plan would be enhanced by the inclusion of an outcome-oriented performance measure indicating CBP’s contribution to an actual reduction in drug availability and flow.

IMMIGRATION AND CUSTOMS ENFORCEMENT

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Intelligence | \$0.927 | \$0.946 | \$0.965 |
| Interdiction | 199.373 | 210.247 | 228.933 |
| Investigations | 316.671 | 326.430 | 344.807 |
| Prevention | 1.035 | 1.040 | 1.046 |
| Total | \$518.007 | \$538.663 | \$575.750 |
| Drug Resources by Decision Unit | | | |
| Salaries and Expenses | \$321.076 | \$330.072 | \$343.068 |
| Operation and Maintenance | 196.931 | 208.591 | 232.682 |
| Total | \$518.007 | \$538.663 | \$575.750 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 2,425 | 2,425 | 2,425 |
| Information | | | |
| Total Agency Budget | \$3,279.0 | \$3,406.1 | \$3,786.0 |
| Drug Percentage | 15.8% | 15.8% | 15.2% |

Note:

The FY 2003 drug control functions and the enacted ICE budget amounts have been increased by the FY 2003 War Supplemental appropriated for ICE.

II. METHODOLOGY

Office of Investigations

- The Immigration and Customs Enforcement (ICE) Office of Investigations provides, as part of its mission, investigative support for the drug control program. Based on the relationship between total investigative hours spent and those spent on narcotics and money laundering cases, subject matter experts have concluded that 42 percent of investigative resources are dedicated to the ICE drug enforcement mission. This estimate fluctuates from year to year based on the casework completed by the investigative agents.

Office of Air and Marine Operations (AMO)

- AMO protects the U.S. by using an integrated and coordinated air and marine force to deter, interdict, and investigate acts of terrorism and smuggling arising from the threats of unlawful movement of people and goods across the nation's borders.
- Since September 11, 2001, AMO has redirected part of its mission to protecting the U.S. from acts of terrorism. As a result of the expanded mission requirements, resources that support the AMO program are considered to be 90 percent drug-related.

III. PROGRAM SUMMARY

- ICE has implemented aggressive border enforcement strategies designed to interdict, investigate, and disrupt the flow of narcotics across our nation's borders. ICE achieves these objectives by maintaining an aggressive air, land, and marine interdiction force; a cadre of approximately 1,475 Title 21 cross-designated Special Agents and 950 Pilots; and, a multi-disciplined money laundering control program to investigate financial crimes and interdict bulk currency shipments being exported out of the United States.

Investigative and Interdiction Operations

- Titles 18 U.S.C. and 19 U.S.C. authorize the former Customs Service to regulate the movement of carriers, persons, and commodities between the U.S. and other nations. It is through this statutory authority that ICE plays a key role in the overall anti-drug effort.
- ICE has broad authority to investigate international financial crime and money laundering. ICE jurisdiction is triggered by the illegal movement of criminal funds, services, or merchandise across U.S. borders and is applied pursuant to the authority of the Bank Secrecy Act, USA PATRIOT Act, Money Laundering Control Act, and other customs laws.
- To assist in the interdiction of smugglers and contraband entering the arrival zone, ICE personnel skilled in the operation of a fleet of aircraft and marine vessels, outfitted with sophisticated radar, patrol the coastal waters and airspace. ICE interdiction aircraft also patrol the transit and source zones with the objective of detecting and assisting partner nations in their efforts to apprehend suspect drug trafficking aircraft and vessels.
- ICE financial investigations target the systems used by international criminal organizations to launder the proceeds of their crime. ICE has implemented an aggressive strategy to combat money laundering, which combines interdiction efforts and undercover investigations, working jointly with our international law enforcement counterparts, other interagency coordination efforts, and regulatory interventions.

Air and Marine Operations (AMO)

- AMO protects the nation's borders and the American people from the smuggling of narcotics and other contraband with an integrated, coordinated and highly trained air and marine interdiction force.

- In the Transit Zone, AMO air and marine crews work in conjunction with the law enforcement agencies and military forces of other nations in support of their counter-narcotic programs. Counterdrug missions include detection and monitoring, interceptor support, and coordinated training with military and other law enforcement personnel.
- AMO also assists state and local law enforcement counter-narcotics programs in detection and monitoring, interceptor support and coordinated training with law enforcement personnel. AMO support to state and locals consists of, but is not limited to, aerial surveillance, aerial top cover, aerial search, airspace security, airborne law enforcement support, and law enforcement transportation.
- AMO participates in frequent community outreach at public events and in schools all around the United States. AMO uses outreach opportunities to communicate the effectiveness of AMO detection, monitoring and interception methodologies and equipment for maximum educational and deterrence impact.

Intelligence Program

- The Office of Intelligence provides support to all ICE investigative, air and marine and detention and removal components, as well as many other departmental entities, in disrupting the flow of drugs by collecting and analyzing all source information and disseminating tactical intelligence to the appropriate operational component.

IV. BUDGET SUMMARY

2004 Program

- The FY 2004 program totals \$538.7 million to support investigative and interdiction operations (\$222.4 million), air and marine operations (\$315.4 million) and intelligence activities (\$0.9 million).

2005 Request

- The total drug control request for FY 2005 is \$575.8 million, a net increase of \$37.1 million over the FY 2004 enacted level. Included in this increase is a \$28.0 million enhancement to raise P-3 flight hours from 200 per month to 600 per month. Flight hours will increase to approximately 70 percent of the current capability.

V. PERFORMANCE

Summary

- This section on program accomplishments is drawn from the FY 2005 Budget Request and Performance Plan, and the FY 2003 Performance Report.
- ICE's drug control has not been reviewed under the PART process. The chart presents data provided by ICE from the ICE enforcement database. Performance data are carried forward

from the previous U.S. Customs Service performance plan. The output measures did not have established targets.

- ICE is developing a Strategic Plan to link to the Department of Homeland Security Strategic Goals approved by the Secretary on January 2, 2004. ICE estimates that the Strategic Plan will be completed by April 2004. In addition to the current seizure data, new performance measures, with targets, will be developed by June 2004.

| Selected Measures of Performance | | |
|---|----------------|---------------|
| PART Review | | |
| Not Reviewed | | |
| Outcome-Oriented Measures | FY 2003 | |
| | Target | Actual |
| None at present | ---- | ---- |
| Selected Output Measures | FY 2003 | |
| | Target | Actual |
| Inspection Narcotics Seizures * | | |
| a. cocaine (thousands of pounds) | * | 222.5 |
| cocaine (number of seizures) | * | 1,661.0 |
| cocaine (pounds per seizures) | * | 134.0 |
| b. marijuana (thousands of pounds) | * | 1,424.4 |
| marijuana (number of seizures) | * | 6,202.0 |
| marijuana (pounds per seizures) | * | 229.7 |
| c. heroin (thousands of pounds) | * | 4.4 |
| heroin (number of seizures) | * | 812.0 |
| heroin (pounds per seizures) | * | 5.4 |

* Note: Pending development of new/revised department/ICE measures, ICE has carried forward the data below from previous U.S. Customs Service measure that did not have established targets.

Discussion

- ICE is undergoing a major reorganization within the department that includes the recent transfer of the Air Marshals branch of the Transportation Security Agency. As noted above, current performance targets and measures are being reviewed and new targets and measures are being developed.
- ICE's performance plan would be enhanced by the addition of an outcome measure depicting its contribution to an actual reduction in drug flow and availability.

UNITED STATES COAST GUARD

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Interdiction | \$646.114 | \$772.619 | \$822.286 |
| Research & Development | 1.961 | 1.129 | 0.000 |
| Total | \$648.075 | \$773.748 | \$822.286 |
| Drug Resources by Decision Unit | | | |
| Operating Expenses (OE) | \$513.201 | \$586.711 | \$652.782 |
| Acquisition, Construction, and Improvements (AC&I) | 123.949 | 173.961 | 154.740 |
| Reserve Training (RT) | 8.964 | 11.947 | 14.764 |
| Research, Development, Test and Evaluation (RDT&E) | 1.961 | 1.129 | 0.000 |
| Total | \$648.075 | \$773.748 | \$822.286 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 5,606 | 5,726 | 5,808 |
| Information | | | |
| Total Agency Budget | \$6,811.8 | \$7,030.0 | \$7,460.5 |
| Drug Percentage | 9.5% | 11.0% | 11.0% |

II. METHODOLOGY

- The Coast Guard does not have a specific appropriation for drug interdiction activities. All drug interdiction operations, capital improvements and acquisitions, reserve training, and research and development activities are funded out of the appropriations specified below.
- Reflecting the multi-mission nature of Coast Guard units, the accounting system is keyed to operating and support facilities, rather than to specific missions. Consistent with that approach, personnel and other costs are administered and tracked along operational and support capability lines requiring sophisticated cost accounting techniques. For over a decade, the Coast Guard relied on the legacy Program Budget Model to achieve a mission

cost allocation. This model relied on a complex set of algorithms and cost drivers to allocate direct, support, and overhead costs to mission areas, including drug interdiction.

- While the Program Budget Model was a valuable tool, significant improvements in Coast Guard Accounting, evidenced by two successful Chief Financial Officer (CFO) Act audits, have provided improved methods of mission costing using a new, Mission Cost Model (MCM). This is particularly valuable as the Coast Guard recently implemented a Performance-based Budget (PBB). Coast Guard Headquarters staff, with critical support and guidance from KPMG Peat Marwick, LLP, built on their success with a Standard Rates Model to develop the MCM. It allocates all direct and support costs to mission-performing units (e.g., a 378-foot cutter). Established baselines of operational activity are used to further allocate those costs to the various missions. Primary benefits of the new MCM, relative to the Program Budget model, include:
 - Mission cost calculations use the same overhead and support allocation algorithms as the Standard Rates Model, achieving consistency of reporting for cost by asset and mission. These MCM algorithms are more accurate than the legacy algorithms.
 - Cost data inputs are reconciled to the Coast Guard's Audited Financial Statements.
 - The MCM employs state-of-the-market cost modeling software, which is far more reliable and agile than the legacy model.
 - The MCM provides historical results, which are more timely, accurate, reliable, and repeatable than the legacy model. This is of vital importance in linking the budget to performance as the Coast Guard implements a PBB strategy.
 - The MCM delivers unprecedented visibility and tracking of expenditures versus operational activity. It has great value as an internal management and external oversight tool, allowing a more accurate allocation of dollars to mission effort (outputs) and performance goals (outcomes).

Operating Expenses (OE):

- OE funds are used to operate facilities, maintain capital equipment, improve management effectiveness, and recruit, train, and sustain all active duty military and civilian personnel. Budget presentations for current and future years use the most recent OE asset spending data. The MCM systematically allocates all OE spending in the following way:
 - Direct spending: Applied directly to the operating assets (high endurance cutter, HC-130 aircraft, 41' utility boat) that perform missions;
 - Operational spending: Applied to assets for which cost variability can be specifically linked to operating assets (based on carefully-developed allocation criteria); and
 - General Support spending: Applied to assets based on proportion of labor dollars spent where cost variability cannot be specifically linked to operating assets. This is a standard industry approach to overhead allocation.

- Once all OE costs are fully loaded on mission-performing assets, those costs are further allocated to Coast Guard missions (Drug Enforcement, Search and Rescue, etc.) using a baseline of operational employment hours.

Acquisition, Construction & Improvements (AC&I) Appropriation:

- The MCM model is used to develop a line by line allocation of costs by mission areas for proposed AC&I projects. For example, if a new asset is being proposed for commissioning through an AC&I project, costs would be applied to missions using the operational profile of a comparable existing asset.

Research, Development, Test & Evaluation (RDT&E) Appropriation:

- RDT&E funding is allocated across all mission areas based on a project-by-project analysis similar to the method used for AC&I. Effective in FY 2005, RDT&E funding will be consolidated within the department’s Science & Technology Directorate.

Reserve Training (RT) Appropriation:

- A portion of the funds available to the drug control mission areas are highlighted in the RT decision unit. RT funds are used to support Selected Reserve personnel who in turn support and operate facilities, maintain capital equipment, improve management effectiveness, and assist in sustaining all operations. In the RT budget, allocating a share of budget authority using the same methodology used for OE derives the amount allocated to the drug control mission area.

III. PROGRAM SUMMARY

- Maritime drug interdiction is an integral component of the *Strategy*. The Coast Guard enforces federal laws in the transit and arrival zones as the nation’s principal maritime law enforcement agency with jurisdiction on, under and over the high seas and U. S. territorial waters. As part of its strategic goal in maritime security, the Coast Guard’s drug interdiction objective is to reduce the flow of illegal drugs entering the United States by denying smugglers their maritime routes.
- In support of the *Strategy*, the Coast Guard has developed a ten-year counterdrug strategic plan, Campaign STEEL WEB. This plan is a comprehensive approach to maritime counterdrug law enforcement in the transit and arrival zones. The cornerstones of this plan are:
 - Maintain a strong interdiction presence highlighted by agile and flexible operations in the transit and arrival zones to deny smugglers access to maritime routes and deter trafficking activity;
 - Strengthen ties with source and transit zone nations to increase their willingness and ability to reduce the production and trafficking of illicit drugs within their sovereign boundaries, including territorial seas. This will be accomplished through increased

engagement designed to deny smugglers safe havens and enhance the law enforcement capabilities of nations' maritime forces;

- Support interagency and international efforts to combat drug smuggling through increased cooperation and coordination; and
 - Promote efforts to reduce illegal drug use in the maritime environment.
- The Coast Guard aims to conduct effective and agile interdiction operations directed at high threat drug smuggling activity to significantly impact maritime trafficking routes and modes through seizures, disruption and displacement. To this end, the Coast Guard:
 - Deploys a fleet of vessels and aircraft that are equipped with sensors, communications systems and detection technologies guided by coordinated intelligence to surveil, detect, classify, identify, and interdict suspected drug traffickers in the maritime transit and arrival zones. These deep-water cutters, patrol boats, maritime patrol aircraft, helicopters and various small boats provide a critical maritime interdiction presence;
 - Participates in coordinated and joint operations with law enforcement agencies, DoD, and international partners to enhance the effectiveness of transit and arrival zone interdiction efforts. The Coast Guard plans and executes cooperative operations enhancing surveillance, detection, classification, identification, and prosecution in the transit and arrival zones;
 - Deploys Coast Guard Law Enforcement Detachments aboard U.S. Navy and foreign naval vessels to provide maritime law enforcement expertise and authority required to carry out interdiction operations throughout the transit zone;
 - Conducts combined law enforcement operations with source and transit zone nations. These operations provide training, bolster the participating nations' law enforcement capabilities and strengthen their political will to fight the adverse impacts of illicit smuggling;
 - Negotiate maritime counterdrug agreements in conjunction with the Department of State. These agreements promote seamless law enforcement efforts and facilitate the exercise of host nation authority. Through such initiatives, the Coast Guard strives to make territorial boundaries as functionally transparent to law enforcement forces as they are to the smuggling community; and
 - Provides ongoing support to lead agencies focused on programs that are designed to reduce the flow of drugs from source countries. These efforts include providing intelligence resources concentrating on source country activities and personnel for international training in source countries.

IV. BUDGET SUMMARY

2004 Program

- The Coast Guard is presently re-balancing its resources to a sustainable level across all missions. Guidance has been issued to the operational commanders regarding resource allocation for FY 2004.
- The total FY 2004 drug program level for all accounts is \$773.7 million. This level will provide for drug interdiction related activities in support of *Strategy* priorities. This total includes \$586.7 million for OE, \$174.0 million for AC&I, \$11.9 million for RT, and \$1.1 million for RDT&E.
- The budget provides \$668 million (\$137.1 million drug-related) for the continued development of the Integrated Deepwater System (IDS) acquisition. The Deepwater project will re-capitalize the aging legacy surface and air fleets. It will ensure the Coast Guard is properly equipped and outfitted to enable long-term strategies, such as Campaign STEEL WEB to reap success well into the 21st Century.
- The OE program supports end-game capability through continued implementation of the very successful Operation NEW FRONTIER to increase effectiveness. The ability to intercept, stop, and board go-fast smuggling boats will be enhanced with armed helicopters, capable of delivering non-deadly force to stop fleeing suspect vessels, working in tandem with Over-the-Horizon (OTH) boats launched from cutters. OE funding will provide support for the helicopters as well as the personnel, maintenance, operations, facilities and training associated with this initiative.
- The FY 2004 program was designed to enable the Coast Guard to build upon Campaign STEEL WEB successes and maintain effective interdiction in the transit zone. The underlying operations of STEEL WEB will continue, including FRONTIER SHIELD in the transit zone off Puerto Rico and the Virgin Islands.
- The Coast Guard program will also support additional efforts in the Eastern Pacific theater of operations. The program will also allow the Coast Guard to continue limited support to Joint Inter-Agency Task Force (JIATF)-South's Operation CAPER FOCUS deep in the transit zone off the west coasts of Colombia, Peru, and Ecuador.
- The OE program will continue to fund critical intelligence collection and support that will improve the Coast Guard's ability to identify, intercept and efficiently board smuggling vessels. This includes personnel to support enhanced training and technical assistance engagement with the maritime forces in source and transit zone nations as part of the STEEL WEB strategy.
- The RDT&E program level includes funding to: develop new sensor packages to improve operational commanders' capability to detect, identify and intercept targets of interest; develop technologies to improve detection of hidden contraband in locations that were previously impossible to search; improve tactical communications systems to improve

interagency coordination, command and control; and develop technologies that give commanders a wider range of options to stop fleeing vessels.

2005 Request

- The total FY 2005 drug program level for all accounts is estimated at \$822.3 million. This total includes \$652.8 million for OE, \$154.7 million for AC&I, and \$14.8 million for RT.
- The request represents another milestone in IDS acquisition as it provides \$678 million (\$140.9 million drug-related) for the third full year of building out the system.

Operating Expenses

- Funding continues deployment of Operation NEW FRONTIER assets, which include specially equipped helicopters, OTH cutter boats designed to stop the go-fast boat smuggling threat.
- Funding will provide for an interdiction presence for Operation FRONTIER SHIELD and other supply reduction pulse operations in the Caribbean transit zone.
- Funding will provide interdiction efforts in the maritime regions along the Southwest Border. The Coast Guard maritime interdiction efforts off the coast of south Texas and the coast of southern California are designed to complement the coalition efforts of federal, state, and local law enforcement agencies to reduce trafficking across the Southwest Border. As part of the Southwest Border Initiative, the Coast Guard will continue efforts to enhance international cooperation through its relationship with the Mexican Navy.
- The FY 2005 drug program will allow the Coast Guard to continue combined international intelligence operations with Caribbean, Central and northern South American countries. The program will include supporting the U.S. Southern Command's source country initiative to disrupt production and transportation of illicit drugs. Coast Guard participation includes forward deployed aircraft.
- This budget will continue a series of multilateral counterdrug operations in the Caribbean involving French, Dutch, Belgian and United Kingdom resources and regional law enforcement authorities. These highly mobile operations are designed to focus on the highest threats in the region using local assets and law enforcement agencies in conjunction with multi-national maritime forces.
- The Coast Guard will continue to operate a Caribbean Support Tender (CST) with a multi-national crew to provide mobile and professional training and technical assistance to various transit zone nations.
- The Coast Guard will continue periodic bilateral counterdrug operations such as Operation CONJUNTOS with Panama, Operation RIP TIDE with Jamaica, and Operation DAGGER with the Colombian Navy. These efforts focus heavily on training and professional

exchanges among law enforcement units with the goal of strengthening international coordination.

Acquisition, Construction, & Improvements:

- One of the greatest challenges facing the Coast Guard today is that its Deepwater assets (cutters and aircraft) are aging and technologically obsolete. To meet this challenge the Coast Guard has begun to re-capitalize and modernize its assets, including sensors and communications equipment for its aging Deepwater cutters, aircraft and command centers. The start of this effort has been addressed in the President's FY 2002-2004 budgets and is continued in the FY 2005 request.

Reserve Training:

- RT funds will be used to support Selected Reserve personnel who in turn support and operate facilities, maintain capital equipment, improve management effectiveness, and assist in sustaining all operations. In the RT budget, the funding assumes a drug control allocation equivalent to that of the OE program costs since RT personnel augment OE program functions.

V. PERFORMANCE

Summary

- This section on Coast Guard drug control program accomplishments is drawn from its FY 2005 Budget Request and Performance Plan, the FY 2003 Performance Report, and the FY 2004 PART assessment. The chart below includes conclusions from the PART assessment: scores on program purpose, strategic planning, management, and results achieved are synthesized into an overall rating of the program's effectiveness.
- The FY 2004 PART review found the program "generally well-managed" but needed to address some strategic planning issues. Long-term performance targets were needed and so were regular comprehensive evaluations. To address these findings, the Coast Guard has established long-term performance targets out to FY 2009, and through the Center for Naval Analyses, is actively engaged in program evaluations. The Coast Guard is also developing new strategies and making key investments to improve future performance.
- Beginning in FY 2004, the Coast Guard's performance measure changed from Cocaine Seizure Rate to Cocaine Removal Rate. This new measure records drugs removed from the market and more accurately reflects Coast Guard counterdrug efforts and results. The removal rate includes seizures, jettisonings, sinkings and other non-recovered events.
- The FY 2003 performance measure, Cocaine Seizure Rate, is defined as the amount of cocaine seized as a percent of estimated cocaine flow through the transit zones. For the FY 2003 outcome measure, total non-commercial maritime flow data will not be available until April 2004 when the Interagency Assessment of Cocaine Movement (IACM) is

published. At that time, an actual cocaine removal/seizure rate will be published for FY 2003.

| Selected Measures of Performance | | |
|---|-------|---|
| PART Review | | |
| Purpose | 100 | FY 2004 Rating: <i>Results Not Demonstrated</i> . The program is generally well-managed but faces challenges in strategic planning and performance. While annual targets have not been met, the program is developing new strategies and key investments to improve future performance. |
| Planning | 65 | |
| Management | 83 | |
| Results | 25 | |
| Outcome-Oriented Measures | | |
| | | FY 2003 |
| | | Target Actual |
| a. Non-commercial maritime cocaine removal rate -- new measure implemented in FY 2004 | | ---- ---- |
| b. Non-commercial maritime cocaine seizure rate | 20.7% | Available 4/2004 |
| Selected Output Measures | | |
| | | FY 2003 |
| | | Target Actual |
| a. amount of cocaine seized (metric tons) | n/a | 62.1 |
| b. amount of total drugs seized (metric tons) | 76.0 | 68.5 |

Discussion

- The Coast Guard's Strategic Goal related to illegal drug interdiction focuses on securing maritime routes by halting the flow of illegal drugs, aliens and contraband; preventing illegal incursions of the U.S. Exclusive Economic Zone, and suppressing maritime federal law violations. The strategic goal is supported by the long-term performance goal to reduce the flow of illegal drugs into the U.S. via maritime routes.
- The Removal Rate is the amount lost to the smuggler (through seizures, jettison, burning, and other non-recovered events) divided by IACM non-commercial maritime flow. The amount attributed to jettison, burning, and other non-recovered events will be based on values vetted through the Interagency Consolidated Counterdrug Data Base. The current seizure rate measure is a subset of the new performance measure removal rate.
- Despite the near record cocaine seizure total, the Coast Guard does not expect to achieve the FY 2003 target of 20.7 percent. Historically, the Coast Guard's level of effort produces a seizure rate of approximately 12-13 percent.

BUREAU OF PRISONS

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Treatment | \$43.202 | \$47.709 | \$49.300 |
| Total | \$43.202 | \$47.709 | \$49.300 |
| Drug Resources by Decision Unit | | | |
| Inmate Programs | \$43.202 | \$47.709 | \$49.300 |
| Total | \$43.202 | \$47.709 | \$49.300 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 403 | 417 | 431 |
| Information | | | |
| Total Agency Budget | \$4,441.4 | \$4,808.4 | \$4,706.2 |
| Drug Percentage | 1.0% | 1.0% | 1.0% |

II. PROGRAM SUMMARY

- In response to the rapid growth in the federal inmate population having drug abuse histories, the Bureau of Prisons (BOP) has developed a comprehensive drug abuse treatment strategy consisting of five components: screening and assessment; drug abuse education; non-residential drug abuse counseling services; residential drug abuse program; and community transitional drug abuse treatment. It is estimated that 34 percent of the sentenced inmate population have a diagnosable substance use disorder.
- **Drug Program Screening and Assessment.** Upon entry into a BOP facility, an inmate's records are assessed to determine whether:
 - there is evidence in the pre-sentence investigation that alcohol or other drug use contributed to the commission of the instant offense;
 - the inmate received a judicial recommendation to participate in a treatment program; and
 - the inmate violated his or her community supervision as a result of alcohol or other drug use.

If an inmate's record reveals any of these elements, the inmate must participate in a Drug Abuse Education course, available at every BOP institution.

In addition, as part of the initial psychological screening, inmates are interviewed concerning their past drug use to determine their need for drug abuse treatment options.

- **Drug Abuse Education.** Participants in Drug Abuse Education receive information on alcohol and drugs and the physical, social, and psychological impact of these substances. Participants assess the impact of substance use on their lives, the lives of their family, and on their community.

All inmates who undergo drug abuse education are assessed for a substance use disorder and oriented to drug treatment. Those inmates who are identified as having a further treatment need are urged to volunteer for and enter the Residential Drug Abuse Treatment program.

- **Residential Drug Abuse Treatment.** The Residential Drug Abuse Treatment program provides intensive unit-based treatment with extensive assessment, treatment planning and individual and group counseling. The programs are typically nine months long and provide a minimum of 500 hours of drug abuse treatment.
- **Non-Residential Drug Abuse Treatment.** Unlike residential programs, inmates are not housed together in a separate unit; they are housed in and with the general inmate population. Non-residential treatment was designed to provide maximum flexibility to meet the needs of the offenders, particularly those individuals who have relatively minor or low-level substance abuse impairment. These offenders do not require the intensive level of treatment needed by individuals with moderate-to-severe addictive behavioral problems.

A second purpose of the program is to provide those offenders who have a moderate to severe drug abuse problem with supportive program opportunities during the time they are waiting to enter the residential drug abuse program or for those who have little time remaining on their sentence and are preparing to return to the community.

- **Community Transition Drug Abuse Treatment.** Community transitional drug abuse treatment is available to inmates who have completed the residential drug abuse treatment program, have been identified by community corrections staff as having a drug use disorder or are being transferred to the community corrections centers under BOP custody. As part of their community program plan, and to assist in the adjustment back into society, these inmates continue treatment with a community-based treatment provider.

III. BUDGET SUMMARY

2004 Program

- The FY 2004 enacted level provides drug-related resources of \$47.7 million, an increase of \$4.5 million from the FY 2003 level.

- Based on extensive research, the BOP designed the community transition component to increase the likelihood of program success. Corrections research and literature underscore the importance of the community transition component for in-prison drug abuse treatment programs.
- The outcome study conducted by the National Institute on Drug Abuse and the BOP revealed that six months after release from custody, inmates who completed the Residential Drug Abuse Treatment Program were 73 percent less likely to be rearrested and 44 percent less likely to use drugs, when compared to similar offenders who did not participate in the residential treatment.
- Data based on a three year follow-up study support these earlier findings, and further suggest that the Residential Drug Abuse Treatment Programs make a significant positive difference in the lives of inmates following their release from custody and return to the community.

2005 Request

- The FY 2005 drug-related request includes resources of \$49.3 million in treatment resources to support the projected population. No drug-related enhancements are proposed.

IV. PERFORMANCE

Summary

- This section on BOP's program accomplishments is drawn from the FY 2005 Budget Request and Performance Plan, the FY 2003 Performance Report, and the FY 2005 PART assessment. The chart below includes conclusions from the PART review: scores on program purpose, strategic planning, management, and results achieved are synthesized into an overall rating of the program's effectiveness. Also included is a comparison of GPRA targets and achievement from the GPRA documents listed above. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.
- The FY 2005 PART assessment of BOP's Salaries and Expenses budget, which includes the drug treatment portion of Inmate Programs, concluded that BOP's overall program is strong but needs improvement in long-term goal setting and outcome orientation. The PART scores in the accompanying chart are associated with the aggregate assessment of BOP Salaries and Expenses programs. BOP was assigned an overall rating of "Moderately Effective." Currently an outcome-oriented measure is planned to measure only the recidivism of offenders that participate in the Federal Prison Industries program.

| Selected Measures of Performance | | |
|---|---------------|--|
| PART Review | | |
| Purpose | 80 | FY 2005 Rating: <i>Moderately Effective</i> . The program is strong overall but needs to improve long-term goal setting and outcome orientation. |
| Planning | 85 | |
| Management | 86 | |
| Results | 75 | |
| Outcome-Oriented Measures | | FY 2003 |
| | Target | Actual |
| No current measure of recidivism for drug abuse treatment-related programs. | ---- | ---- |
| Selected Output Measures | | FY 2003 |
| | Target | Actual |
| a. # of inmates participated in drug abuse education programs | * | 20,930 |
| b. # of inmates participated in residential drug abuse treatment | * | 17,578 |
| c. # of inmates participated in non-residential drug abuse treatment | * | 12,023 |
| d. # of inmates participated in community transition drug abuse treatment | * | 15,006 |

* Target is 100 percent of eligible inmates.

Discussion

- BOP’s comprehensive drug treatment strategy consists of five components: screening and assessment; drug abuse education; residential drug abuse treatment programs; non-residential drug abuse treatment programs; and community transition drug abuse treatment programs.
- The Violent Crime Control and Law Enforcement Act of 1994 requires the BOP to provide appropriate substance abuse treatment to 100 percent of “eligible” inmates by the end of 1997 and each year thereafter. The BOP has been providing drug abuse treatment to 100 percent of all offenders needing and wanting to participate.
- The Community Transition Drug Abuse Treatment component is a critical component of the BOP’s overall drug treatment program. This component was developed for those inmates who have successfully completed the residential drug abuse treatment program and have been released to the community under BOP custody. There is currently no outcome-oriented measure of the recidivism rate of inmates that participate in the community transition drug abuse treatment component.

DRUG ENFORCEMENT ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 | 2004 | 2005 |
|--|--------------------|--------------------|--------------------|
| | Final | Enacted | Request |
| Drug Resources by Function | | | |
| Intelligence | \$187.199 | \$190.071 | \$201.258 |
| International | 252.154 | 243.679 | 256.231 |
| Investigations | 1,177.996 | 1,247.986 | 1,336.452 |
| Prevention | 9.858 | 8.658 | 8.891 |
| State and Local Assistance ^{/1} | 12.595 | 12.644 | 12.887 |
| Total | \$1,639.802 | \$1,703.038 | \$1,815.719 |
| Drug Resources by Decision Unit | | | |
| Automated Data Processing | 142.279 | ---- | ---- |
| Chemical | 19.707 | ---- | ---- |
| Domestic Enforcement | 480.013 | ---- | ---- |
| Foreign | 207.286 | ---- | ---- |
| Intelligence | 122.848 | ---- | ---- |
| Laboratory Services | 67.808 | ---- | ---- |
| Management and Administration | 122.645 | ---- | ---- |
| Research, Engineering and Technical Operations | 118.08 | ---- | ---- |
| State & Local | 244.749 | ---- | ---- |
| Training | 25.358 | ---- | ---- |
| Domestic Enforcement | ---- | \$1,237.748 | \$1,299.271 |
| International Enforcement | ---- | 252.455 | 265.423 |
| State and Local Assistance ^{/2} | ---- | 94.274 | 96.809 |
| Total Salaries & Expenses | \$1,550.773 | \$1,584.477 | \$1,661.503 |
| Diversion Control Fee Account | \$89.029 | \$118.561 | \$154.216 |
| Total | \$1,639.802 | \$1,703.038 | \$1,815.719 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 8,317 | 8,807 | 9,226 |
| Information | | | |
| Total Agency Budget | \$1,639.8 | \$1,703.0 | \$1,815.7 |
| Drug Percentage | 100.0% | 100.0% | 100.0% |

Notes:

/1 The State and Local Assistance functional category includes DEA funding associated with DEA's State and Local Law Enforcement Officer Training and Domestic Cannabis Eradication/Suppression program.

/2 The State and Local Assistance decision unit includes funding associated with its Mobile Enforcement Team program, State and Local Law Enforcement Officer Training, Domestic Cannabis Eradication/Suppression program, and Demand Reduction program.

II. PROGRAM SUMMARY

- The Drug Enforcement Administration's (DEA) mission is to enforce the controlled substances laws and regulations of the United States, and bring to the criminal and civil justice system of the United States, or any other competent jurisdiction, those organizations and principal members of organizations involved in the growing, manufacturing, or distribution of controlled substances appearing in or destined for illicit traffic in the United States and to support non-enforcement programs aimed at reducing the availability of illicit controlled substances.
- To accomplish its mission, DEA prepared a five-year strategic plan for FYs 2003-2008, consistent with the Department of Justice's (DOJ's) Strategic Plan issued by the Attorney General, which arrays DEA's resources into four strategic focus areas to achieve the maximum impact against the full spectrum of drug trafficking activity. The plan's four strategic focus areas are as follows:
 - **International Enforcement:** This strategic focus area encompasses interaction with foreign counterparts and host nations to attack the vulnerabilities in the leadership, production, transportation, communications, finance, and distribution sectors of major international drug trafficking organizations.
 - **Domestic Enforcement:** Through effective enforcement efforts and associated support functions, DEA disrupts and dismantles the leadership, command, control, and infrastructure of Priority Target Organizations (PTOs) threatening the U.S. This strategic focus area contains most of DEA's resources, including domestic enforcement groups, state and local task forces, other funded federal and local task forces, intelligence, and diversion chemical control groups.
 - **State and Local Assistance:** Through this strategic focus area, DEA supports activities to advise, assist, and train state and local law enforcement and local community groups to ensure a consistent national approach to drug law enforcement. DEA's training enhances state and local enforcement capabilities while affording access to the latest intelligence and investigative methods.
 - **Diversion Control:** This strategic focus area carries out the mandates of the Controlled Substances and Chemical Diversion Trafficking Acts, which ensures that adequate supplies of controlled drugs and chemicals are available to meet legitimate domestic medical, scientific, industrial, and export needs. The goal of DEA's diversion control is to prevent, detect, and eliminate the diversion of these substances into the illicit drug market.
- DEA focuses its resources on attacking PTOs—drug supply and money laundering organizations operating at the international, national, regional, and local levels having a significant impact upon drug availability in America. DEA is guided by key drug enforcement programs, such as the Organized Crime Drug Enforcement Task Force (OCDETF) to accomplish its mission. In FY 2002, the OCDETF member agencies developed the Consolidated Priority Organization Target (CPOT) list, which represents the

“Most Wanted” drug supply and money laundering organizations believed to be primarily responsible for the nation’s illicit drug supply. DEA is a leading participant in OCDETF’s efforts to disrupt or dismantle CPOTs through multi-agency investigations.

III. BUDGET SUMMARY

2004 Program

- In FY 2004, funding will total \$1.7 billion and 8,807 FTE in support of drug control activities. This represents an increase of \$63.2 million over the FY 2003 enacted level. In addition, \$25 million in available prior-year balances will be used to create the OCDETF Drug Intelligence Fusion Center (Center). The Center will provide the capability to automate and exploit huge volumes of drug and related financial investigative information, utilizing the hardware and software architecture designed for the Foreign Terrorist Tracking Task Force (FTTTF) and the operational system for the dissemination of tips and leads employed at DEA's Special Operations Division (SOD). Key drug control spending in FY 2004 is highlighted by selected decision units below:
 - **Domestic Enforcement:** The FY 2004 program for Domestic Enforcement totals \$1.2 billion. Under this decision unit, DEA administers an aggressive and balanced enforcement program with a multi-jurisdictional approach designed to focus federal resources on illegal drug and chemical traffickers, to disrupt or dismantle organizations that control the illegal drug trade within regions of the United States, and to seize proceeds and assets involved in those illegal activities. DEA accomplishes this by disrupting and dismantling PTOs, as well as OCDETF designated CPOTs and Regional Priority Organization Targets (RPOTs). Also under this decision unit, DEA maximizes its force multiplier effect by managing the State and Local Task Force program.
 - **International Enforcement:** The FY 2004 program for International Enforcement totals \$252.5 million. Under this decision unit, DEA works with its foreign counterparts to attack the vulnerabilities of major international drug and chemical trafficking organizations at all levels of their operations. DEA eliminates the command and control infrastructures of these organizations by disrupting and dismantling the operations of their supporting organizations that provide raw materials and chemicals, produce and transship illicit drugs, launder narcotics proceeds worldwide, and direct the operations of their surrogates in the United States. One focus of this strategy is the disruption and dismantlement of PTOs on or directly linked to organizations on the department’s CPOT list.
 - **State and Local Assistance:** The FY 2004 program for State and Local Assistance totals \$94.3 million. Under this decision unit, DEA supports state and local law enforcement with assistance and training, which allows state and local agencies to better address the drug threats in their communities. Addressing the local drug threats that plague America’s cities, rural areas and small towns, reduces associated crime that follows drug markets. Also under this decision unit, DEA supports state and local efforts with specialized programs aimed at reducing the demand for and availability of drugs through DEA’s expertise and leadership, including marijuana eradication.

- **Diversion Control Fee Account:** The FY 2004 program for Diversion Control Fee Account (DCFA) totals \$118.6 million. Under this decision unit, DEA administers the mandates of the Controlled Substances Act (CSA), ensuring that adequate supplies of controlled drugs are available to meet legitimate domestic medical, scientific, industrial, and export needs, while preventing, detecting, and eliminating diversion of these substances into illicit traffic. Specifically, DEA provides regulatory guidance and support to over one million legitimate handlers of controlled substances. Keeping legitimate importers, exporters, manufacturers, retailers and practitioners compliant with CSA regulations contributes significantly toward the reduction in the diversion of controlled substance and chemicals.

2005 Request

- The FY 2005 request totals \$1.8 billion and 9,226 FTE. This represents a net increase of \$112.7 million over the FY 2004 enacted level. Significant program changes include:
 - **Priority Targeting Initiative:** This initiative includes 256 positions (including 100 Special Agents) and \$34.7 million to strengthen DEA's efforts toward disrupting or dismantling Priority Targets, including those linked to organizations on OCDETF's CPOT list. It includes:
 - *Investigative and Administrative Support:* 244 positions (including 100 Special Agents) and \$25.4 million to support Priority Targeting investigations, including 82 support positions to relieve the equivalent of 77 Special Agents from performing non-investigative duties.
 - *Computer Forensic Support:* 9 Computer Forensic positions and \$1.2 million to reduce DEA's existing digital evidence backlog and improve the thorough examination of all digital evidence seized during DEA investigations.
 - *Special Operations Division (SOD):* \$3.0 million in non-personnel funding, which includes \$2.0 million for operational expenses in support of Southwest Border investigations and \$1.0 million for exotic language linguists.
 - *Investigative Technology:* 3 Investigative Technology Specialist positions and \$4.0 million to enhance the Translation/Transcription Support System, Telephone Intercepts, and Investigative Technology Equipment (audio, video, and tracking).
 - *Aviation Support:* \$1.0 million in non-personnel funding for a permanent increase to the Aviation Program's operations and maintenance base.
 - **EPIC Information System:** This initiative includes 4 positions and \$4.8 million to standardize and upgrade the technology infrastructure of the El Paso Intelligence Center's Information System (EIS).
 - **Concorde:** This initiative includes 10 positions and \$8.5 million for the Concorde project and to upgrade the Web Infrastructure. The funding for Concorde will provide initial support for the project's development cycle: planning, requirements gathering,

system design, product development, system testing, implementation, maintenance, and security. The funding for the upgrade of the Web Infrastructure will enhance the hardware, software and support services needed to meet scalability requirements in implementing the Concorde initiative.

- **International Training:** This initiative includes 6 positions (including 5 Special Agents) and \$0.9 million to provide one additional mobile training team for the International Training Program. These teams serve several important functions, including educating host country personnel, assisting in developing in-country infrastructures, aiding in institution building, and promoting cooperation between host country law enforcement agencies and DEA.
- **Customer Service & E-Commerce:** This enhancement includes 24 positions (including 1 Diversion Investigator) and \$11.7 million to continue reengineering and modernization efforts on the Automation of Reports and Consolidated Orders System and the Comprehensive Drug Abuse Prevention and Control Act of 1970 System as well as DEA's E-Commerce Initiative on the Controlled Substances Ordering System and the Electronic Prescriptions for Controlled Substances System.
- **Diversion Control Enforcement:** To support diversion control enforcement DEA requests 1 position and \$3.5 million to continue supporting and operating the Internet Online Investigations Project, and to finance the Controlled Substances Information System II -- a law enforcement oriented, encyclopedic database of information.
- **Diversion Control Program Management & Administrative Support:** This includes 14 positions (including 1 Diversion Investigator) and \$0.7 million to strengthen the Diversion Control Program's regulatory, liaison, policy, and administrative functions.
- **Riverine Program:** The budget incorporates a reduction of \$2.0 million in non-personnel funding by eliminating DEA's Riverine Program, which supports Peru's interdiction efforts along inland waterways, primarily the Amazon River and its major tributaries.
- **Charge District of Columbia (DC) government for Mid-Atlantic Lab Support:** The budget reflects a reduction of \$3.1 million in non-personnel funding by charging the DC Metropolitan Police Department for DEA's Mid-Atlantic Laboratory services. The proposed offset is based on FY 2002 exhibits analyzed for MPD.
- **Anticipated Savings:** The budget also includes a reduction of \$4.1 million as a program offset for anticipated savings that may result from management and program efficiencies in FY 2005.
- Further, the request includes the transfer of 188 positions and \$15.8 million from DEA's S&E to DEA's DCFA with no overall funding impact. The proposal gives DEA one year from the announcement of the intended plan to gain approval of a new rule to govern the program.

IV. PERFORMANCE

Summary

- This section on program accomplishments is drawn from its FY 2005 Budget Request and Performance Plan, the FY 2003 Performance Report, and the FY 2005 PART assessment. The chart below includes conclusions from the PART assessment: scores on program purpose, strategic planning, management, and results achieved are synthesized into an overall rating of the program's effectiveness. Also included is a comparison of GPRA targets and achievements from the GPRA documents listed above. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.
- The FY 2005 PART assessment concluded that DEA has made progress toward its performance goals and has made significant progress, including revising budget submissions to track performance; developing appropriate long-term and annual measures; revising the strategic plan to encompass a focus that reflects all of DEA's programs; and implementing targeting and reporting systems to enable DEA headquarters to review the allocation of investigative resources. DEA was assigned an overall rating of "Adequate."
- DEA accomplishes its general goal to reduce drug availability by working to disrupt or dismantle PTOs linked to CPOT organizations and PTOs not linked to CPOT organizations. During FY 2003, DEA disrupted or dismantled 45 PTOs linked to CPOT organizations.

| Selected Measures of Performance | | |
|---|-----|---|
| PART Review | | |
| Purpose | 100 | FY 2005 Rating: <i>Adequate</i> . DEA has made progress towards its performance goals and has made significant progress on revising budget submission to track performance; developing appropriate long-term and annual performance measures; and revising the strategic plan to encompass a focus that reflects all of DEA's programs. |
| Planning | 88 | |
| Management | 83 | |
| Results | 26 | |
| Outcome-Oriented Measures | | |
| | | FY 2003 |
| | | Target Actual |
| a. Contribution to DOJ's goal to reduce the availability of drugs in the U.S. | | New measure under development |
| b. Percent of Active International and Domestic PTOs linked to CPOT targets disrupted or dismantled | | 10% 20% (16 of 155) (45 of 229) |
| Selected Output Measures | | |
| | | FY 2003 |
| | | Target Actual |
| a. # of active International and Domestic PTOs linked to CPOT targets disrupted or dismantled | | 16 45 |
| b. # of international and Domestic PTOs not linked to CPOT targets disrupted or dismantled | | 74 274 |

Discussion

- DEA has developed new goals, objectives, and strategies to support the DOJ annual goal of reducing the availability of drugs in America by 5 percent per year.

- While drug seizure data are readily available, they do not capture the total impact of disrupted or dismantled PTO's on drug availability. DEA is, therefore, developing a methodology to determine the immediate and long-term impacts of successfully disrupting or dismantling a drug trafficking organization on drug availability in the U.S.
- The target level of domestic enforcement performance for FY 2003 was 155 active PTO investigations linked to CPOTs and the disruption or dismantlement of 16 of those PTOs. As of September 30, 2003, both targets have been exceeded with 229 active PTO investigations linked to CPOTs and 45 of those PTOs disrupted or dismantled.

INTERAGENCY CRIME AND DRUG ENFORCEMENT

I. RESOURCE SUMMARY

| | (Budget Authority in Millions) | | |
|---|--------------------------------|------------------|------------------|
| | 2003 | 2004 | 2005 |
| | Final¹ | Enacted | Request |
| Drug Resources by Function | | | |
| Intelligence | \$16.393 | \$27.896 | \$27.565 |
| Investigations | 365.151 | 418.366 | 434.871 |
| Prosecution | 95.670 | 104.347 | 118.196 |
| Total | \$477.214 | \$550.609 | \$580.632 |
| Drug Resources by Decision Unit | | | |
| Investigations: | | | |
| Drug Enforcement Administration | \$136.364 | \$174.822 | \$179.692 |
| Federal Bureau of Investigation | 119.103 | 136.138 | 137.249 |
| U.S. Marshals Service | 2.122 | 2.146 | 6.497 |
| Immigration and Customs Enforcement | 46.658 | 47.798 | 47.850 |
| Internal Revenue Service | 65.616 | 73.256 | 79.193 |
| Bureau of Alcohol, Tobacco, Firearms, and Explosives | 11.056 | 11.477 | 11.342 |
| U.S. Coast Guard | 0.625 | 0.625 | 0.613 |
| Sub-Total | \$381.544 | \$446.262 | \$462.436 |
| Prosecution: | | | |
| U.S. Attorneys | \$92.590 | \$100.638 | \$114.240 |
| Criminal Division | 2.091 | 2.715 | 2.971 |
| Tax Division | 0.989 | 0.994 | 0.985 |
| Sub-Total | 95.670 | 104.347 | 118.196 |
| Total | \$477.214 | \$550.609 | \$580.632 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | ---- | ---- | ---- |
| Information | | | |
| Total Agency Budget | \$477.2 | \$550.6 | \$580.6 |
| Drug Percentage | 100% | 100% | 100% |

¹ In FY 2003, each OCDETF participating department was funded by its own separate appropriation. The FY 2004 President's Budget proposed to transfer all OCDETF resources to the Justice ICDE Appropriation.

II. PROGRAM SUMMARY

- The Organized Crime Drug Enforcement Task Force (OCDETF) program was established in 1982 as a multi-agency partnership among federal, state and local law enforcement officers and prosecutors, working side by side, to identify, dismantle and disrupt sophisticated

national and international drug trafficking and money laundering organizations. OCDETF combines the resources and expertise of its member federal agencies – Drug Enforcement Administration (DEA), Federal Bureau of Investigation (FBI), Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), U.S. Marshals (USMS), Internal Revenue Service (IRS), Immigration and Customs Enforcement (ICE) and the Coast Guard – in cooperation with the Department of Justice Criminal Division, the Tax Division, 93 U.S. Attorney’s Offices and state and local law enforcement.

- The OCDETF program identifies, disrupts and dismantles major drug supply and money laundering organizations through coordinated, nationwide investigations targeting the entire infrastructure of these enterprises – from the foreign-based suppliers, to the domestic transportation and smuggling systems, to the regional and local distribution networks and the financial operations. OCDETF’s attack on all the related components of these major trafficking organizations not only will disrupt the drug market, resulting in a reduction in the drug supply, but also will bolster law enforcement efforts in the fight against those terrorist groups supported by the drug trade.
- The following major program initiatives are a focus for the OCDETF program:
 - The CPOT list – a unified agency list of the international “command and control” drug trafficking and money laundering targets—is a major priority for the OCDETF Program. The vast majority—83 percent—of the 517 active investigations linked to these CPOT targets are OCDETF investigations.
 - As part of the strategic planning process, each of the OCDETF regions identified regional priority organization targets (RPOTs) representing the most significant drug and money laundering organizations threatening the region. Currently, 300 RPOTs have been identified and have become targets of active OCDETF investigations.
 - In July of 2002, OCDETF mandated the inclusion of a financial component for each OCDETF investigation aimed at identifying and destroying the financial systems that support the drug organization. OCDETF also has placed greater emphasis on the tracking and seizure of organizational assets versus seizures of opportunity. OCDETF participants are directed to seriously pursue financial charges and convictions against individuals who participate in the transport and laundering of illicit drug proceeds.
 - OCDETF was originally formed as part of a task force approach against sophisticated criminal organizations, with prosecutors and law enforcement personnel working side-by-side in the same location. As part of its return to its original mission, OCDETF encouraged the development of co-located OCDETF task forces in key cities around the country, which not only could aggressively target the highest-level trafficking organizations but also could function as a central point of contact for OCDETF agents and prosecutors nationwide, gathering intelligence and disseminating leads throughout the neighboring areas. These task forces are now operating in New York, Miami, Detroit, Houston and Atlanta. Task Forces are also expected in Chicago and Los Angeles.

- For the first time since the inception of the program, OCDETF management is examining the allocation of program resources to align resources with the drug threat and to reward performance consistent with program goals.

Department of Justice

- DEA is the agency most actively involved in the OCDETF program with a participation rate in investigations that has exceeded 80 percent almost every year. DEA is the only federal agency in OCDETF that has drug law enforcement as its sole responsibility. The agency's vast experience in this field, its knowledge of international drug rings, its relationship with foreign law enforcement entities, and its working relationships with state and local authorities all have made the DEA essential to OCDETF.
- FBI brings to OCDETF its extensive expertise in the investigation of traditional organized crime and white collar/financial crimes. The FBI uses its skills to gather and analyze intelligence data and to undertake sophisticated electronic surveillance. Although the FBI has reorganized its direct drug resources following the events of September 11, the FBI remains committed to the OCDETF Program and to the goal of targeting major drug trafficking organizations and their financial infrastructure.
- USMS is the specialist agency responsible for the apprehension of OCDETF fugitives. Fugitives are typically repeat offenders who flee apprehension only to continue their criminal enterprise elsewhere. Their arrest by the USMS immediately makes the community in which they were hiding and operating a safer place to live. The USMS is responsible for apprehension of approximately 90 percent of all OCDETF fugitives.
- ATF agents focus on major drug traffickers who have violated laws related to the illegal trafficking and misuse of firearms, arson and explosives. A significant portion of today's violent crime is directly associated with the distribution of drugs by sophisticated drug trafficking organizations. Indeed, firearms often serve as a form of payment for drugs and, together with explosives and arson, are used as tools of drug organizations for purposes of intimidation, enforcement and retaliation against their own members, rival organizations, or the community in general. Thus, ATF's jurisdiction and expertise make it a well-suited partner with other agencies participating in the war against illegal drugs.
- United States Attorneys' early involvement in the development of case strategy is key to successful OCDETF investigation and prosecution. Experienced OCDETF attorneys are able to coordinate investigative efforts more efficiently and minimize the risk of legal challenges, because of their familiarity with the intricacies of drug trafficking investigations. Their involvement ensures that the prosecutions are well prepared, comprehensively charged, and expertly handled.
- Criminal Division, Office of Enforcement Operations (OEO), offers direct operational support to U.S. Attorneys offices as it reviews all applications for electronic surveillance and assists agents and attorneys by providing guidance on the justification for and development of such applications. Prompt, thorough processing of time-sensitive Title III applications is crucial to the success of coordinated, nationwide investigations, which are Title-III intensive.

- The Criminal Division's Narcotics and Dangerous Drugs Section (NDDS) and Asset Forfeiture and Money Laundering Sections (AFMLS) also provide assistance to and/or participate directly in OCDETF prosecutions when they have available resources from their direct appropriation and are requested to do so by the United States Attorneys' offices. With the increasing complexity and scope of OCDETF cases, senior attorneys are called upon with greater frequency to assist in the supervision and prosecution of OCDETF cases. NDDS attorneys, in particular, play a critical role in supporting and coordinating nationwide investigations through their work with the DEA's Special Operations Division (SOD). In FY 2003, OCDETF obtained funding to support a squad of NDDS attorneys who are dispatched to U.S. Attorneys' Offices across the country to assist in drafting wiretap applications and assisting with wiretap investigations.
- Tax Division provides nationwide review and coordination of all tax charges in OCDETF cases, as well as assistance in OCDETF money laundering investigations. Tax Division attorneys communicate frequently with regional IRS Coordinators to remain aware of new developments and they maintain a clearinghouse of legal and investigative materials and information available to OCDETF personnel.

Department of the Treasury

- IRS special agents work to dismantle and disrupt major narcotics and narcotics money laundering organizations by applying their unique financial investigative skills to investigate all aspects of the individual/organization's illegal activities. The IRS uses the tax code, money laundering statutes, and asset seizure/forfeiture laws to thoroughly investigate the financial operations of the organizations. With the globalization of the U.S. economy and the increasing use of electronic funds transfers, investigations of these organizations have become more international in scope.

Department of Homeland Security

- ICE participation is vital to the success of OCDETF. First, virtually all of the most significant drug trafficking and money laundering organizations—including particularly those on the CPOT List—are populated by criminal aliens. ICE agents, therefore, contribute immigration expertise and valuable intelligence that can be utilized to ensure the arrest and prosecution of significant alien targets, particularly during the pendency of a multi-jurisdictional investigation. Second, ICE personnel are a valuable asset in regional, national, and international drug and money laundering investigations. Their automated systems are extremely sophisticated in targeting and tracking the transportation of illicit drugs into the United States and these agents have the capability to target certain high-risk commercial containers for intensive inspection.
- Coast Guard is primarily focused on drug interdiction and has found itself in a unique position to support the work of OCDETF. The USCG Coordinator in each of the coastal OCDETF regions is the maritime expert for OCDETF and provides valuable intelligence and guidance on cases with maritime connections and implications. USCG Coordinators also serve as valuable liaisons with the military services and the National Narcotics Border Interdiction System.

State and Local Law Enforcement

- State and local law enforcement agencies participate in approximately 85 percent of all OCDETF investigations. State and local participation significantly expands the available resource base and broadens the choice of venue for prosecution. OCDETF has received assistance from more than 50,000 state and local officers nationwide.

III. BUDGET SUMMARY

2004 Program

- The FY 2004 budget totals \$550.6 million and includes a transfer of 783 reimbursable permanent positions/workyears and \$111.6 million to consolidate the OCDETF funding of the Department of the Treasury and the Department of Homeland Security under the Department of Justice. The FY 2004 funding is to be used to reimburse participating agencies and components for their investigative and prosecutorial efforts toward disrupting and dismantling the most significant drug trafficking and money laundering organizations. Specific activities include:
 - **Investigations:** This decision unit includes \$446.3 million and 3,129 FTE to reimburse the following participating agencies: DEA, FBI, U.S. Marshals Service, ATF, ICE, Coast Guard and IRS. Also included are the reimbursable resources that support the intelligence activities of DEA and FBI.
 - **Prosecutions:** This decision unit includes \$104.3 million and 907 FTE to reimburse the U.S. Attorneys, Criminal Division, and Tax Division for their investigative support and prosecutorial efforts in OCDETF cases.

2005 Request

- The FY 2005 request totals \$580.6 million, a net increase of \$30.0 million over the FY 2004 enacted level. The FY 2005 budget directly supports efforts to reduce the threat of illegal drugs by disrupting and dismantling major drug trafficking and money laundering organizations. Included in the net increase of \$30.0 million are net base adjustments in the amount of \$4.9 million and program enhancements totaling \$25.1 million. The FY 2005 enhancements are highlighted below:
 - **AUSA Resource Initiative: +\$9.6 million.** This proposal includes 113 positions to address existing staffing imbalances within the U.S. Attorney workforce and, thereby, to achieve an appropriate balance between investigative and prosecutorial resources. This request represents the first phase of a four-year plan to achieve a ratio of 1 Assistant U.S. Attorney (AUSA) for every 4.5 investigative agents. The additional attorney positions will enhance the quality and success of OCDETF investigations by ensuring that all investigations benefit from active attorney participation and support.
 - **OCDETF Fugitive Apprehension Initiative: +\$4.3 million.** This enhancement provides the OCDETF program with 28 U.S. Marshals positions to establish fugitive

apprehension units within the OCDETF regions. The apprehension units are critical to ensure that drug traffickers are not only investigated and indicted, but also apprehended, prosecuted, and forced to serve prison terms.

- **OCDETF Fusion Center Initiative: +\$6.3 million.** This request supports and expands the capacity of the Fusion Center to analyze drug trafficking and related financial investigative information and to disseminate investigative leads to the OCDETF participants. This enhancement provides a total of 60 positions for DEA, FBI and ICE to be assigned to DEA's Special Operations Division and in the field to coordinate and conduct nationwide investigations generated as a result of analysis by Fusion Center personnel.
- **OCDETF Performance and Accountability Initiative: +\$0.3 million.** This enhancement includes 4 Executive Office positions to enable the OCDETF program to implement and support an accountability system at all levels of the program. The accountability system is essential to ensuring that OCDETF resources remain focused on activities that further the program's mission and that achieve measurable results.
- **Financial Initiative: +\$4.5 million.** This enhancement funds 28 additional positions to increase IRS participation in all OCDETF investigations. IRS expertise is critical to effectively identifying, disrupting and dismantling the financial infrastructure of drug trafficking organizations and disgorging the profits of the drug trade.

IV. PERFORMANCE

Summary

- This section on OCDETF's program accomplishments is drawn from the FY 2005 Budget Request and Performance Plan, and the DOJ FY 2003 Performance Report. The OCDETF program has not been reviewed under the Administration's PART process. The chart below includes a comparison of GPRA targets and achievements. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.
- OCDETF's current performance data is an effective means of evaluating outputs at the district and regional levels; however, as OCDETF acknowledges, outcome measures are necessary to capture the impact of the national program. The program is actively working to develop appropriate long-term outcome measures.
- OCDETF measures performance in two program areas, investigations and prosecutions. Specific performance measures focus on investigations related to the CPOT List and Regional Priority Organization Targets as well as indictments and convictions of OCDETF defendants, including those linked to the CPOT and RPOT.

| Selected Measures of Performance | | |
|--|---|---------------|
| PART Review | | |
| Not Reviewed | | |
| Outcome-Oriented Measures | FY 2003 | |
| | Target | Actual |
| a. Percent of aggregate domestic drug supply related to dismantled/disrupted CPOT-linked organizations | Baseline data available at close of FY 2004 | |
| b. Number and percent of convicted OCDETF defendants connected to CPOT | Baseline data available at close of FY 2004 | |
| Selected Output Measures | FY 2003 | |
| | Target | Actual |
| a. Number of OCDETF investigations connected to CPOT | 400 | 424 |
| b. Number of CPOT-linked organizations dismantled/disrupted | 37 | 47 |

Discussion

- The 40 “command and control” organizations on the Consolidated Priority Organization Target (CPOT) list are a top priority for OCDETF, and 83 percent of all CPOT-linked investigations are OCDETF investigations.
- OCDETF has urged participants to include a financial component aimed at identifying and destroying the financial systems that support the drug organization in all investigations. More than 70 percent of OCDETF investigations initiated in 2003 utilized financial investigative techniques. The percent of OCDETF indictments charging financial violations, and the number of defendants convicted of financial violations also increased.
- OCDETF’s renewed focus on attacking entire drug networks operating nationwide is most evident in the growing number of investigations, which have expanded beyond the originating district to neighboring districts, states and regions where related components of the targeted organization may be operating. Nearly 90 percent of OCDETF investigations initiated in FY 2003 are multi-jurisdictional.
- As OCDETF renewed its focus on higher-level targets and complex, multi-jurisdictional investigations, the total number of OCDETF cases initiated decreased by 22 percent (902 to 703) between FY 2002 and FY 2003. This occurred because OCDETF resources are being focused on long-term and resource-intensive investigations, thereby reducing the number of investigations undertaken.

OFFICE OF JUSTICE PROGRAMS

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Prevention | \$39.103 | \$31.730 | \$12.327 |
| State and Local Assistance | 121.240 | 111.501 | 145.815 |
| Treatment | 109.284 | 38.095 | 146.114 |
| Total | \$269.627 | \$181.326 | \$304.256 |
| Drug Resources by Decision Unit | | | |
| Regional Information Sharing System | \$28.812 | \$29.684 | \$45.000 |
| Underage Drinking Prevention Program | 24.838 | 24.737 | 0.000 |
| Executive Office for Weed and Seed | 58.542 | 57.926 | 58.265 |
| Drug Court Program | 44.707 | 38.095 | 70.060 |
| Residential Substance Abuse Treatment | 64.577 | 0.000 | 76.054 |
| Arrestee Drug Abuse Monitoring Program | 8.411 | 1.200 | 6.500 |
| Southwest Border Prosecutor Initiative | 39.740 | 29.684 | 48.377 |
| Total | \$269.627 | \$181.326 | \$304.256 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 79 | 75 | 75 |
| Information | | | |
| Total Agency Budget | \$2,567.0 | \$2,280.3 | \$1,657.2 |
| Drug Percentage | 10.5% | 8.0% | 18.4% |

II. PROGRAM SUMMARY

- The Justice Assistance Act of 1984 established the Office of Justice Programs (OJP). OJP supports collaboration of law enforcement at all levels in building and enhancing networks across the criminal justice system to function more effectively. Within OJP's overall program structure, there are specific resources dedicated to aid in the fight against drugs in support of the *Strategy*.
- OJP supports a variety of prevention programs, which discourage the first-time use of controlled substances and encourage those who have begun to use illicit drugs to cease their

use. These activities include programs that promote effective prevention efforts to parents, schools and community groups and assistance to state, local and tribal criminal justice agencies.

- OJP also provides financial and technical assistance to traditional law enforcement organizations and agencies whose primary purpose is to investigate, arrest, prosecute or incarcerate drug offenders, or otherwise reduce the supply of illegal drugs; as well as those activities associated with the incarceration and monitoring of drug offenders.
- Finally, OJP provides programming support to encourage/assist regular users of controlled substances to become drug-free through coerced abstinence drug testing, counseling services, in-patient and out-patient care, research into effective treatment modalities, and research into effective treatment modalities.

III. BUDGET SUMMARY

2004 Program

- The FY 2004 budget totals \$181.3 million, which includes:
 - **Drug Prevention Activities: \$31.7 million.** This funding includes resources for the following activities: providing information to promote effective prevention efforts to parents, schools and community groups; and providing assistance to state and local law enforcement. Also included in this amount is \$1.2 million for the Arrestee Drug Abuse Monitoring (ADAM) program, which in its current form, is being phased out in FY 2004 and being reengineered in FY 2005, so that improved data will be provided.
 - **State and Local Assistance: \$111.5 million.** Program funding includes support to state and local law enforcement entities or activities that assist state and local law enforcement efforts to investigate, arrest, prosecute, incarcerate drug offenders, or otherwise reduce the supply of illegal drugs.
 - **Treatment: \$38.1 million.** Funding includes resources to support criminal justice drug testing, treatment and intervention activities.

2005 Request

- The total drug control request for FY 2005 is \$304.3 million, a net increase of \$122.8 million over the FY 2004 enacted level. The FY 2005 request includes the following adjustments:
 - **Residential Substance Abuse Treatment (RSAT): +\$76.1 million.** RSAT provides formula grants to states to help them develop and implement residential substance abuse treatment programs that provide individual and group treatment activities for offenders in residential facilities operated by state correctional agencies. No appropriations were provided for this program in FY 2004. The Administration remains committed to this initiative.

- **Drug Courts: +\$32 million.** This request will provide operational drug courts with enhancement grants to enable increased capacity and improved program operations. The Drug Court program provides alternatives to incarceration by using the coercive power of the court to force abstinence and alter behavior with a combination of escalating sanctions, mandatory drug testing, treatment, and strong aftercare programs.
- **Southwest Border Prosecutor: +\$18.7 million.** This program provides funding for local prosecutor offices in the four states (California, New Mexico, Arizona, and Texas) along the Southwest Border for the costs incurred of processing, detaining, and prosecuting drug and other cases referred from federal arrests or federal investigations.
- **Regional Information Sharing System (RISS): +\$15.3 million.** With this request RISS will expand its infrastructure to electronically share and disseminate counter-terrorism-related intelligence and investigative information. It will provide an expanded intelligence and investigation network to federal, state, and local law enforcement agencies.
- **ADAM Program: +\$5.3 million.** This funding will support a re-engineered program in FY 2005 that will provide improved data in the future. ADAM data under this reformulated program will provide nationally and local representative statistics of enhanced value to policymakers. The program is the only federally-funded drug use prevalence program to directly address the relationship between drug use and criminal behavior.
- **Overall reduction of \$24.7 million:** The budget proposes to eliminate the Underage Drinking Prevention Program.

IV. PERFORMANCE

Summary

- This section on OJP's program accomplishments is drawn from its FY 2005 Budget Request and Performance Plan, the FY 2003 Performance and Accountability Report, and the FY 2004 PART assessment. The charts below include conclusions from the PART assessment: scores on program purpose, strategic planning, management, and results achieved are synthesized into an overall rating of the program's effectiveness. Also included in the chart below is a comparison of targets and achievements from the GPRA documents listed above for FY 2003, the last year for data are available. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.
- The Drug Courts program received an overall FY 2004 PART rating of "Results Not Demonstrated" due in part to annual performance measures that focus on outputs (the number of drug courts) instead of the effectiveness of the courts.
- The RSAT program received an overall FY 2004 PART rating of "Results Not Demonstrated" due in part to annual performance measures that focus on outputs (the

number of offenders treated) instead of the effectiveness of the treatment toward reducing recidivism.

Drug Courts Program

| Selected Measures of Performance | | |
|---|-----|---|
| PART Review | | |
| Purpose | 100 | FY 2004 Rating: <i>Results Not Demonstrated</i> . The program is generally well-managed but faces challenges in developing outcome-oriented measures focusing on post-program recidivism. |
| Planning | 57 | |
| Management | 82 | |
| Results | 53 | |
| Outcome-Oriented Measures | | FY 2003 |
| | | Target |
| | | Actual |
| a. Percent increase in graduation rate of participants in the Drug Courts program (new measure in 2004) | | Baseline to be established in 2004 |
| b. Percent of drug court program participants that do not commit other crimes while in the program. * | 80% | 92% |
| Selected Output Measures | | FY 2003 |
| | | Target |
| | | Actual |
| Total number of drug courts (cumulative) | 492 | 527 |

* Actual percentage reflects performance reported by drug courts that received enhancement awards in fiscal year 2003. Future performance reporting by all drug courts is expected to improve with the implementation of a web-based online performance reporting system currently under development.

Discussion

- As noted in the chart above, the total number of drug courts in FY 2003 exceeded the target of 492 drug courts by 35 (total 527 drug courts).
- OJP's current primary performance measures are directed toward the number of drug courts established and the recidivism rate of participants while in the program. Recidivism rates post-discharge would indicate how effective the programs are after participants complete the program.
- As part of the department-wide strategic planning process, OJP is reviewing the long- and short-term goals for the Drug Courts program. Options for baseline development and performance measures related to recidivism, reduction in substance abuse, and improved client outcomes related to employment and child custody and support, are under consideration.

Residential Substance Abuse Treatment (RSAT) Program

| Selected Measures of Performance | | |
|--|----|---|
| PART Review | | |
| Purpose | 60 | FY 2004 Rating: <i>Results Not Demonstrated</i> . The program is generally well-managed but faces challenges in developing outcome-oriented measures focusing on the effectiveness of treatment on post-program recidivism. |
| Planning | 71 | |
| Management | 56 | |
| Results | 20 | |
| Outcome-Oriented Measures | | FY 2003 |
| | | Target Actual |
| Improve public safety and reduce recidivism | | New measure under development |
| Selected Output Measures | | FY 2003 |
| | | Target Actual |
| Number of offenders treated for substance abuse annually | | 40,000 25,521 |

Discussion

- As noted in the chart above, the total number of offenders treated annually in FY 2003 was 25,521. The FY 2003 target was missed due to the fiscal crises of several states which posed difficulty for the states to meet the RSAT 25 percent funding match requirement. As a result, they could only fund sites where the matching funds requirement could be met. Consequently, fewer sites were funded. In addition, in FY 2003 the RSAT program added aftercare programs to the treatment services being provided.
- The chart reflects OJP's current primary focus on an output rather than on the effectiveness of the program. A new measure currently under development will identify the average treatment cost per offender.
- As part of the department-wide strategic planning process, OJP is reviewing the long- and short-term goals for the RSAT program. Options for baseline development and performance measures related to recidivism, reduction in substance abuse, and improved client outcomes related to employment and child custody and support, are under consideration.

COUNTERDRUG TECHNOLOGY ASSESSMENT CENTER

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Research & Development | \$20.707 | \$17.894 | \$18.000 |
| State and Local Assistance | 25.831 | 23.858 | 22.000 |
| Total | \$46.538 | \$41.752 | \$40.000 |
| Drug Resources by Decision Unit | | | |
| Research | \$20.707 | \$17.894 | \$18.000 |
| Technology Transfer | 25.831 | 23.858 | 22.000 |
| Total | \$46.538 | \$41.752 | \$40.000 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 0 | 0 | 0 |
| Information | | | |
| Total Agency Budget | \$46.5 | \$41.8 | \$40.0 |
| Drug Percentage | 100.0% | 100.0% | 100.0% |

II. PROGRAM SUMMARY

- The Counterdrug Technology Assessment Center (CTAC) was established within the Office of National Drug Control Policy (ONDCP) as the central counterdrug technology research and development (R&D) organization of the U.S. Government. Section 708 of the National Drug Control Policy Reauthorization Act of 1998 (P.L. 105-277) re-authorized CTAC.
- Since 1990, CTAC has been overseeing and coordinating a counterdrug R&D program that supports the goals of the *Strategy*. CTAC, in consultation with the National Institute on Drug Abuse (NIDA), provides advanced technology and support to demand reduction efforts through the nation's premier teams of medical researchers working on the problem of drug dependence. This is accomplished by providing them with infrastructure and technology necessary to support their substance abuse research. The CTAC R&D program also provides support to law enforcement supply reduction by developing advancements in technology for improved capabilities, such as drug detection, communications, surveillance and methods to share drug crime investigative information. In addition to sponsoring R&D programs to

advance the technological capabilities of National Drug Control Agencies, CTAC supports the Technology Transfer Program (TTP) to enhance the capabilities of state and local law enforcement agencies (LEAs) with developments stemming from the federal R&D programs.

- ONDCP has interagency agreements with the U.S. Army (Electronic Proving Ground), U.S. Navy (Space and Naval Warfare Systems Center), Drug Enforcement Administration, Department of Agriculture (Agricultural Research Service), and other federal agencies and departments to perform contracting and technical oversight services associated with CTAC-sponsored R&D initiatives and TTP.
- The R&D program allocates funding to initiatives in two areas: (1) supply reduction/law enforcement applied technology development initiatives, and (2) demand reduction/drug abuse research and technology initiatives.
- Within the two areas of supply and demand reduction, the CTAC R&D budget apportions funds for an outreach effort that informs academic, private sector, and international government organizations on progress in counterdrug R&D. The outreach effort provides a forum to solicit innovative solutions to satisfy the Science and Technology needs. The R&D budget also apportions funds for technical support to develop and administer the R&D program.

III. BUDGET SUMMARY

2004 Program

- CTAC is continuing the TTP in FY 2004 with \$23.9 million to deliver advanced drug crime-fighting technology, training and support to state and local law enforcement agencies across the country.
- FY 2004 plans include \$6 million for R&D programs that support supply reduction efforts. The supply reduction R&D programs include tactical technologies, such as improved communications, interoperability, and case management capabilities.
- The FY 2004 R&D program includes plans to spend \$11.9 million for projects that support demand reduction activities. Demand reduction projects concentrate on equipping leading academic and addiction research institutions with advanced neuroimaging technology and medical instrumentation for drug abuse research.

2005 Request

- The FY 2005 request includes \$18 million for the counterdrug R&D program and \$22 million for the TTP. The proposed initiatives are presented in six categories:
 - substance abuse prevention and treatment research;
 - neuroimaging infrastructure technology development and deployment;

- federal law enforcement R&D;
 - supply reduction R&D;
 - testbed evaluations, outreach activities, and contracting and technical support; and
 - technology transfer program.
- Below are the program elements and recommended allocations for FY 2005.

| R&D Program and Technology Transfer Program | Amount |
|--|----------------------|
| Demand Reduction | \$ 12,000,000 |
| Supply Reduction | 3,000,000 |
| Testbeds, Evaluations, Outreach, Technical & Contracting Support | 3,000,000 |
| Total R&D Total | 18,000,000 |
| Technology Transfer Program | 22,000,000 |
| Total Funding | \$ 40,000,000 |

IV. PERFORMANCE

Summary

- This section on CTAC’s program accomplishments is drawn from the FY 2005 Budget Request and Performance Plan, the FY 2003 Performance Report, and the FY 2005 PART review. The chart includes conclusions from the PART assessment: scores on program purpose, strategic planning, management, and results achieved are synthesized into an overall rating of the program’s effectiveness. Also included is a comparison of FY 2003 targets and achievements from the GPRA documents listed above. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.
- The PART rating of “Results not Demonstrated” was based on a finding that both R&D and TTP programs utilized unsystematic prioritization processes; lacked baselines and performance targets; and had not conducted independent evaluations. CTAC’s measures of performance for FY 2003 are primarily outputs or milestones. New measures have since been developed for FY 2004 that include outcome-oriented measures such as the percentage of recipients that report that equipment provided technological solutions to investigative requirements.

Research and Development Program

| Selected Measures of Performance | | | | | | | | | | |
|--|--------|---|--------|--------|------|------|---|---|---|---|
| PART Review | | | | | | | | | | |
| Purpose | 80 | FY 2005 Rating: <i>Results Not Demonstrated</i> . Baselines and targets are needed. Program lacked prioritization of submitted proposals. Performance results should be made public. | | | | | | | | |
| Planning | 30 | | | | | | | | | |
| Management | 70 | | | | | | | | | |
| Results | 7 | | | | | | | | | |
| Outcome-Oriented Measures | | FY 2003 | | | | | | | | |
| None for FY 2003. Developed for FY 2004. | | <table border="1"> <thead> <tr> <th>Target</th> <th>Actual</th> </tr> </thead> <tbody> <tr> <td>----</td> <td>----</td> </tr> </tbody> </table> | Target | Actual | ---- | ---- | | | | |
| Target | Actual | | | | | | | | | |
| ---- | ---- | | | | | | | | | |
| Selected Output Measures | | FY 2003 | | | | | | | | |
| | | <table border="1"> <thead> <tr> <th>Target</th> <th>Actual</th> </tr> </thead> <tbody> <tr> <td>3/1</td> <td>3/1</td> </tr> <tr> <td>5</td> <td>5</td> </tr> <tr> <td>1</td> <td>3</td> </tr> </tbody> </table> | Target | Actual | 3/1 | 3/1 | 5 | 5 | 1 | 3 |
| Target | Actual | | | | | | | | | |
| 3/1 | 3/1 | | | | | | | | | |
| 5 | 5 | | | | | | | | | |
| 1 | 3 | | | | | | | | | |
| a. Conduct three regional workshops and one major regional symposium | | | | | | | | | | |
| b. Develop and field five technology prototypes to address counterdrug law enforcement and drug treatment requirements | | | | | | | | | | |
| c. Open a new brain imaging facility | | | | | | | | | | |

Discussion

- The FY 2005 PART review found that CTAC's R&D program lacked acceptable long-term and annual performance measures that adequately reflect program goals and the program had not been subjected to an independent evaluation. Additionally, the program lacked prioritization of submitted proposals instead of which it issues broad requests for proposals to address previously identified research needs. The review also indicated that CTAC did not provide complete and clear information to the public concerning the operations of its R&D program. It should be noted that R&D programs are generally monitored through output measures and milestones – these have been developed for FY 2004.
- CTAC has taken steps to address each of the PART findings. Acceptable annual and long-term performance measures, along with baselines, targets and timeframes have been developed. CTAC has also committed to the prioritization of proposals received under its R&D program. Proposals will be evaluated by subject matter experts and peers for technical merit and relevance and undergo additional scrutiny based on cost feasibility and “best value” for the government. In addition, CTAC has committed to conducting an independent operational assessment of the R&D program, slated for completion by September 2004.
- Although the R&D program either met or exceeded the majority of its FY 2003 targets (chart above), additional appropriate measures have been adopted for future years. These include measures such as the percentage of supply reduction R&D funds allocated to needs consistent with ONDCP's strategic goals for law enforcement, and the number of publications.

Technology Transfer Program

| Selected Measures of Performance | | |
|---|----|---|
| PART Review | | |
| Purpose | 80 | FY 2005 Rating: <i>Results Not Demonstrated</i> . Baselines and targets are needed. Program lacked prioritization, operated on a "first-come, first-served" basis. Performance results should be made public. |
| Planning | 38 | |
| Management | 60 | |
| Results | 11 | |
| Outcome-Oriented Measures | | FY 2003 |
| | | Target |
| None for FY 2003. Developed for FY 2004 | | ---- |
| | | Actual |
| | | ---- |
| Selected Output Measures | | FY 2003 |
| | | Target |
| a. Continue to develop and refine the nationwide deployment strategy for the Technology Transfer Program. | | This milestone has been replaced for FY 2004. |
| | | Actual |

Discussion

- The FY 2005 PART review found that TTP lacked acceptable long-term and annual performance measures that adequately reflect program goals. Also, the program had not been subjected to independent evaluations. CTAC's TTP tended to operate on a "first-come, first-served" basis, lacking adequate procedures to distinguish the relative merit of submitted requests. The TTP also failed to collect timely and credible performance information which could be used to improve program performance. Further, the review indicated that TTP did not provide complete and clear information to the public concerning the operation of its programs.
- CTAC has taken steps to address each of the PART findings. Acceptable annual and long-term performance measures, along with baselines, targets and timeframes have been developed. CTAC is committed to improving the quality of its TTP data collection and to effectively use the data for better management of the program. CTAC's body of ten regional expert reviews applications submitted to the TTP and ensures that an appropriate technology is provided to the requesting agency based on the type and extent of the identified drug problem. CTAC will improve this process, ensuring that a more systematic evaluation results in a "best-match" for the requesting agency. CTAC has also committed to complete an independent operational assessment of the TTP program by September 2004.
- Although the TTP lacked outcome-oriented measures for FY 2003, appropriate outcome-oriented measures have been identified for FY 2004. These include measures such as the percentage of agencies that report improved efficiency relative to improved officer safety, investigative capability, and investigative effectiveness.

OFFICE OF NATIONAL DRUG CONTROL POLICY: OPERATIONS

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Interdiction | \$3.492 | \$3.709 | \$3.676 |
| International | 3.492 | 3.709 | 3.676 |
| Investigations | 1.995 | 2.119 | 2.101 |
| Prevention | 5.737 | 6.093 | 6.040 |
| Research & Development | 1.341 | 1.342 | 1.350 |
| State and Local Assistance | 5.238 | 5.563 | 5.514 |
| Treatment | 4.989 | 5.298 | 5.252 |
| Total | \$26.284 | \$27.831 | \$27.609 |
| Drug Resources by Decision Unit | | | |
| Operations | \$23.949 | \$24.998 | \$26.259 |
| Research: Policy | 1.341 | 1.342 | 1.350 |
| Model State Drug Laws | 0.994 | 1.491 | 0.000 |
| Total | \$26.284 | \$27.831 | \$27.609 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 115 | 120 | 125 |
| Information | | | |
| Total Agency Budget | \$26.3 | \$27.8 | \$27.6 |
| Drug Percentage | 100.0% | 100.0% | 100.0% |

II. PROGRAM SUMMARY

- The Office of National Drug Control Policy (ONDCP) provides the President's primary Executive Branch support for drug policy development and program oversight. ONDCP advises the President on national and international drug control policies and strategies and works to ensure the effective coordination of drug programs within the federal departments and agencies. ONDCP responsibilities include:

- Develop and publish the President's *National Drug Control Strategy (Strategy)*.
- Develop a consolidated National Drug Control Budget for presentation to the President and the Congress.
- Certify that the counterdrug budgets of National Drug Control Program Agencies are adequate to implement the *Strategy*.
- Coordinate and oversee federal counterdrug policies and programs.
- Encourage private-sector and state and local government drug prevention and control programs.
- Conduct policy analysis and research to determine the appropriateness of drug programs and policies in addressing the *Strategy's* priorities.
- Provide overall funding and policy guidance and oversight for the award of resources to federal, state, and local law enforcement partnerships in High Intensity Drug Trafficking Areas (HIDTAs).
- Operate the Counterdrug Technology Assessment Center (CTAC) to serve as the central counterdrug research and development organization for the federal government.
- Develop and oversee a National Youth Anti-Drug Media Campaign -- a multi-faceted communications campaign that harnesses the energies of parents, mass media, corporate America, and community anti-drug coalitions.
- Oversee the Drug-Free Communities Program, which serves as a catalyst for increased citizen participation to reduce substance abuse among our youth and provides community anti-drug coalitions with much needed funds to carry out their important missions.

III. BUDGET SUMMARY

2004 Program

- The total FY 2004 budget for ONDCP is \$27.8 million and 120 FTE.
- **Operations.** In FY 2004, ONDCP intends to spend almost \$25 million to pursue activities that allow the agency to support drug policy development and provide oversight on major programs such as the National Youth Anti-Drug Media Campaign; the Drug-Free Communities Program; and the HIDTAs. Additionally, ONDCP provides coordination and policy oversight to a number of agencies and organizations involved in drug control.
- **Model State Drug Laws.** The National Alliance for Model State Drug Laws (1) will prepare for and conduct state model law summits, (2) assist state officials in the promotion and adoption of summit-based laws, (3) draft and distribute updated model laws, and (4) produce and distribute analyses of state laws and bills involving drug issues.

- **Policy Research.** The budget includes over \$1.3 million for policy research to fund such projects as: regional and state patterns of drug use; the determination of availability of drugs for consumption; the price and purity of illicit drugs; determining the economic costs to society of drug abuse; and coordinating activities addressing the development of a market disruption model.

2005 Request

- The total FY 2005 budget for ONDCP includes a request of \$27.6 million and 125 FTEs. This request represents a decrease of \$0.2 million from the FY 2004 enacted level. This decrease is a result of a reduction of \$1.5 million for the National Alliance for Model State Drug Laws, offset by an increase of 5 FTE to assist ONDCP with statutory responsibilities, as well as funding to support secure communications lines.

IV. PERFORMANCE

- ONDCP has responsibility for operating four major programs: HIDTA, CTAC, the Drug-Free Communities program, and the National Youth Anti-Drug Media Campaign. Performance information for each program is provided in the respective sections of this document.

HIGH INTENSITY DRUG TRAFFICKING AREAS

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Intelligence | \$49.666 | \$49.647 | \$45.823 |
| Interdiction | 26.038 | 25.903 | 23.907 |
| Investigations | 131.633 | 131.672 | 121.530 |
| Prevention | 2.734 | 2.734 | 2.734 |
| Prosecution | 9.535 | 8.634 | 7.969 |
| Research & Development | 2.086 | 2.088 | 2.050 |
| Treatment | 4.337 | 4.337 | 4.337 |
| Total | \$226.029 | \$225.015 | \$208.350 |
| Drug Resources by Decision Unit | | | |
| HIDTA | \$226.029 | \$225.015 | \$208.350 |
| Total | \$226.029 | \$225.015 | \$208.350 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 0 | 0 | 0 |
| Information | | | |
| Total Agency Budget | \$226.0 | \$225.0 | \$208.4 |
| Drug Percentage | 100.0% | 100.0% | 100.0% |

Note:

The FY 2003 funding reflects the transfer of \$1.15 million from the CTAC program.

II. PROGRAM SUMMARY

- The HIDTA program provides resources to local, state, and federal agencies within each of the 28 HIDTA's for implementing their regional joint strategy. The program:
 - Empowers local, state, and federal officials to institutionalize their collaborative efforts;

- Fosters innovation and systems solutions; and
- Requires measurable objectives and outcomes.
- A HIDTA usually consists of the following:
 - A 16-member executive committee, composed of local, state, and federal representatives, which manages the budget and daily activities of the HIDTA;
 - A task force(s) of co-located law enforcement representatives;
 - Co-located drug and money laundering task forces;
 - A regional joint intelligence center and information sharing network; and
 - Other supporting initiatives to sustain law enforcement activities.
- The HIDTA program has brought together representatives from law enforcement, criminal justice, and demand reduction disciplines to forge partnerships for developing effective multi-agency, multidisciplinary responses to regional drug problems.
- The following is a designation history of the current 28 areas designated as HDTAs: In 1990, ONDCP established the following five HDTAs: the Southwest Border, (California, Arizona, New Mexico, West Texas, and South Texas), Los Angeles, Houston, South Florida, and the New York/New Jersey HDTAs. In 1994, it designated Puerto Rico-U.S. Virgin Islands and Washington-Baltimore as HDTAs. In 1995, Atlanta, Chicago, Philadelphia-Camden were added as HDTAs. In 1996, ONDCP established HDTAs in the Northwest (Washington State), Lake County (Indiana), and the Midwest (including Iowa, Kansas, Missouri, Nebraska, and South Dakota; focused on methamphetamine use, production and trafficking), Rocky Mountain (Colorado, Utah, and Wyoming), and the Gulf Coast (Alabama, Louisiana, and Mississippi). In 1997, the San Francisco Bay Area and Southeastern Michigan were designated as HDTAs. In FY 1998, Congress provided \$10 million for the creation of four new HDTAs in Appalachia (Kentucky, West Virginia, and Tennessee); Central Florida; North Texas and Milwaukee, Wisconsin. Congress also provided additional funding for methamphetamine reduction programs in HDTAs. In 1999, areas in Central Valley, California; Hawaii; New England (Connecticut, New Hampshire, Maine, Massachusetts, Rhode Island and Vermont); Ohio and Oregon were designated as HDTAs. Finally, in 2001, areas in North Florida and Nevada were designated as HDTAs.

III. BUDGET SUMMARY

2004 Program

- The FY 2004 budget of \$225.0 million includes \$131.7 million for investigations, \$49.6 million for intelligence, \$8.6 million for prosecution, \$25.9 million for interdiction, \$2.7 million for prevention, \$4.3 million for treatment, and \$2.1 million for auditing services and research activities.

- All HIDTAs have joint drug task forces that target drug trafficking organizations for dismantling and disruption, which increases the safety of America's citizens. HIDTAs integrate federal, state, and local law enforcement and prosecution agencies to develop sophisticated investigations of domestic and international drug trafficking organizations. HIDTA drug task forces conduct intensive surveillance of drug organizations; infiltrate street gangs; assist prosecutors in developing cases; and use specialized techniques to conduct sophisticated intelligence gathering, wire taps and investigations.
- The program provides funding for activities that enable it to concentrate America's drug control efforts in key areas to protect the nation's frontiers from drug trafficking. Along the Southwest border and at major ports-of-entry, HIDTAs assist in developing border interdiction, intelligence, investigation, and prosecution systems to develop and support cases against those who smuggle, launder money, or engage in the international drug trade.
- In addition, the HIDTA program includes funding for demand reduction activities. Specifically, several HIDTAs integrate other drug education and early intervention programs with law enforcement efforts to reduce youthful involvement with illegal substances and strengthen families and communities.

2005 Request

- The FY 2005 request of \$208.4 million will continue funding the 28 HIDTA areas, including new counties added to existing HIDTAs, designated at the end of FY 2002. Within the budget request, a total of \$2.1 million will be used for auditing services and research activities, and at least \$0.5 million of the \$2.1 million will be used to develop and implement a data collection system to measure the performance of the program.

IV. PERFORMANCE

Summary

- This section on HIDTA's program accomplishments is drawn from the FY 2005 Budget Request and Performance Plan, the FY 2003 Performance Report, and the FY 2005 PART review. The chart includes conclusions from the PART assessment: scores on program purpose, strategic planning, management, and results achieved are synthesized into an overall rating of the program's effectiveness. Also included is a comparison of FY 2003 targets and achievements from the GPRA documents listed above. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.
- The FY 2005 PART assessment of the HIDTA program indicated that improvements in planning and management have occurred since the FY 2004 review when the program was identified as having "lost its focus." Specifically, improvements have been made in the review process for individual HIDTAs and a new performance management system developed. The overall PART rating for the HIDTA program was "Results Not Demonstrated." The program's FY 2003 performance measures are primarily outputs supplemented with milestones. New outcome-oriented measures have been developed for future years as part of the performance management system designed in FY 2003. A

committee of HIDTA Directors is currently refining the system to enable a better linkage of performance to budgets, taking into account the shortage of HIDTA-specific data. This system should enable the program to document its effectiveness.

| Selected Measures of Performance | | |
|--|----|---|
| PART Review | | |
| Purpose | 80 | FY 2005 Rating: <i>Results Not Demonstrated</i> . Improvements in planning and management have occurred involving a review of individual HIDTA's, and development of a new performance measurement system. There are no plans for an independent evaluation of the program. |
| Planning | 71 | |
| Management | 63 | |
| Results | 11 | |
| Outcome-Oriented Measures | | FY 2003 |
| | | Target |
| None for FY 2003. Have been developed for FY 2004 | | ---- |
| | | Actual |
| | | ---- |
| Selected Output Measures | | FY 2003 |
| | | Target |
| a. Percent HIDTA Intelligence Support Centers connected to RISS.net (information management) | | 100% |
| b. # of biannual Directors' Summits | | 2 |
| | | 2 |

Discussion

- The FY 2004 PART review concluded that the program had lost its focus of concentrating law enforcement efforts in the nation's worst areas. The first five HDTAs, which were established in 1990, still meet the statutory criteria. Since 1995, an additional 23 HDTAs have been designated in 43 states, Puerto Rico, the United States Virgin Islands, and the District of Columbia. The magnitude of this expansion, under congressional earmarking, dilutes the statute's original intent of focusing on the nation's very worst areas.
- Findings from the FY 2004 review also suggest that the program had not clearly established satisfactory long-term performance or annual goals, and that federal managers and program partners were not being held accountable for performance results. The FY 2005 PART update found that improvements have been made in planning and management, but program managers and program partners are still not being held accountable for performance results. In addition, no plans had been established for an independent evaluation of the program.
- In response to these findings, ONDCP initiated a pilot project that provides additional funds to HDTAs that pursue high level drug trafficking organizations as identified on the Department of Justice's Consolidated Priority Organizational Target list. Additionally, annual and long-term performance measures along with baselines, targets and timeframes, have been developed. These are currently being refined by a Performance Measures Committee consisting of a small number of HIDTA Directors. The national office is currently developing a performance management system whereby each HIDTA will establish its own targets and be held accountable for accomplishing them. Resource allocation will be linked to HIDTA performance.

- Although not reflected in the chart above, all HIDTAs are now required to select and report on measures that reflect their own specific threat. Regional threat-specific measures (e.g., percentage increase in HIDTAs that increase the number of cases accepted for prosecution) reflect each HIDTAs contribution towards the *Strategy*. The measures take into account differences in the threats faced by individual HIDTAs as well as the nature of the resulting initiatives.

OTHER FEDERAL DRUG CONTROL PROGRAMS

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 | 2004 | 2005 |
|--|------------------|------------------|------------------|
| | Final | Enacted | Request |
| Drug Resources by Function | | | |
| Intelligence | \$2.981 | \$2.982 | \$4.500 |
| Prevention | 208.635 | 213.732 | 225.000 |
| Research & Development | 9.140 | 9.941 | 4.500 |
| Treatment | 0.994 | 0.994 | 1.000 |
| Total | \$221.750 | \$227.649 | \$235.000 |
| Drug Resources by Decision Unit | | | |
| National Youth Anti-Drug Media Campaign | \$149.025 | \$144.145 | \$145.000 |
| Drug-Free Communities | 59.610 | 69.587 | 80.000 |
| United States Anti-Doping Agency | 6.358 | 7.158 | 1.500 |
| Counterdrug Intelligence Executive Secretariat | 2.981 | 2.982 | 4.500 |
| National Drug Court Institute | 0.994 | 0.994 | 1.000 |
| Performance Measures Development | 1.987 | 1.988 | 2.000 |
| World Anti-Doping Agency Dues | 0.795 | 0.795 | 1.000 |
| Total | \$221.750 | \$227.649 | \$235.000 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 1 | 1 | 1 |
| Information | | | |
| Total Agency Budget | \$221.8 | \$227.6 | \$235.0 |
| Drug Percentage | 100.0% | 100.0% | 100.0% |

II. PROGRAM SUMMARY

- Activities supported by Other Federal Drug Control Programs include the National Youth Anti-Drug Media Campaign (Media Campaign); the Drug-Free Communities Program (DFCP); the National Drug Court Institute (NDCI); the United States Anti-Doping Agency (USADA); the Counterdrug Intelligence Executive (CDX) Secretariat; Performance Measures Development; and World Anti-Doping Agency (WADA) dues.

III. BUDGET SUMMARY

2004 Program

- The FY 2004 total program of \$227.6 million includes \$213.7 million for prevention, \$1.0 million for treatment, \$9.9 million for research & development, and \$3.0 million for intelligence activities. This funding supports the following programs:
 - **Media Campaign (\$144.1 million).** The Media Campaign is an integrated effort that combines TV, radio, print, and interactive media with public communications outreach to youth and parents. Anti-drug messages conveyed in national advertising are supported by web sites, media events, outreach to the entertainment industry, and the formation of strategic partnerships with public health organizations, NGOs, and other government and private sector entities that enable the anti-drug messages to be amplified in ways that personally resonate with audiences. In particular, the Media Campaign focuses the majority of its efforts on educating 14-16 year olds and their parents on the negative consequences of using marijuana. Advertising depicting the consequences of marijuana use will be supported by local roundtables that bring together community leaders, media, experts, teens, and their parents to raise awareness. Materials and resources will continue to be developed in order to fulfill public requests for information received by national clearinghouses and through the Media Campaign's web sites.
 - **DFCP (\$69.6 million).** This program supports the development and expansion of community anti-drug coalitions throughout the United States. Initially created as a five-year program (FY 1998 through FY 2002) authorized by the Drug-Free Communities Act of 1997, the program was re-authorized by Congress for an additional five-year period that will extend the program through FY 2007. The program provides up to \$100,000 per year in grant funding to local community, anti-drug coalitions, which must be matched by local communities. These grants are awarded through peer-reviewed annual competitions. Community coalitions typically strive to increase community involvement and effectiveness in carrying out a wide array of drug prevention strategies, initiatives, and activities. In 2003, the first 20 grants from a new category of grants for coalition mentoring were awarded. Additionally, some funds will be used for a grant to continue support to a private sector National Community Coalition Institute.
 - **NDCI (\$1.0 million).** The NDCI supports the expansion and improvement of drug courts through its research, training, and technical assistance programs. NDCI has researched and reported on successful methods of financing and sustaining drug courts and will provide technical assistance to court systems wishing to adopt these methods. NDCI has developed and fosters standard drug court data collection practices, which allow for comparisons across drug court systems. Over the medium-term, NDCI plans to develop and maintain a bank of standardized data from all drug courts in the country. NDCI has formulated training materials to help courts increase their participant retention and completion rates, with an 87 percent completion rate as the target for success. As a next step, NDCI will provide court-specific technical assistance to those courts working to improve their retention and completion rates.

- **USADA (\$7.2 million).** Funding will continue USADA's effort to educate athletes on the dangers of drug use and eliminate its use in Olympic sports. These funds will be used to assist the USADA in administering a transparent and effective anti-doping program in preparation for this summer's Athens Olympic and Paralympic Games. Specifically, these funds will support athlete drug testing programs, research initiatives, educational programs, and efforts to inform athletes of the newly adopted rules governing the use of prohibited substances outlined in the World Anti-Doping Code, the ethics related to doping, and the harmful health consequences of drug use.
- **CDX (\$3.0 million).** The FY 1998 Treasury and Government Appropriations Act required ONDCP to improve counterdrug intelligence coordination, production and sharing, and eliminate unnecessary duplication. FY 2004 funding will support the CDX's continuing work on the development phase of the most important remaining action items contained in the General Counterdrug Intelligence Plan. FY 2004 budget requirements for these projects as well as administrative costs are estimated at \$4.4 million. The CDX will be able to fund all of these projects because of a \$1.4 million carryover from FY 2003.
- **Performance Measurement Development (\$2.0 million).** These resources will continue to assist in research and evaluation efforts to develop means for continually assessing the effectiveness of drug market disruption programs. These projects include measurement of changes in drug availability patterns, improving data collection and analyses techniques, and integrating multiple data sets into a coherent picture of the drug market. Additionally, the requested funds will be used to conduct evaluations of programs to determine why they are not achieving their objectives. These evaluations will be performance-focused and will assist in improving future budget decisions.
- **WADA (\$0.8 million).** WADA's mission is to combat performance enhancing and illicit drug use in Olympic sports. The organization is jointly funded by national governments and the international sporting movement. FY 2004 funding will cover the full participant membership by the U.S. government for CY 2003. The United States continues to play a leadership role in WADA's development by serving on WADA's governing Foundation Board and chairing the influential Ethics and Education Committee. Funds will be applied to drug testing, athlete drug education and prevention efforts, and research.

2005 Request

- A total of \$235.0 million is requested in FY 2005, a net increase of \$7.4 million from the FY 2004 enacted level. This net increase is due to a reduction of \$5.7 million for the United States Anti-Doping Agency and is offset by program increases of \$13.0 million identified below:
 - **DFCP (+\$10.4 million).** These additional resources will bring total funding for the DFCP to \$80 million in FY 2005. This program provides matching grant monies to local community anti-drug coalitions that are working to prevent substance abuse among young people in their communities. P. L. 107-82 stipulates that priority should be given

to community coalitions serving economically disadvantaged areas. The DFCP is also authorized to award up to 5 percent of available grant funds to selected "mentor coalitions" that will help develop new community anti-drug coalitions in areas which do not currently have them. Additionally, some funds will be used to award a grant to support the National Community Anti-Drug Coalition Institute.

- **CDX (+\$1.5 million).** The additional funding will take the most important CDX projects from the Development Phase (to be completed in FY 2004) to the full Implementation Phase in FY 2005 (see list below).
 - National Drug Seizure System;
 - Establish "Reports Officer" function within federal law enforcement agencies to proactively disseminate sanitized investigative and operational intelligence to other counterdrug community policy and operational components;
 - Drug Intelligence Modus Operandi Collection Management System;
 - National Virtual Pointer System;
 - Center for Drug Information Program; and
 - Domestic Marijuana Cultivation Estimate project support.
- **Media Campaign (+\$0.9 million).** These resources will help purchase additional media time and space.
- **WADA (+\$0.2 million).** The additional resources will cover full participant membership. The budget request has increased from the FY 2004 level because the U.S. membership dues to WADA is a percentage of WADA's annual budget, which has increased with the approval of the governments on WADA's board.

IV. PERFORMANCE

Summary

- This section on the performance of the two major programs—DFCP and the Media Campaign—is drawn from ONDCP's FY 2005 Budget Request and Performance Plan, the FY 2003 Performance Report, and the FY 2004 and FY 2005 PART reviews. The charts include observations from the PART assessment: scores on program purpose, strategic planning, management, and results achieved are synthesized into an overall rating of the program's effectiveness. Also included is a comparison of FY 2003 targets and achievements from the GPRA documents listed above, for the latest year for which data are available. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.

- The FY 2005 PART rating of “Adequate” for DFCP reflected strong program management and planning. Although outcome measures have been identified, baselines and targets are needed. The review recommended public reporting of performance and an evaluation of program performance. In response, the program has made several changes including the collection of data from grantees on core outcome measures. The program evaluation is being redesigned to include a performance management system.
- The FY 2005 PART assessment of the Media Campaign concluded that ONDCP has made improvements in planning and management since the FY 2004 review when the program was identified as suffering from “inadequate attention to performance planning and management.” The overall rating of “Results Not Demonstrated” reflected the program showing favorable effects on parents but little evidence of direct favorable campaign effects on youth. In response, the program has made several significant changes to the development of advertising messages and manages operations more tightly for improved quality. Program messages now focus more on youth than on parents. The Media Campaign has also shifted its emphasis to marijuana which is the most common illicit drug used by youth. The program’s target audience has been changed from ages 11-13 to ages 14-16, targeting those at greatest risk for initiating drug use. Performance measures have been modified to reflect these changes.

Drug-Free Communities Program

| Selected Measures of Performance | | |
|---|-----|---|
| PART Review | | |
| Purpose | 100 | FY 2005 Rating: <i>Adequate</i> . Program management is strong. |
| Planning | 50 | Baselines and targets are needed. Performance information |
| Management | 80 | should be made public. |
| Results | 42 | |
| Outcome-Oriented Measures | | FY 2003 |
| | | Target Actual |
| Not available for FY 2003. Have been identified for FY 2004. | | ---- ---- |
| Selected Output Measures | | FY 2003 |
| | | Target Actual |
| a. Percent coalitions that report increased citizen participation | | 45% 46% |
| b. Percent coalitions reporting they have provided training on various coalition capabilities | | 73% 91% |
| c. Percent coalitions reporting using formal community processes to increase intergovernmental and interagency collaborations | | 79% 94% |
| d. Percent coalitions collecting data on long-term outcomes | | 51% 56% |
| e. Percent coalitions reviewing data | | 62% 76% |

Discussion

- The FY 2005 PART review concluded that the DFCP management and planning is strong overall and reflects the attention of ONDCP’s senior management. Despite this strong endorsement, the program needed to identify targets for its long-term and annual

performance measures. Additionally, the long-standing independent evaluation of the program needed to focus on program effectiveness. Performance information should also be made available to the public in a transparent and meaningful manner.

- The program has taken the necessary steps to address each of the PART findings. Quantified targets are being developed for all performance measures; a refocused evaluation plan is slated to be in place by the end of calendar year 2003. The revised plan promises a more robust, results-oriented national evaluation that includes the establishment of a performance management system. In addition, the DFCEP grant application has been revised to require grantees to report the best available data to their community on a regular basis.
- Although the DFCEP exceeded its FY 2003 targets, output measures have been augmented with more appropriate outcome-oriented measures, e.g., the percent of coalitions that change risk/protective factors, and the percent of coalitions that change key indicators such as drug use. New efforts have been initiated in FY 2003 to collect and analyze core measures of youth drug use, (core measures include: age of first use, 30 day use, perception of risk or harm, and perception of parental disapproval). Survey data on these core measures are now required in grant applications. Communities lacking such measures are required to present a plan for developing them.
- DFCEP is working to differentiate among coalitions at various stages of development or maturity in order to tailor performance targets accordingly. DFCEP has begun implementing two program efforts that will enable community coalitions to expand their reach and perform more effectively. These include the Coalition Institute to provide technical assistance to coalitions and the Mentoring Coalition program to assist developing coalitions.

National Youth Anti-Drug Media Campaign

| Selected Measures of Performance | | | |
|---|-----|--|------------------|
| PART Review | | | |
| Purpose | 100 | FY 2005 Rating: <i>Results Not Demonstrated</i> . Improvements in planning and management have occurred, however there is little evidence of direct favorable campaign effects on youth; there is evidence of some favorable effects on parents. | |
| Planning | 67 | | |
| Management | 70 | | |
| Results | 6 | | |
| Outcome-Oriented Measures | | FY 2003 | |
| | | Target | |
| | | Actual | |
| a. Percent youth ages 12-17 who report having used marijuana in the past 30 days (source: NHSDA) | | 6.2% | Available 9/2004 |
| b. Percent youth ages 12-18 who believe there is great risk/harm in occasional marijuana use (source: NSPY) | | 44.5% | 31.5% |
| Selected Output Measures | | FY 2003 | |
| | | Target | Actual |
| a. Percent matching pro bono private sector contributions obtained (source: Mindshare) | | 100% | 109% |
| b. Percent increase in total annual contacts to the National Clearinghouse for Alcohol and Drug Information (source: NCADI) | | +10% | +24% |

Discussion

- The FY 2004 PART review found that the overall purpose of the Media Campaign is clear and that it addresses a problem in significant and unique fashion. However, until recently the program lacked adequate performance planning and management. For instance, program managers had established neither measurable, long-term goals nor clear time-frames for achieving the Media Campaign's broad and vaguely stated outcomes. The FY 2005 PART review found that the program had made improvements in planning and management, including the establishment of reasonable and measurable performance goals. However, the results of the independent evaluation (managed by NIDA) detected no connection between the program advertisements and youth attitudes and behavior toward drug use.
- The Media Campaign has taken several steps to address the PART findings. The program has used data from the semi-annual reports from the independent evaluation to initiate significant changes in the program's operation. The creative development process has been modified to increase ONDCP involvement in the entire process, streamline the approval process, decrease the lag time between ad planning and production, and allow for more rapid responses to changing societal norms that may necessitate changes in ad messages. The program has also strengthened its ad testing standards by narrowing the number of message platforms used and focusing on the effectiveness of each advertisement. All Campaign TV ads now undergo three levels of testing: formative creative evaluation panels consisting of focus groups of youth and parents providing initial feedback; copy testing with youth and parent focus groups providing feedback to ensure that the program's ads communicate the intended messages and do not generate any unintended negative consequences; and advanced tracking allowing ONDCP to monitor and modify in real time, the performance of aired advertisements. The overall PART rating for the Media Campaign is "Results Not Demonstrated."
- In FY 2003 ONDCP shifted the focus of the program to concentrate on marijuana, which is the most common illicit drug used by youth and offers the best opportunity for meaningful reductions in overall drug use. The program's youth target audience has been changed upward from ages 11-13 to ages 14-16, targeting those at greatest risk for initiating drug use. As a result of these changes, the Media Campaign operated under new goals that were first documented in its FY 2004 Performance Plan. Corresponding new measures more accurately reflect the program's impact on behavioral and attitudinal changes in youth and parents.
- Concerns have been raised by ONDCP regarding the sensitivity of the evaluation to detect a level of change in drug use commensurate with the policy goal. The University of Michigan's Monitoring the Future (MTF) study and the National Survey on Drug Use and Health (NSDUH), however, are both reliable data sources for information on drug use trends. These surveys assist ONDCP in judging the program's efforts. Recent MTF data indicate use of any illicit drug in the past 30 days (current use) among students declined 11 percent, from 19.4 percent in FY 2001 to 17.3 percent in FY 2003. MTF also found that use of marijuana, the most commonly used illicit drug among youth and the drug of primary interest to the Media Campaign, also declined significantly. In terms of exposure, the MTF suggest that over the course of the Media Campaign there has been an increase in the percentage of

youth who believe that anti-drug ads have made them to a great or very great extent feel less favorable toward drugs, and in the percentage of youth who think anti-drug ads have made them less likely to use drugs. Additionally, in the calendar year 2002 NSDUH, a majority (83.2 percent) of youth aged 12 to 17 reported having seen or heard alcohol or drug prevention messages outside of school in the past year. Youths who had seen or heard these messages indicated a slightly lower past month use of an illicit drug (11.3 percent) than youths who had not seen or heard these types of messages (13.2 percent). Finally, specific exposure questions were added to the Partnership Attitude Tracking Study (PATS) in 2003 to assist ONDCP in preliminarily assessing the impact of the Marijuana Campaign. Findings from analyses of the PATS data suggest that youth with high exposure to the Media Campaign are more likely to have better anti-drug attitudes, beliefs and intentions than those with low exposure. ONDCP has met its overall drug use reduction goals and believes that the Media Campaign is at least in part responsible for the 2-year declines.

BUREAU OF INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT AFFAIRS

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|--|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Interdiction | \$24.858 | \$27.866 | \$31.555 |
| International | 849.474 | 886.551 | 889.998 |
| Total | \$874.332 | \$914.417 | \$921.553 |
| Drug Resources by Decision Unit | | | |
| International Narcotics Control & Law Enforcement (INCLE) | \$144.882 | \$137.730 | \$190.553 |
| Andean Counterdrug Initiative (ACI) | 695.450 | 726.687 | 731.000 |
| Wartime Supplemental Act, 2003 | 34.000 | ---- | ---- |
| Afghanistan Supplemental Account | ---- | 50.000 | ---- |
| Total | \$874.332 | \$914.417 | \$921.553 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 164 | 173 | 174 |
| Information | | | |
| Total Agency Budget | \$1,063.2 | \$1,137.0 | \$1,089.8 |
| Drug Percentage | 82.2% | 80.4% | 84.6% |

II. PROGRAM SUMMARY

- The primary mission of the Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL) is to develop, implement and monitor U.S. Government international counternarcotics control strategies and foreign assistance programs that support the *Strategy*.
- INL programs are designed to advance international cooperation in order to reduce the foreign production and trafficking of illicit coca, opium poppy, marijuana and other illegal drugs. INL commodity and technical assistance programs improve foreign government institutional capabilities to implement their own comprehensive national drug control plans that will reduce trafficking in illicit drugs and money laundering activities. Training and

assistance also supports prevention and treatment programs and projects designed to increase public awareness of the drug threat to strengthen the international coalition against drug trafficking. An INL interregional aviation program supports drug-crop eradication, surveillance and counterdrug enforcement operations.

- Projects funded by INL are directed at improving foreign law enforcement and intelligence gathering capabilities and enhancing the effectiveness of criminal justice sectors to allow foreign governments to increase drug shipment interdictions, effectively investigate, prosecute and convict major narcotics criminals, and break up major drug trafficking organizations.
- INL is responsible for foreign policy formulation and coordination and for advancing diplomatic initiatives in counter-narcotics in the international arena.

III. BUDGET SUMMARY

2004 Program

- The FY 2004 enacted level is \$914.4 million. This represents an increase of \$40.1 million over the FY 2003 appropriation. Of this amount, \$726.7 million is for the Andean Counterdrug Initiative (ACI) account and \$187.7 million (includes \$50.0 million from the Iraq Afghanistan Supplemental) in the International Narcotics Control and Law Enforcement (INCLE) account.
- The 2004 budget request includes \$27.9 million to support interdiction drug control efforts that will fund programs primarily in the transit zone of Mexico, Central America and the Caribbean. INL programs will provide training, equipment and technical assistance to develop effective intelligence and enforcement organizations that work closely with U.S. government agencies involved in drug interdiction and law enforcement activities.
- The FY 2004 budget includes \$886.6 million for international drug control efforts. This includes \$726.2 million for Latin American programs, \$54.3 million for Africa, Asia and the Middle East, \$70 million for Interregional Aviation Support, \$5 million for Systems Support and Upgrades, \$13 million for International Organizations, \$4.2 million for Drug Awareness and Demand Reduction programs, and \$13.9 million for Program Development and Support expenses.
- INL programs address the unique counternarcotics issues in source and transit countries and improve foreign government capabilities to implement comprehensive drug control plans.

Andean Counterdrug Initiative

- The goals of ACI are to reduce and disrupt the flow of drugs to the United States, assist host country efforts to eradicate drug crops, stop the transportation of drugs and illicit proceeds within and outside of these countries, and in the case of Colombia, support a Colombian campaign to battle narco-terrorism in its national territory. ACI country programs support a unified campaign against the drug trade to stop the flow to the United States. It encompasses

and coordinates four major bilateral programs (Bolivia, Colombia, Ecuador, and Peru) and three support bilateral programs (Brazil, Panama, and Venezuela). The ACI targets the production of cocaine and heroin (cultivation of raw materials and the refining process), supports regional and global efforts to disrupt world trafficking of illegal drugs and attacking drug organizations, and promotes legal alternatives for those involved in this illegal industry.

- Colombia: The counterdrug program for Colombia supports programs to eradicate coca and poppy crops, disrupt trafficking and address the related illegal activities that provide funding to narco-terrorists. A prime goal is to spray all remaining coca and opium poppy in Colombia. Repeated spraying will deter replanting and allow the Government of Colombia to reduce coca cultivation. Support will be provided for the reestablished air bridge denial program; equipment and infrastructure support for Colombian Army and Colombian National Police operations that will be expanded to include added presence in conflict zones; and alternative development and institution building programs designed to provide viable income and employment options to discourage the cultivation of illicit crops, protect threatened individuals and offices, protect human rights, expand judicial capabilities and promote transparency and accountability in public offices.
- Peru: The USG program in Peru supports interdiction and border control efforts to preempt spillover from the greatly enhanced Colombia counternarcotics efforts. In addition, funding supports the continuation of manual eradication, alternative development and institution building initiatives and the air bridge denial program.
- Bolivia: INL provides training, equipment and technical assistance for twenty-six counternarcotics programs to: support efforts to halt exportation of cocaine, increase interdiction of essential chemicals and cocaine products through eradication and interdiction of illicit coca; promote strong, cohesive democratic government institutions capable of stopping narcotics production and trafficking; create sustained economic growth in the Chapare and Yungas regions in order to reduce the impact of the drug trade on the economy; improve investigations into alleged human rights violations; and strengthen and improve the efficiency of the Bolivian criminal justice system.
- Brazil, Venezuela and Panama: Programs in Brazil and Venezuela combat the growing problem of cross-border narcotics trafficking by focusing on improving police and military operations. The program in Panama trains law enforcement units to improve drug detection, money laundering and precursor chemical investigations and prosecutions, and provide assistance for other critical institution building efforts.
- Ecuador: The program in Ecuador permits the government to continue to strengthen the presence of security forces on the northern border, where spillover effects from Colombia counternarcotics operations, already threatening Ecuador's national security, are increasing daily. Law enforcement, border security and alternative development projects initiated in FY 2002/2003 to meet this challenge will continue.

International Narcotics Control and Law Enforcement

- INCLE country programs focus on reducing the amount of illegal drugs entering the United States by targeting drugs both at the source and in-transit. Programs reduce drug cultivation through enforcement, eradication, and alternative development; strengthen the capacity of law enforcement institutions to investigate and prosecute major drug trafficking organizations; improve the capacity of host nation police and military forces to attack narcotics production and trafficking centers; and foster regional and global cooperation against drug trafficking.
- Mexico is a vital partner in security and law enforcement. Programs in that country assist the government in improving interdiction and eradication capabilities and support reforms to the criminal justice sector, particularly activities to promote professional development and combat corruption.
- Central America and the Caribbean: Programs in Central America and the Caribbean (and certain non-Andean countries of South America) support efforts to upgrade drug interdiction and law enforcement capabilities and to modernize judicial sector institutions in order to detect and prosecute narcotraffickers, financial crimes and governmental corruption. INL will provide training and information systems and communications equipment to enhance intelligence gathering and sharing capabilities.
- Africa, Asia and the Middle East: Programs in this region provide training, technical assistance and equipment to strengthen counter-narcotics law enforcement and judicial institutions in Afghanistan, Laos and other nations in Africa, Asia and the Middle East, including Nigeria, South Africa, Jordan, Lebanon, Egypt, Morocco, Sri Lanka, Nepal, Bangladesh, India, Indonesia, and the Pacific Islands. Funding also is used to support positions in India and U.S. Mission to the European Union, Brussels.
- Aviation Support: The funds help support aviation services to an aviation program that has grown to over 160 aircraft operating in Colombia, Peru, Bolivia, and Pakistan. The program supports cooperating governments' efforts to eradicate illicit drug crops by conducting fast moving and cost effective spray campaigns; providing logistical support for manual destruction; providing mobility for operations against drug processing facilities; conducting reconnaissance missions; and, transporting personnel and equipment in support of drug control operations. This program also provides extensive training and institution building to enable foreign governments to increase their own ability to perform these functions.
- System Support and Upgrades: The program supports sensor packages in Barbados, Trinidad and Tobago, Mexico and Colombia, as well as the maritime surveillance and intelligence collection programs in Peru.
- International Organizations: INL provides direct funding to international organizations such as United Nations International Drug Control Programme (UNODC) and the Inter-American Drug Abuse Control Commission (OAS/CICAD), and through them, to smaller sub-regional programs and organizations. These organizations foster increased regional and international

cooperation in a wide variety of counterdrug efforts, including drug control activities in source countries where U.S. bilateral assistance is not possible.

- **Drug Awareness and Demand Reduction:** The program supports a variety of international demand reduction programs that address Presidential priorities, including programs with faith-based organizations that provide prevention, intervention and recovery maintenance services.
- **Program Development and Support (PD&S):** PD&S funds are used for domestic administrative operating costs associated with the Washington-based INL staff, including salaries and benefits, field travel and administrative support expenses.

2005 Request

- The FY 2005 INL drug control budget request is \$921.6 million, an increase of \$7.1 million over the FY 2004 enacted level. Of this amount, \$731.0 million is requested in the ACI account and \$190.6 million in the INCLE account.
- The FY 2005 request includes \$31.6 million for the interdiction drug control function that will fund programs primarily in Mexico, Central America and the Caribbean.
- The FY 2005 request also includes \$890.0 million in the international drug control function. This includes \$742.0 million for Latin American programs, \$44.5 million for Africa, Asia and the Middle East, \$70.0 million for Interregional Aviation Support, \$4.5 million for Systems Support and Upgrades, \$12.0 million for International Organizations, \$4.2 million for Drug Awareness and Demand Reduction programs, and \$12.8 million for Program Development and Support expenses.

Andean Counterdrug Initiative

- The FY 2005 request of \$731.0 million, an increase of \$4.3 million over the FY 2004 enacted level, will be used for follow-on support of initiatives that started in FY 2000/2001 with the Plan Colombia Emergency Supplemental and carried forward with ACI funding. The request will fund projects needed to continue the enforcement, border control, crop reduction, alternative development, institution building, administration of justice and human rights programs in the region. The ACI budget provides support to Colombia, Peru, Bolivia, Ecuador, Brazil, Venezuela and Panama.
- **Colombia:** The FY 2005 request of \$463.0 million for Colombia will support programs to eradicate coca and poppy crops, disrupt trafficking and address the related illegal activities that provide funding to narco-terrorists. A prime goal in CY 2003 and CY 2004 was to spray all remaining coca and opium poppy in Colombia. Repeated spraying will deter replanting and allow the Government of Colombia to reduce coca cultivation. The CY 2005 program will focus on a “maintenance spraying” phase. Nonetheless, field dispersal, smaller fields and aircraft range limitations will keep eradication flight hours high. Support will be provided for the reestablished air bridge denial program; equipment and infrastructure support for Colombian Army Counterdrug Mobile Brigade and Colombian National Police

operations that will be expanded to include forward operating counternarcotics bases in conflict zones; and alternative development and institution building programs designed to provide public security in the conflict zones, produce viable income and employment options to discourage the cultivation of illicit crops, protect threatened individuals and offices, protect human rights, expand judicial capabilities, and promote transparency and accountability in public offices.

- **Bolivia:** The \$91 million request for Bolivia will support Bolivian efforts to eliminate the remaining illegal coca in Bolivia, halt exportation of cocaine, increase interdiction of essential chemicals and cocaine products, foster alternative economic development, expand the numbers and efficiency of prosecutors in narcotics related cases, support drug awareness efforts and improve the transparency and anti-corruption efforts in the Bolivian government. An increasing portion of the funds is dedicated to making the National Police more self-sufficient. Bolivia remains one of the poorest countries in the hemisphere. Without USG assistance, Bolivia would be unable to support the present level of counternarcotics and alternative development programs.
- **Peru:** The \$112.0 million request for Peru will support interdiction and border control efforts to preempt spillover from the greatly enhanced Colombia counternarcotics efforts. In addition, funding will support significant law enforcement operations planned in major coca-growing valleys, the continuation of manual eradication, alternative development and institution building initiatives, demand reduction programs and establishing the infrastructure requisite to the resumption of an air bridge denial program.
- **Ecuador:** The \$26 million requested for the program in Ecuador will allow the government to continue to strengthen the presence of security forces at its land and seas ports and on the northern border where spillover effects from Colombia counternarcotics operations already threaten Ecuador's national security. Other projects will include law enforcement skills training, support for the money-laundering unit, and increasing the reach of alternative development projects initiated in prior-years.
- **Brazil, Venezuela and Panama:** Funding in the amount of \$9.0 million for programs in Brazil and \$3.0 million in Venezuela will be used to combat the growing problem of cross-border narcotics trafficking by focusing on improving police and military operations while focusing on port and airport security. Funding of \$6.0 million for Panama will be used to train law enforcement and customs units to promote narcoterrorist interdiction capabilities, improve drug detection, money laundering and precursor chemical investigations and prosecutions, and provide assistance for other critical institution building efforts.
- **Air Bridge Denial:** \$21.0 million will support pilot and sensor training, as well as logistical support, spare parts and equipment to maintain operational readiness of the Colombian/Peruvian air bridge denial aircraft. In Colombia, the contractor logistical support will also provide mechanics for the Citation 560 and C-26 aircrafts, enabling them to operate in three forward deployed locations. In Peru, the contractor logistical support will include aircraft and sensor equipment spare parts and maintenance, and training of pilots and sensor operator and mechanics for the Citation 560 and C-26 aircraft.

International Narcotics Control and Law Enforcement

- Mexico: Funding in the amount of \$34.0 million will be used to assist the government in improving interdiction and eradication capabilities and support reforms to the criminal justice sector, particularly activities to promote professional development and combat corruption. Additional funds will enhance the capacity of the Treasury Ministry to detect suspicious transactions and investigate and prosecute offenses. Funding will also assist demand reduction and drug awareness programs to combat the soaring drug abuse problem.
- Central America and the Caribbean: Funding in the amount of \$8.6 million for Central America and the Caribbean (and certain non-Andean countries of South America) will be used to upgrade drug interdiction and law enforcement capabilities and modernize judicial sector institutions to detect and prosecute narcotraffickers, financial crimes and governmental corruption. INL will provide training and information systems and communications equipment to enhance intelligence gathering and sharing capabilities. Other funds will support demand reduction efforts to resist the growing drug use problem in the region.
- Africa, Asia and the Middle East: The request of \$44.5 million will be used to provide training, technical assistance and equipment to strengthen counternarcotics law enforcement and judicial institutions in Laos and other nations in Africa, Asia and the Middle East, including Nigeria, South Africa, Jordan, Lebanon, Egypt, Morocco, Sri Lanka, Nepal, Bangladesh, India, Indonesia, and the Pacific Islands.
- Aviation Support: The \$70.0 million requested for Aviation Support will help support aviation services to a tremendously expanded aviation program that has grown to over 160 fixed wing and rotary aircraft operating in Colombia, Peru, Bolivia, and Pakistan.
- System Support and Upgrades: The request of \$4.5 million will support contractor logistical support and training for sensor packages in Barbados, Trinidad and Tobago, Mexico and Colombia, as well as the intelligence collection program in Colombia.
- Drug Awareness and Demand Reduction: The request of \$4.2 million will allow for the funding of a variety of international demand reduction programs that address Presidential priorities, including programs with faith-based organizations that provide prevention, intervention and recovery maintenance services.
- Other Line Items: Funding in the amount of \$12.0 million for International Organizations is requested for FY 2005, while the Program Development and Support (PD&S) funding level will increase to \$12.8 million.

IV. PERFORMANCE

Summary

- This section on INL's program accomplishments is drawn from the department's FY 2005 Budget Request and Performance Plan, and the FY 2003 Performance Report. The Department of State drug control program has not been reviewed through the PART process.

The chart below includes a comparison of targets and achievements from the GPRA documents listed above. The outcome-oriented measures and selected output measures presented indicate how program performance is being monitored.

- For the period covering FY 2003, overall Andean coca cultivation is projected to continue to decline with a slight increase in Bolivia being offset by declines in Colombia and Peru. Total cultivation of opium poppy is expected to increase due to a doubling of the Afghanistan crop. Final U.S. Government data for FY 2003 will not be available until March 2004.
- The target for placement of high technology screening equipment at U.S. border ports-of-entry with Mexico, and at Mexico City and Cancun airports at four locations was exceeded by actual placement at seven border entry locations.

| Selected Measures of Performance | | |
|--|---------------|-----------------------|
| PART Review | | |
| Not Reviewed | | |
| Outcome-Oriented Measures | Target | FY 2003 Actual |
| a. Number of hectares of illicit cocoa under cultivation | 180,000 | available in 3/2004 |
| b. Number of hectares of illicit opium poppy under cultivation | 125,000 | available in 3/2004 |
| c. Number of hectares of marijuana under cultivation | 5,600 | available in 3/2004 |
| Selected Output Measures | Target | FY 2003 Actual |
| Number of border entry points with high technology screening equipment | 4 | 7 |

Discussion

- Targeting coca, opium poppies, and marijuana during cultivation is the single most effective means of reducing the quantity of such drugs entering the international market and the United States. Coca cultivation in Colombia dropped 15 percent in 2002 and appears to be on its way to a second straight year of decline. Although final FY 2003 U.S. Government data will not be available until March 2004, the United Nations estimated that coca cultivation had declined as much as 30 percent in the first half of 2003. Cultivation in Bolivia increased slightly in 2003 but remains well below the high point of the mid-1990's. Coca cultivation in Peru declined by 15 percent in 2003. Overall, Andean cultivation is projected to decline in 2003.
- Despite the sharp decline in opium poppy cultivation in Burma in recent years, total cultivation of opium poppy is expected to have increased in 2003 because of a doubling of the opium poppy crop in Afghanistan.
- Also noted in the chart is a new performance indicator that was added in FY 2002. The indicator focuses on increasing the capacity to screen for illicit goods, including drugs, at Mexican land, rail and airports and Mexico-U.S. border points through the use of high technology non-intrusive inspection equipment.

- The Department of State, as outlined in its FY 2005 GPRA Performance Plan, has appropriately focused its current efforts on the Administration's directive to target aggressively international drug and criminal activities by contributing to the disruption and dismantlement of major criminal organizations and strengthening international law enforcement and judicial systems.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 Final | 2004 Enacted | 2005 Request |
|---|-----------------------|-------------------------|-------------------------|
| Drug Resources by Function | | | |
| Prevention | \$1.140 | \$0.539 | \$1.200 |
| Prevention Research and Development | \$0.260 | \$0.650 | \$0.300 |
| Total | \$1.400 | \$1.189 | \$1.500 |
| Drug Resources by Decision Unit | | | |
| Drug Impaired Driving Program | \$1.400 | \$1.189 | \$1.500 |
| Total | \$1.400 | \$1.189 | \$1.500 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 2 | 2 | 2 |
| Information | | | |
| Total Agency Budget | \$433.5 | \$449.3 ^{/1} | \$689.3 |
| Drug Percentage | 0.3% | 0.3% | 0.2% |

^{/1} Includes an additional \$150.5 million for NHTSA under the Federal-Aid Highway Account.

II. PROGRAM SUMMARY

- The National Highway Traffic Safety Administration's (NHTSA) Drug Impaired Driving Program (formerly the Drug Evaluation and Classification program (DEC)) addresses the problems of drug impaired driving by conducting research to assess the degree to which various drugs/dosages contribute to crash causation and provides leadership, guidance and resources to assist states and communities implement effective programs to reduce the problem. The program also provides technical assistance and the development of training programs to prosecutors, judges and law enforcement officials.

III. BUDGET SUMMARY

2004 Program

- The 2004 Drug Impaired Driving program funding level is \$1.2 million. This program will focus on greater consistency in enforcement, prosecution, adjudication, prevention, education, drug testing, and treatment for drug use and abuse.

Training

- Technical assistance will be provided to states by a team of Drug Recognition Experts (DRE) and professional administrators to support the development and implementation of the Drug Impaired Driving program and Drug Impairment Training for Educational Professions.
- NHTSA will participate in the development and delivery of training programs to prosecutors, judges and law enforcement officials related to drug impaired driving.
- NHTSA will assist with development of drug courts to enable a more proactive prevention and intervention system.

Public Information, Education & Outreach

- NHTSA will develop and deliver public education materials on the consequences of drug-impaired driving targeted to youth. The agency will develop a communications strategy to target these materials and messages to high-risk groups.
- Partnerships are being developed with national organizations representing diverse communities to identify high-risk groups within their communities and identify strategies for prevention and intervention.
- New outreach activities are being initiated with employers of young people (e.g., fast food restaurants) as a strategy for communicating messages about drug impaired driving.

Drug Impairment Data Collection

- NHTSA will continue an initiative to improve the collection of critical data from evaluation and tangible evidentiary arrests made by law enforcement officers utilizing the Drug Impaired Driving program.

2005 Request

- The total drug control request for FY 2005 is \$1.5 million, a net increase of \$0.3 million over the FY 2004 level. The increase will be used to partially fund new research initiatives. The Drug Impaired Driving budget will continue to provide technical support for DRE training, and will focus on the following areas:
 - Training for law enforcement officers, prosecutors and judges;

- Developing and delivering public information concerning drug-impaired driving;
- Collecting and analyzing of data concerning drug evaluations and drug-impaired driving arrests;
- Conducting national research to determine the extent of the drug impaired driving problem (\$0.1 million);
- Conducting research to determine the efficacy of an alternative training program to detect drug-impaired drivers (\$0.1 million); and
- Conducting national review of drugged driving enforcement, adjudication, and sanctioning practices, resources, and needs (\$0.1million).

IV. PERFORMANCE

Summary

- This section on NHTSA's program accomplishments is drawn from the FY 2005 Budget Request and Performance Plan. No PART review has been undertaken of the Drug Impaired Driving program.

Discussion

- The program contributes to the department's long-term goal of reducing the highway fatality rate to no more than 1.0 per 100 million vehicle miles traveled by the end of 2008.
- Although no outcome or output measures are currently identified, NHTSA will continue to improve the collection of evaluation and tangible evidentiary arrest data utilizing this program. The program also continues its efforts to streamline the collection of data relating to drug impairment. These research and evaluative efforts will contribute to the future monitoring of program effectiveness through the identification of measures and targets.

VETERANS HEALTH ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 | 2004 | 2005 |
|---|------------------|------------------|------------------|
| | Final | Enacted | Request |
| Drug Resources by Function | | | |
| Treatment | \$654.409 | \$756.095 | \$814.887 |
| Research & Development | 9.331 | 9.200 | 7.900 |
| Total | \$663.740 | \$765.295 | \$822.787 |
| Drug Resources by Decision Unit | | | |
| Medical Care | \$654.409 | \$756.095 | \$814.887 |
| Research | 9.331 | 9.200 | 7.900 |
| Total | \$663.740 | \$765.295 | \$822.787 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 3,514 | 3,514 | 3,514 |
| Information | | | |
| Total Agency Budget | \$57,633.0 | \$60,258.0 | \$65,377.0 |
| Drug Percentage | 1.2% | 1.3% | 1.3% |

II. METHODOLOGY

- The current methodology accounts for drug-related costs for Veterans Health Administration (VHA) medical care and research. Medical care is further broken out into the categories of specialized treatment and other related treatment as described below:
 - Specialized Treatment – The Department of Veterans Affairs’ (VA’s) drug budget estimates include all costs generated by the treatment of patients with drug use disorders treated in specialized substance abuse treatment programs.
 - Other Related Treatment – VA’s drug budget estimates also include all costs generated by the treatment of patients with a primary drug use diagnosis treated in any other treatment setting. No “other costs” associated with secondary and associative diagnoses are factored into the drug budget. Indeed, a primary drug abuse diagnosis suggests that a drug use disorder was the focus of treatment in the non-specialized setting.

- This budget accounts for drug-related costs for VHA Medical Care and Research. It is not all encompassing of drug-related costs for the agency. VHA incurs costs related to accounting and security of narcotics and other controlled substances and costs of law enforcement related to illegal drug activity; however, these costs are assumed to be relatively small and do not have a material effect on the aggregate VHA costs reported.

III. PROGRAM SUMMARY

- The Department of Veterans Affairs, through its VHA, operates a network of substance abuse treatment programs located in the department's medical centers, domiciliaries and outpatient clinics. VHA plays a major role in the provision of services to veterans who are "service connected" or indigent. (The term "service connected" refers to injuries sustained while in military service, especially those injuries sustained as a result of military action).
- The investment in health care and specialized treatment of veterans with drug abuse problems, funded by the resources in Medical Care, helps avoid future health, welfare and crime costs associated with illegal drug use.
- In coordination with the Center for Substance Abuse Treatment (CSAT) on how to best employ outreach and treatment models, VHA has been a participant in the development of a variety of Treatment Improvement Protocols (TIP). A component of this project is the specific development of TIP number 27, *Comprehensive Case Management for Substance Abuse Treatment*.
- The dollars expended in research help to acquire new knowledge to improve the prevention, diagnosis and treatment of disease, and acquire new knowledge to improve the effectiveness, efficiency, accessibility and quality of veterans' health care.
- VHA, in keeping with modern medical practice, continues to improve service delivery by expanding primary care and shifting treatment services to lower cost settings when clinically appropriate. Included in this shift to more efficient and cost effective care delivery has been VHA's substance abuse treatment system. Recent data trends suggest these shifts in care delivery will continue to impact budgets in future years. The full extent of the impact cannot be determined until additional data becomes available.

IV. BUDGET SUMMARY

2004 Program

- The FY 2004 budget is \$765.3 million, which consists of \$756.1 million for Medical Care and \$9.2 million for drug abuse related research. This represents a \$101.6 million increase over the FY 2003 enacted level.
- In conjunction with the Department of Health and Human Services (HHS) and the Department of Defense (DoD), the Department of Veterans Affairs (VA) will make available to both departments its expertise in drug treatment theory and program development. The

emphasis will be on the establishment of a treatment continuum, the implementation of patient/treatment matching and methods of evaluating treatment outcome, and implementing and assessing the effectiveness of clinical practice guidelines. VA will be able to accomplish this within existing resources, primarily through its Center of Excellence in Substance Abuse Treatment and Education (CESATE) and its Program Evaluation and Resource Center (PERC). These two entities already provide these services within VA and will be made available for integration into similar activities within HHS and DoD.

- In order to increase treatment efficiency and effectiveness, the VHA will provide information on successful methods in various programs and the number of referrals that enter treatment. The dollars expended in research help meet this goal and objective by acquiring new knowledge to improve the prevention, diagnosis and treatment of disease and, improve the effectiveness, efficiency, accessibility and quality of veterans' health care.
- The VHA will also use effective outreach referral and case management efforts to facilitate early access to treatment. In coordination with CSAT on how best to employ outreach models, VHA has been and will continue to be a participant in TIP initiative developed by CSAT. A component of this project is the specific development of a TIP relating to case management and the associated facilitation of access to treatment. Previously issued TIPs have been made available to VHA treatment programs, and have been used in continuing education activities. This effort will continue in the future.

2005 Request

- The FY 2005 request is \$822.8 million, which consists of \$814.9 million for Medical Care and \$7.9 million for drug abuse related research. This represents a \$57.5 million increase over the FY 2004 enacted level and will maintain current services.
- In an effort to overcome the difference between available resources and the demand for VHA health care services forecast by the actuarial model for 2004, VHA assumes the suspension of new Priority 8 veterans (veterans who agree to pay specified co-payments with income and/or net worth above the VA Means Test threshold and the Housing and Urban Development geographic index) in 2004. Additional policy actions to reduce health care demand are anticipated in FY 2005, including ensuring that the remaining, higher priority veterans are able to access needed health care services in a timely and medically appropriate manner. The effect of the policy options on the number of drug patients that VHA treats is expected to be minimal.

V. PERFORMANCE

Summary

- This section on VHA's program accomplishments is drawn from the FY 2005 Budget Request and internal management documents. No PART review has been undertaken as yet. The chart below examines performance targets and actual achievements. The program ensures appropriate continuity of care for patients with primary addictive disorders, highlighting the timing and frequency of outpatient visits. No target was set for FY 2003, the

first year this measure was used; targets have been identified for FY 2004 and FY 2005. Although this measure tracks services provided, it does not assess the effect of these services.

| Selected Measures of Performance | | |
|---|----------------|---------------|
| PART Review | | |
| Not Reviewed | | |
| Outcome-Oriented Measures | FY 2003 | |
| | Target | Actual |
| Under development | ---- | ---- |
| Selected Output Measures | FY 2003 | |
| | Target | Actual |
| Percent clients receiving appropriate continuity of care (includes alcohol) | none | 27% (est.) |

Discussion

- The program monitors its progress by tracking the percent of patients with primary addictive disorders who receive appropriate continuity of care, defined in terms of timing and frequency of outpatient visits. The FY 2004 target is to serve 32 percent of patients as indicated. FY 2003 data are estimated; actual information is expected by spring 2004. No measures of treatment effect on patients are provided.
- In FY 2003, VHA provided services to patients of whom 50 percent used cocaine, 34 percent used opioids, and 38 percent had coexisting psychiatric diagnoses.
- Through the Quality Enhancement Research Initiative program, VHA is steadily expanding the availability of methodone maintenance clinics for heroin-dependent veterans.
- The PERC, Palo Alto Healthcare System, is conducting a major process-outcome evaluation of substance abuse programs. The data has been collected, including at one, two, and five-year follow-up periods. As documented in a series of scientific articles and reports, this evaluation indicates the effectiveness of VHA's two most-widely employed treatment modalities: 12-step and cognitive-behavioral treatment.

U.S. SMALL BUSINESS ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)

| | 2003 | 2004 | 2005 |
|---|----------------|----------------|----------------|
| | Final | Enacted | Request |
| Drug Resources by Function | | | |
| Prevention | \$1.987 | \$0.994 | \$1.000 |
| Total | \$1.987 | \$0.994 | \$1.000 |
| Drug Resources by Decision Unit | | | |
| Non-Credit Programs | | | |
| Drug-Free Workplace Grants | \$1.987 | \$0.994 | \$1.000 |
| Total | \$1.987 | \$0.994 | \$1.000 |
| Drug Resources Personnel Summary | | | |
| Total FTEs (direct only) | 0 | 0 | 0 |
| Information | | | |
| Total Agency Budget | \$797.9 | \$756.2 | \$678.4 |
| Drug Percentage | 0.2% | 0.1% | 0.1% |

II. PROGRAM SUMMARY

- The Small Business Administration's (SBA's) Drug Free Workplace (DFWP) Demonstration program was established by the Drug-Free Workplace Act of 1998. It was renamed the Paul D. Coverdell Drug-Free Workplace Program on December 21, 2000.
- The Program enables SBA to:
 - Award grants to eligible intermediaries to assist small businesses financially and technically in establishing DFWP programs.
 - Award contracts to the Small Business Development Centers (SBDCs) to provide information and assistance to small businesses with respect to establishing DFWP programs.
- Among the activities that are performed by the recipients are:
 - Providing financial assistance to small businesses as they set up DFWP programs. This may include: free and/or reduced costs for training sessions, management/supervisor

consultants, Employee Assistance Program (EAP) services, drug testing, needs assessments, writing/reviewing policies and procedures, providing consultation to management on program development, providing consultation to supervisors on when and how to enforce a DFWP policy, and how to make referrals to drug testing or EAPs.

- Educating small business employers/employees on the benefits of a drug-free workplace.
- Educating parents that work for small businesses on how to keep their children drug-free.

III. BUDGET SUMMARY

2004 Program

- The FY 2004 budget for DFWP is \$1.0 million and will maintain current services.

2005 Request

- SBA is requesting \$1 million to continue funding intermediaries and SBDCs to encourage small businesses to implement drug-free workplace programs.

IV. PERFORMANCE

Summary

- This section on SBA’s program accomplishments is drawn from the FY 2005 Budget Request and the draft FY 2003 Performance Report. No PART review has been conducted of this program. The program monitors the number of small businesses that establish drug-free workplace programs. The addition of outcome measures will indicate how effective the program is in reducing drug use in the workplace.

| Selected Measures of Performance | | |
|--|----------------|---------------|
| PART Review | | |
| Not Reviewed | | |
| Outcome-Oriented Measures | FY 2003 | |
| | Target | Actual |
| None reported | --- | --- |
| Selected Output Measures | FY 2003 | |
| | Target | Actual |
| # businesses establishing drug-free workplace programs | 1,500 | 1,500 |

Discussion

- From September 1999 (when the program started) through June 2003, approximately 5,147 small businesses set up drug-free workplace programs with financial and technical assistance from the SBA program.
- In FY 2003, 1,160 firms were educated about drug-free workplace benefits; no target was identified for FY 2003, the first year this measure was established.

Office of National Drug Control Policy

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