

# **I. Executive Summary**

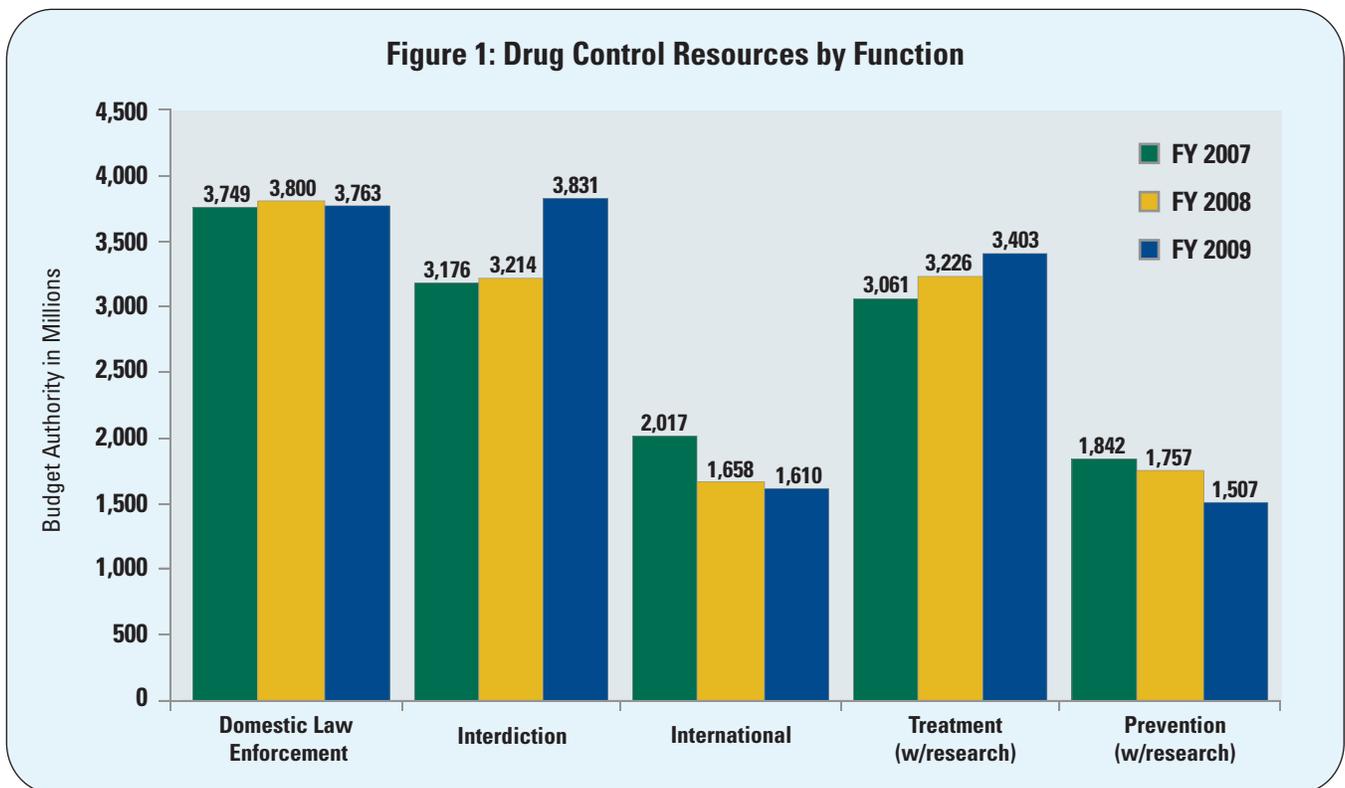


The National Drug Control Budget Summary identifies resources and performance indicators for programs within the Executive Branch that are integral to the President's National Drug Control Strategy. The Strategy, which is the Administration's plan for reducing drug use and availability, is based on three pillars: (1) Stopping Use Before It Starts, (2) Healing America's Drug Users, and (3) Disrupting the Market for Illicit Drugs. In Fiscal Year 2009, the President requests \$14.1 billion in support of these key elements. This request demonstrates a balanced approach to drug control policy, where activities to reduce the demand for narcotics are augmented by efforts to stem their supply.

The President's FY 2009 request provides for an increase of \$459.0 million or 3.4 percent over the FY 2008 enacted level of \$13.7 billion. The FY 2008 level does not include the pending supplemental request of \$385.1 million for counternarcotics support to Mexico and Central America as part of the Merida Initiative.

There are twelve agencies represented in this volume. The drug control programs of the Departments of Education, Health and Human Services, Interior, Small Business Administration, and Veterans Affairs focus on demand reduction activities. The Departments of Defense, Homeland Security, Justice, State, Transportation and Treasury are principally involved in supply reduction operations. The Office of National Drug Control Policy conducts activities in both areas. Each agency is an important partner in the drug control mission.

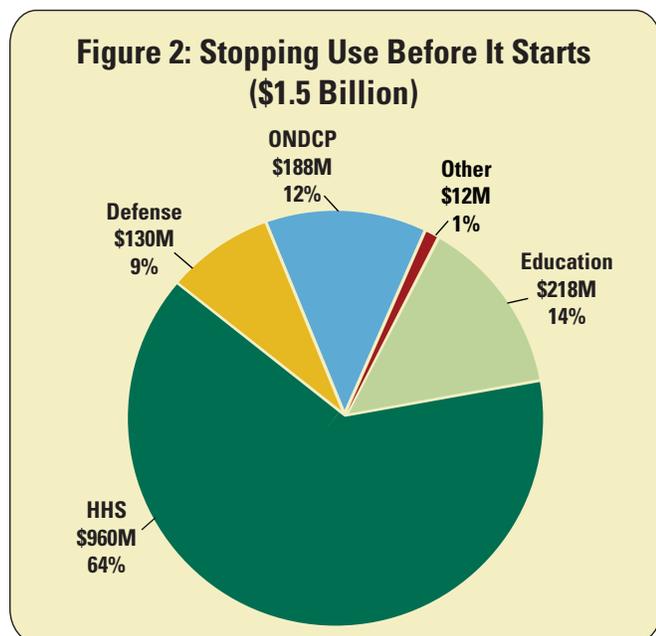
The Budget Summary also details agency resources by function. Functions categorize the activities of agencies into common drug control areas. For example, resources that fund efforts to educate citizens on the dangers of drug use are designated as prevention. Similarly, funds supporting drug control programs outside the United States are deemed international. Other functions include treatment, domestic law enforcement, and interdiction. Under this proposal, resources for interdiction and treatment activities realize an increase over the previous year, while domestic law enforcement, prevention, and international programs incur a reduction. Figure 1 details funding by function.



## FY 2009 Drug Control Program Highlights

### Stopping Use Before it Starts: Education and Community Action

Federal resources totaling \$1.5 billion (Figure 2) support a variety of education and outreach programs aimed at preventing the initiation of drug use. Some noteworthy prevention efforts include the Department of Education's Student Drug Testing program and the Office of National Drug Control Policy's (ONDCP) Drug-Free Communities and National Youth Anti-Drug Media Campaign. The Department of Health and Human Services contributes the largest share of resources for prevention activities through the Substance Abuse and Mental Health Services Administration and National Institute on Drug Abuse.



### Student Drug Testing

**Department of Education: \$11.8 million**

The Department of Education competitively awards grants to schools interested in developing, implementing, and expanding drug testing programs for students. Eligible schools must have a comprehensive drug prevention program in place, and a viable referral process so that students who test positive for drug use can receive the necessary treatment. Testing cannot result in criminal action, nor can a student be penalized academically for testing positive. The Budget includes \$11.8 million for Student Drug Testing. Resources will allow the Depart-

ment to provide continuation funding to an estimated 61 grant recipients and support the Student Drug Testing Institute, which assists schools in developing, implementing, and evaluating student drug testing programs.

### Research-Based Grant Assistance to Local Educational Agencies (LEAs)

**Department of Education: \$10.0 million**

The Budget includes \$10.0 million for Research-Based Grants to LEAs. Under this program, grantees are required to either, (1) carry out at least one drug prevention or school safety program, practice, or intervention that rigorous evaluation has demonstrated to be effective; or, (2) carry out a rigorous evaluation of a promising program, practice, or intervention to test its effectiveness, and thereby increase the knowledge base of what works in the field. Schools can use funds to support student drug testing programs. The additional resources provided in FY 2009 will fund approximately 28 grant awards.

### Safe and Drug-Free Schools and Communities State Grant

**Department of Education: \$100.0 million**

As part of No Child Left Behind reauthorization, the Administration is proposing to significantly restructure the Safe and Drug-Free Schools and Communities (SDFSC) State Grant program to focus on building state capacity to assist school districts in creating safe, drug-free schools, and secure school environments. The Budget includes \$100.0 million for the more effectively targeted SDFSC State Grants program in FY 2009, a reduction of \$194.8 million from FY 2008. States will use these funds to provide school districts with training, technical assistance, and information regarding effective models and strategies to create safe, healthy, and secure schools that, to the extent possible, reflect scientifically based research, along with a limited number of sub-grants to high need districts.

### Drug-Free Communities

**Office of National Drug Control Policy: \$80.0 million**

Local leaders are in the best position to understand the drug problem affecting their communities. In recognition of this unique insight, the Drug-Free Communities (DFC) program provides up to \$125,000 per year in grant funding to local community, drug-free coalitions

to develop plans that combat substance abuse problems. Each grantee is required to match 100 percent of their grant award with non-federal funds or in-kind support. The \$80.0 million in funding in FY 2009 will support nearly 650 Drug-Free Community grants across the country.

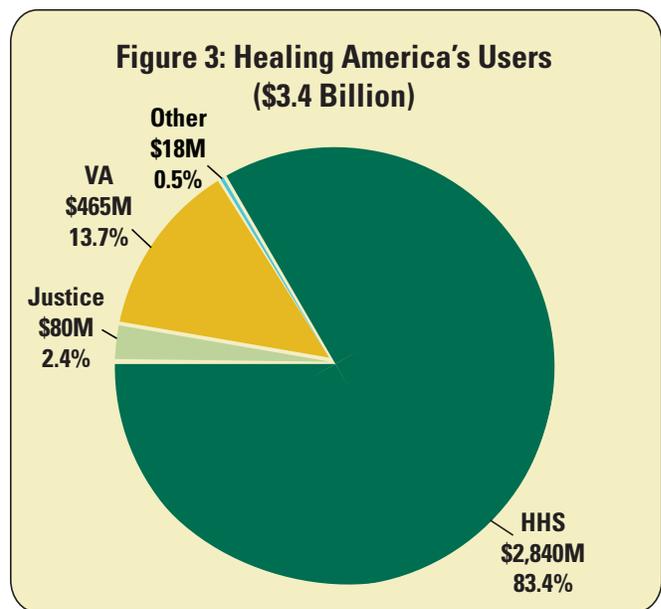
### Media Campaign

#### Office of National Drug Control Policy: \$100.0 million

The National Youth Anti-Drug Media Campaign utilizes media channels such as paid advertising, interactive media, and public information to educate and motivate youth to develop anti-drug beliefs and behaviors, and encourage adults to play a more effective role in keeping youth drug-free. The Budget provides \$100 million in funding for television, radio, newspaper, internet, and non-traditional advertising (arcades, malls, cinema, etc.), with particular attention paid to youth social settings where pro-drug messages are increasingly prevalent. This is an increase of \$40 million over the FY 2008 enacted level. Funding will enable the Media Campaign to address emerging drug issues among youth such as prescription and over-the-counter drug abuse. In addition, resources will permit the Campaign to maintain a focus on methamphetamine, as directed by the ONDCP Reauthorization of 2006.

### Intervening and Healing America's Drug Users

The Budget dedicates more than \$3.4 billion (Figure 3) in federal funds to drug intervention and treatment efforts in FY 2009. This represents an increase of \$177 million over the FY 2008 level. The Department of Health and Human Services (HHS) supports the majority of the federal government's efforts to help drug users in need. Key HHS drug intervention and treatment programs include Screening, Brief Intervention, Referral and Treatment, Access to Recovery and Drug Court Services. The Department of Veterans Affairs provides critical treatment services to veterans who have been diagnosed as having a substance abuse disorder. The Department of Justice also offers a myriad of treatment services to inmates within the Bureau of Prisons, as well as support for the creation of new Drug Court dockets and Residential Substance Abuse Treatment programs through the Byrne Public Safety and Protection grant.



### Screening, Brief Intervention, Referral and Treatment (SBIRT)

#### Department of Health and Human Services: \$56.2 million

The SBIRT approach has the potential to fundamentally transform substance abuse treatment and prevention in the U.S. by preventing addiction, intervening early in the disease process, and motivating the addicted to pursue treatment. The FY 2009 Budget proposes an increase of \$27.045 million over the FY 2008 level. This increase will extend the Nation's commitment to this innovative approach by: (1) ensuring the program is sustainable by catalyzing local support and requiring local matching funds; (2) intensifying the impact of the program by supporting training for key personnel at teaching hospitals; and (3) reaching a broader range of the U.S. population by expanding SBIRT to Emergency Departments and Trauma Centers.

### Healthcare Common Procedure

#### Coding System

#### Department of Health and Human Services: \$265.0 million

The Administration created two new Healthcare Common Procedure Coding System (HCPCS) codes for alcohol & drug screening and brief intervention (SBI). These codes, which became effective January 1, 2007, can be used by health care providers and States to pay for SBI services if State Medicaid programs choose to make SBI a covered benefit. ONDCP continues to work with the Centers for Medicare & Medicaid Services in developing cost estimates and savings associated with the adoption

of these new HCPCS codes. Expanding this valuable tool to a range of medical settings will enable clinicians to screen more patients for substance abuse disorders, prevent use and treat individuals, and ultimately reduce the burden of addictive disorders on the Nation, communities, and families. The federal Medicaid outlays are estimated to be \$265.0 million in FY 2009.

### Access to Recovery

#### Department of Health and Human Services: \$99.7 million

The Access to Recovery (ATR) program seeks to expand access to substance abuse treatment and recovery support services, including those that are faith-based. Grants were awarded to 18 states, 5 tribal organizations, and the District of Columbia to implement a voucher-based system that targets those in need of treatment but not able to obtain it. ATR allows individuals to tailor treatment services to best meet their needs, such as including services supplied by faith-based or community-based organizations or focusing on methamphetamine abuse treatment. The 2009 Budget includes \$98 million to support 24 grantees providing services to 65,000 individuals in FY 2009, or 160,000 over three years. In addition, \$1.7 million in Public Health Services evaluation funds is available for evaluation of the program.

### Adult, Juvenile, and Family Drug Court

#### Department of Health and Human Services: \$37.8 million

The Adult, Juvenile, and Family Drug Courts program awards grants to treatment providers and court systems to supply drug court participants with treatment services, including case management and program coordination. Funding is designed to close gaps in the treatment continuum. The FY 2009 Budget includes an additional \$27.9 million over the FY 2008 level for this program. Within the overall funding level of \$37.8 million, the Administration will award approximately 82 new grants.

### National Survey on Drug Use and Health

#### Substance Abuse and Mental Health Services

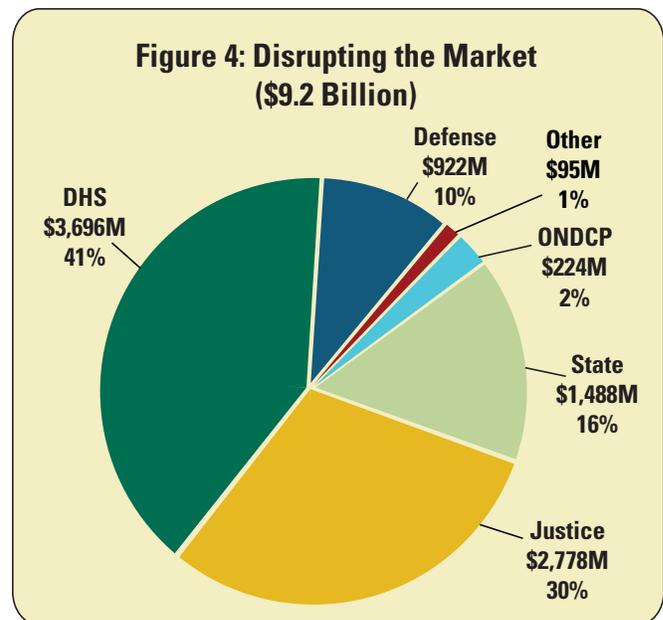
#### Administration: \$47.0 million

The National Survey on Drug Use and Health (NSDUH) provides valuable data on the prevalence of use of illicit drugs, alcohol, and tobacco and related attitudes, beliefs, and behaviors, and the prevalence of mental health problems among the general U.S. household population 12 and older. The NSDUH sample size also permits estimation of many of these measures at the state level. These data are useful in assessing the effectiveness of drug

prevention and treatment efforts and in informing and evaluating policy decisions. The President's Budget requests \$47 million for NSDUH to restore a reduction in sample size, re-establish analytic capabilities, and ensure the integrity of this unique legacy data system.

## Disrupting the Market

Over \$9.2 billion (Figure 4) in federal resources support programs to disrupt the illicit drug market. The Department of Homeland Security, with Customs and Border Protection (CBP) and United States Coast Guard, provides the necessary assets and personnel to interdict drugs along the Nation's borders. These drug control efforts are complemented by detection and monitoring efforts of the Department of Defense and eradication and alternative development programs sponsored by the Department of State. Further, the Department of Justice, which is comprised of key law enforcement and grant giving agencies, provides important intelligence and domestic support to combat the drug trade.



### Merida Initiative

#### Department of State: \$432.2 million

The Merida Initiative is a multi-year \$1.4 billion program to fund security cooperation with Mexico and Central America. The security program will build on specific activities that aim to bolster Mexican and U.S. domestic enforcement capacity, and expand bilateral and regional cooperation that address drug trafficking and other transnational crime. In October 2007, the Administra-

tion requested \$550 million in supplemental funding as the first part of the Merida Initiative. Of this amount, \$385.1 million is drug-related. The Department of State continues to build upon this supplemental by requesting \$550 million for the program in FY 2009, of which \$432.2 million is for counternarcotics support to Mexico and Central America.

### **Andean Counterdrug Programs**

**Department of State: \$601.9 million**

The Andean Counterdrug Programs (ACP) stem the flow of cocaine and heroin from the Andes, which includes Bolivia, Brazil, Colombia, Ecuador, Panama, and Peru, to the United States. This region is almost entirely responsible for the world's supply of cocaine and is a major supplier of heroin to the United States. ACP achieves its goals through support for law enforcement, border control, illicit crop reduction and alternative development, institution building, and human rights programs in the region. Of the \$601.9 million for the Andean region, \$195.2 million is requested within the United States Agency for International Development (USAID) for alternative development activities.

### **Afghanistan Counterdrug Support**

**Department of State: \$336.0 million**

This initiative provides support for counternarcotics efforts in Afghanistan. The Administration will aid Afghans in reducing opium production in the country by funding alternative crop development, drug enforcement, interdiction, public diplomacy, and demand reduction programs. The Poppy Elimination Program emphasizes engaging Government of Afghanistan officials in primary producing provinces to campaign proactively against farmers planting poppy, pressure farmers who do plant poppy to voluntarily replant legitimate crops, and threaten forced eradication. In FY 2009, the Department of State will use resources to expand the program to more Afghan areas, providing coverage for 90 percent of the provinces where poppy is grown. Of the \$336.0 million for Afghanistan, \$120.6 million is requested within USAID for alternative development activities.

### **Southwest Border Enforcement**

**Department of Justice: \$100.0 million**

**(\$30 million drug-related)**

In FY 2009, DOJ requests \$100 million for a Southwest Border Enforcement Initiative. Included in this request are a number of important counterdrug program increases: \$9.6 million for an additional 36 Drug Enforcement Administration positions along the Southwest Border; \$2.0 million to expand Operation All Inclusive; \$5.1 million for 30 OCDETF attorneys focused on Southwest Border operations; and \$2.8 million for OCDETF's License Plate Exploitation Initiative. Resources that support this initiative, but are not a part of the drug budget include: \$8.4 million for 50 Assistant United States Attorneys dedicated to the Southwest Border; \$37.6 million for the Office of the Federal Detention Trustee to accommodate the increase in costs associated with prisoner detention along the Southwest Border; and \$12.7 million for the U.S. Marshals Service to manage the increasing workload as a result of this initiative.

### **CBP Border Patrol**

**Department of Homeland Security: \$442.4 million**

**(\$66.4 million drug-related)**

The Border Patrol has primary responsibility for drug interdiction between the land ports-of-entry. In FY 2009, CBP requests \$442.4 million to hire, train and equip 2,200 new Border Patrol Agents and related expenses. This request will keep CBP on schedule to meet the President's goal of adding 6,000 new Border Patrol Agents by the end of the 1st quarter of FY 2009 and 20,019 by the end of the fiscal year. This request also includes \$149.5 million for new and expanded facilities to accommodate significant increases in Border Patrol Agents and support staff.

### **Maritime Patrol Aircraft**

**Department of Defense: \$53.0 million**

The Department of Defense's FY 2009 budget request includes resources for a new program that will fund two contractor-owned, operated and maintained aircraft providing approximately 2,500-3,000 hours of maritime surveillance annually in the transit zone under JIATF-South tasking. These aircraft, fitted with sensors including electro-optical/infrared imagery, maritime radar and communication equipment, will detect and monitor maritime smuggling targets headed towards the United States.

## **CBP Office Air & Marine**

**Department of Homeland Security: \$528.0 million  
(\$475.2 million drug-related)**

With over 500 pilots and 250 aircraft, CBP's Office of Air and Marine (A&M) is the largest law enforcement air force in the world. CBP's priority mission is to secure the Nation's borders. To achieve this end, A&M uses an integrated and coordinated force to detect, interdict, and prevent acts of terrorism and drug smuggling arising from the unlawful movement of people and goods across the borders of the United States. While the mission of A&M has evolved since September 11, 2001, the activities remain 90 percent drug related. The total funding requested for A&M operations in FY 2009 is \$528 million, of which \$475.2 million is drug-related. This request includes \$56.0 million for the P-3 Service Life Extension Program, which will allow CBP to upgrade critical counterdrug aerial assets.

## **Changes to the National Drug Control Budget**

The enactment of Public Law 109-469, the Office of National Drug Control Policy Reauthorization Act of 2006, authorizes new drug control budget reporting requirements.

These requirements result in the addition of three agencies to the Drug Budget, as well as the creation of a new reporting category, Other Related Drug Control Program (ORDCP) agencies.

The Department of Homeland Security's Office of Counterterrorism Enforcement, as well as the Department of Health and Human Services' Indian Health Service and the Department of the Interior's Bureau of Indian Affairs are included in this volume as National Drug Control Program agencies.

The addition of ORDCP agencies aligns with the Reauthorization requirement to account for agencies that receive federal funds for drug control activities that are not integral to the actions prescribed in the Strategy. Typically, these are agencies whose primary mission does not include drug control, nor have readily identifiable drug control line items in the Budget of the President. ORDCP agency resources are included in the appendix of this volume but are not a part of the Drug Budget.

## **Program Performance**

### **National Drug Control Strategy Budget Summary**

The Budget Summary, reflecting the Administration's commitment to integrating performance more closely with budgets, focuses primarily on program results rather than processes. The Performance sections for each agency are based on their Government Performance and Results Act (GPRA) Plans and Reports, the Performance and Accountability Reports, and also the Program Assessment Rating Tool (PART) results. Additional information from budget justifications and internal management documents are included where appropriate.

The Administration's Performance Improvement Initiative has been institutionalized through an annual assessment of federal programs as part of the budget process. The PART is used to review a set of federal programs every year. It 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. To date, over 20 drug control programs have undergone a PART assessment.

The performance measurement system (described below) is designed to monitor key activities that support achieving the National Drug Control Strategy's (Strategy) goals and objectives. We know that traffickers will react and respond to our successes, and that there is always another generation of American youth that must be educated about the terrible risks of drug abuse and addiction. It is with them in mind that we have set the new goals described in the Strategy: an additional 10 percent reduction in youth drug use, the continuation of random student drug testing as a prevention tool, greater access to screening and brief intervention services, the reduced diversion of prescription drugs and methamphetamine precursors, declines in Andean cocaine production and Afghan opium poppy cultivation, a reduction in the flow of illegal drugs across the Southwest Border, and declines in the domestic production and use of marijuana.

## Performance Measurement

ONDCP's reauthorization sets forth a series of new reporting requirements focusing on performance measurement for national drug control agencies. The Congress has called for a yearly report describing the national drug control performance measurement system. ONDCP's efforts to address this new requirement and ensure the soundness of the national drug control performance measurement system are outlined below.

**Sources of Information and Data.** To monitor the performance and progress of drug control agencies and programs, ONDCP relies on a broad range of data sources. Legacy data sets such as Monitoring the Future (MTF), the National Survey on Drug Use and Health (NSDUH), and the Youth Behavior Risk Survey (YRBS) provide key information on drug use trends including changes in values, behavior, and lifestyles. To assess the contributions of the national drug control agencies, ONDCP's performance system also draws on existing agency data systems that are required by the Government Performance and Results Act (GPRA). The Performance Section in this document includes tables displaying key measures used by each National Drug Control Program Agency and the agency's most recent achievements against its performance targets. Examples of measures employed are described below.

**Agency Performance Measures.** Agency performance measures, and the data sources that inform them, are tailored to best assess the unique work of each drug control agency. The reliance on existing, customized mechanisms for evaluating performance results in the use of a wide variety of measures and data sources. For example, prevention indicators range from perception of harm from drug use to attitudes towards drug use to actual drug use. Data sources vary from national surveys such as NSDUH and YRBS to records maintained by individual programs. For instance, the Department of Education uses YRBS data to estimate the percent of students offered, sold, or given an illegal drug in school as a measure for the State Grants component of the Safe and Drug Free Schools and Communities Program. The Department of Defense uses program records to track the percent of active duty military personnel that test positive. The Substance Abuse and Mental Health Services Administration (SAMHSA) aggregates data from several Programs of Regional and National (PRNS) to monitor measures such as youth 30-day drug use and perception that drug use is wrong.

Treatment performance measures primarily focus on the effectiveness of programs in helping clients attain and sustain recovery, getting and keeping a job, and decreasing criminality. SAMHSA's National Outcomes Measures (NOMS) system is a collaborative effort with States. The NOMS evaluates both the Substance Abuse Prevention and Treatment Block Grant and PRNS across 10 domains and documents progress with state-by-state outcome information. The Office of Justice Programs records the number of drug courts and the Veterans Health Administration monitors the percent of clients receiving appropriate continuity of care -- both through program records. The National Institute on Drug Abuse employs various research milestones documenting progress towards developing and testing evidence-based treatment approaches for specialized populations in community settings.

Programs that contribute to Market Disruption use several performance measures that monitor eradication, alternative crop substitution, interdiction, and law enforcement activities. The Coast Guard's non-commercial maritime cocaine removal rate relies on the interagency developed Consolidated Counter Drug Database (CCDB), which was established to collect cocaine movement events in the source and transit zones and to permit strategic analyses of trafficking trends and operational performance. The Bureau of International Narcotics and Law Enforcement Affairs tracks the number of hectares of coca (or opium poppy) cultivated in relevant source countries, obtained from the Central Intelligence Agency's Crime and Narcotics Center. The Drug Enforcement Administration's number of Priority Target Organizations disrupted or dismantled is tracked in program records. Other measures include the Organized Crime Drug Enforcement Task Force's percent of key defendants convicted.

**Steps to Improve Agency Performance Measures.** The performance measurement system provides sound information for assessing the effectiveness of drug control agency programs. To further improve the capabilities of this system ONDCP, in collaboration with national drug control agencies, has taken several steps to refine the ability of this system to evaluate performance and inform programmatic and policy decisions.

Developing performance measures for national drug control program activities that reflect the intended outcomes of these efforts has been a major focus. ONDCP continues to urge agencies supporting treatment programs

to monitor and assess recidivism and to track program-participant outcomes some months after discharge from services rather than report their status upon discharge. For example, OJP's Residential Substance Abuse Treatment Program tracks offenders that remain arrest-free one year after completing the aftercare program. The Veterans Health Administration and the Small Business Administration are, at ONDCP's urging, exploring options for supplementing their current measures with outcome measures that reflect program effect on participants and the workforce respectively.

Work continues with agencies such as the Drug Enforcement Administration and the Customs and Border Protection to develop outcome measures, or valid proxy measures, which have a plausible causal link to desired end outcomes. ONDCP's efforts to develop interagency-approved drug flow estimates and promote the use of drug removal rates are designed to transform seizure output measures into drug availability outcome measures. ONDCP is also working with related drug task force programs (e.g., Justice's Organized Crime Drug Enforcement Task Force and Byrne Grant drug task forces) to develop common performance measures and shared goals.

ONDCP has worked collaboratively to initiate a comprehensive evaluation of several key drug control data systems. The President's FY 2009 Budget proposes an evaluation of data systems at the NIH and SAMHSA. The proposal supports a comprehensive needs assessment and evaluation of substance abuse data surveillance systems across the government to improve data collection, reduce costs, and eliminate duplicative systems. Systems to be included in the study are: the Drug Abuse Warning Network, Health Behavior in School-Aged Children, Monitoring the Future, National Co-morbidity Survey, National Survey on Drug Use and Health, National Survey of Substance Abuse Treatment Services, Treatment Episode Data Set, and Inventory of Substance Abuse Treatment Services.

And finally, ONDCP has updated its Drug Control Accounting Circular (May 2007) and requires that Departments provide certain assertions to the appropriateness and soundness of an agency's measurement system and the data that inform that system. ONDCP has worked with the Inspectors General (IGs), Budget Staff, and Performance Staff from all the drug control agencies as well as the Office of Management and Budget regarding these new requirements. Each drug control agency is required to provide a performance summary report to the ONDCP Director which includes the following components: (1) performance measures; (2) prior years' performance targets and results; (3) current year performance targets; (4) information on the quality of performance data; and (5) an assertion from the agency that they have a system to capture performance information accurately and that system was properly applied to generate the performance data. The IGs will conduct an attestation review to evaluate agency assertions.

The IG's report will be transmitted to Congress in conjunction with National Drug Control Accounting Report. The report will provide an assessment by an accountable senior agency official that the performance measures are appropriate for the associated National Drug Control Program activities and the performance data are accurate, complete, and unbiased in presentation and substance. The report will serve as a valuable tool for identifying areas requiring greater focus, evaluating the contribution of supply and demand programs, targeting resources, and ultimately improving the performance of national drug control programs.