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OFFICE OF NATIONAL DRUG CONTROL POLICY

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FY 2001 - FY 2007 Strategic Plan

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OFFICE OF NATIONAL DRUG CONTROL POLICY

FY 2001 – FY 2007 Strategic Plan

PREFACE

In accordance with the Government Performance Result Act (GPRA) requirements, this Plan documents the Office of National Drug Control Policy's (ONDCP's) long-range goals, strategies, and performance measures by which Congress and the public will hold it accountable and evaluate its success. This plan covers the period FY 2001 to FY 2007.

This Plan states ONDCP's overall mission and goals and those of the four specific programs ONDCP manages. These goals strive to produce national as well as international outcomes. Because of this, their accomplishment requires the coordinated effort of numerous federal agencies, state and local governments, the private sector, society at large, and foreign governments. Clearly, no one agency or sector can achieve the goals of the *National Drug Control Strategy (Strategy)* and ONDCP's primary role is to guide the disparate efforts of numerous agencies by setting national drug control priorities and objectives. By law, ONDCP's principal purpose is to establish policies, priorities, and objectives for the United States' drug control program which are articulated in the *Strategy*. This policy-making and oversight role, however, consumes only a small proportion -- less than ten percent -- of ONDCP's annual budget. ONDCP applies well over 90 percent of its budget to the four drug control programs it directly manages.

Appendix A lists the latest ONDCP publications that elaborate on its strategic-level activities. These references provide greater detail regarding ONDCP's programs and related activities.

Section I -- OFFICE OF NATIONAL DRUG CONTROL POLICY MISSION

From a broad perspective, the Office of National Drug Control Policy's (ONDCP's) mission is to reduce the demand, availability, and consequences of illegal drug use within the United States. ONDCP is responsible for coordinating the implementation of the *National Drug Control Strategy (Strategy)* by numerous federal agencies, state and local governments, the private sector, and foreign governments. The combined efforts of these numerous entities, none of which are directly accountable to ONDCP, directly determine the degree of success with which the *Strategy* is implemented over the long-term.

ONDCP's Overall Long-Term Goal

Reduce the demand, availability, and consequences of illegal drug use within the United States.

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Through a balanced array of demand-reduction and supply-reduction actions, ONDCP strives to motivate the drug control community to achieve an overall 50 percent decrease in drug use and availability and at least a 25 percent decrease in the consequences of drug abuse by 2007 (compared to 1996 baseline levels). If this is achieved, just three percent of the household population aged twelve and over would use illegal drugs. This level would be the lowest documented drug-use rate in American history. Drug-related health, economic, social, and criminal costs would be reduced commensurately.

In addition to pursuing the *Strategy* and associated policy initiatives, ONDCP actively manages four programs that directly contribute to the broader goals of the *Strategy*. These four programs are: (1) the High Intensity Drug Trafficking Area (HIDTA) Program, (2) Counterdrug Technology Assessment Center (CTAC) programs, (3) the National Youth Anti-Drug Media Campaign (Media Campaign), and (4) the Drug-Free Communities Program (DFC). These programs and ONDCP's goals for these programs are summarized below.

Missions of ONDCP's Programs

High Intensity Drug Trafficking Areas

To enhance and coordinate America's drug-control efforts among federal, state and local agencies in order to eliminate or reduce drug trafficking (including the production, manufacture, transportation, distribution and chronic use of illegal drugs, and money laundering) and its harmful consequences in critical regions of the United States.

Counterdrug Technology Assessment Center

Serve as the central counterdrug enforcement research and development (R&D) organization of the U.S. Government

National Youth Anti-Drug Media Campaign

Educate and enable America's youth to reject illicit drugs before they start and encourage occasional users to discontinue use

Drug Free Communities

Increase citizen participation and strengthen community anti-drug coalition efforts to reduce substance abuse among youth and adults

The four major drug control-related programs that ONDCP directly manages (approximately \$0.5B) comprise only a small portion of the combined nation-wide resources directed at combating illicit drug use by numerous federal, state, and local drug control efforts (approximately \$18B in 2000).

Key Legislation. The Anti-Drug Abuse Act of 1988 established as a policy goal the creation of a drug-free America. A key provision of the Act was the establishment of the Office of National Drug Control Policy (ONDCP) to set priorities, implement a national strategy, and certify federal drug control budgets. The law specifies that the *Strategy* must be comprehensive and research-

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based; contain long-range goals and measurable objectives; and seek to reduce drug abuse, trafficking, and their consequences. The Violent Crime Control and Law Enforcement Act of 1994 extended ONDCP's mission to assessing budgets and resources relating to the *Strategy*. It also established specific reporting requirements in the areas of drug use, availability, consequences, and treatment. Executive Order No. 12880 (1993), as amended by Executive Order 13008 (1996), and Executive Orders Nos. 12992 and 13023 (1996) assign ONDCP responsibility within the executive branch of government for leading drug control policy and developing an outcome-measurement system. The executive orders also establish the ONDCP Director as the President's chief spokesman for drug control.

Although ONDCP's authorization under the Anti-Drug Abuse Act of 1988 has expired, the Office of National Drug Control Policy Reauthorization Act of 1998 reinstates the key authorities from the 1988 Act and further expands ONDCP's mandate and authority. Additionally it sets forth reporting requirements and expectations, including:

- 1) Development of a long-term national drug control strategy
- 2) Implementation of a robust performance-measurement system to assess the effectiveness of the *National Drug Control Strategy*
- 3) Commitment to a five-year national drug control program budget for federal agencies
- 4) The High Intensity Drug Trafficking Areas (HIDTA) program along with improvements in HIDTA management specifically authorized
- 5) Greater demand-reduction responsibilities given to the Counter-Drug Technology Assessment Center (CTAC)
- 6) Statutory authority for the President's Council on Counter-Narcotics
- 7) Increased reporting to Congress on drug control activities
- 8) Reorganization of ONDCP to allow more effective national leadership
- 9) Improved coordination among national drug control program agencies
- 10) Establishment of a Parents Advisory Council on Drug Abuse

A more complete listing of the legislation guiding ONDCP's responsibilities is included in Appendix B.

Major Functions and Activities. To fulfill its mission, ONDCP performs the following major functions and activities:

- Develops the *National Drug Control Strategy (Strategy)*, refining it annually to reflect new threats and challenges
- Oversees drug control programs in accordance with *Strategy* Goals and Objectives through leadership, policy direction, and consensus-building
- Assesses progress towards achieving the Goals and Objectives
- Reviews drug control agency budgets and annually develops a consolidated federal drug control budget

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- Directs four programs: 1) High Intensity Drug Trafficking Areas Program
2) Counterdrug Technology Assessment Center
3) National Youth Anti-Drug Media Campaign
4) Drug-Free Communities Support Program

The *National Drug Control Strategy (Strategy)*. The five goals & 31 objectives of the *Strategy* (listed in Appendix C) guide ONDCP's management of the federal and private sector agencies and organizations that are committed to reducing drug abuse and its consequences. ONDCP manages the Performance Measures of Effectiveness system which details the targets that gauge progress toward each of the *Strategy's* goals & objectives.

Goals of the *National Drug Control Strategy*

1. Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.
2. Increase the safety of America's citizens by substantially reducing drug-related crime and violence.
3. Reduce health and social costs to the public of illegal drug use.
4. Shield America's air, land, and sea frontiers from the drug threat.
5. Break foreign and domestic drug sources of supply.

Section II -- ACHIEVING THE GOALS AND OBJECTIVES OF THE *NATIONAL DRUG CONTROL STRATEGY*

ONDCP is a policy office whose oversight responsibilities involve more than 50 federal agencies and Cabinet departments as well as their state and local partner agencies. Coordinating and overseeing such a vast array of federal anti-drug policies and programs involves providing policy guidance to focus the varied activities of these National Drug Control Program agencies. ONDCP's Annual Reports on the *National Drug Control Strategy (Strategy)* describe in detail the actions ONDCP, the federal drug control community, and other key state, local, and independent agencies are taking to reduce the nation's drug problem. ONDCP also annually publishes its Performance Measures of Effectiveness Report. Using established measurable targets, this report quantifies the nation's drug problem and summarizes the progress made towards reducing it.

Key Offices and their Areas of Emphasis. The ONDCP Reauthorization Act specifically mentions the Director, the Deputy Director, and three other Deputy Directors to deal with specific subject areas. The three Congressionally-mandated divisions within ONDCP to deal with specific subject areas and the contribution they provide toward implementing the *National Drug Control Strategy (Strategy)* are:

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- *Office of Demand Reduction:* The Office of Demand Reduction (ODR) develops and coordinates policies and programs dealing with drug abuse education, prevention, treatment, research, rehabilitation, drug-free workplace programs and drug-testing with an emphasis on reducing the use of illicit drugs. ODR coordinates the programs of federal agencies engaged in efforts to implement Goals One, Two, and Three of the *Strategy*. In addition, ODR works closely with a broad range of non-federal entities, including state and local governments, national associations representing demand reduction groups and organizations, anti-drug parent groups, civic organizations, and other domestic and international groups to encourage their support for the goals of the *Strategy*. A variety of coordination mechanisms are used, including interagency meetings, conferences, and ad hoc assemblies.

- *Office of Supply Reduction:* The Office of Supply Reduction (OSR) develops and coordinates international policies and programs to detect, interdict, and reduce the supply of drugs and coordinates international drug control strategies for cocaine, heroin, and other drugs. OSR provides agency oversight for implementation of Goals Four and Five of the *Strategy* through drug control community interagency working groups. OSR gives drug control agencies classified tasks via the *Strategy* Classified Annex and provides policy input to resource allocation issues for international and interdiction programs. Through the United States Interdiction Coordinator (USIC), OSR and interdiction agencies ensure that interdiction assets are optimally coordinated. USIC also provides non-operational oversight for interdiction programs.

- *Bureau of State and Local Affairs:* The Bureau of State and Local Affairs (BSLA) coordinates agency relationships and outreach efforts to domestic government agencies, as well as rural areas, public interest groups, and nongovernmental organizations (NGOs). It gathers input for the *Strategy* from domestic drug-related government agencies, administers the HIDTA program, promotes coordination among federal, state, and local counternarcotics programs, evaluates these programs, and establishes partnerships with state and local governments.

Budget Oversight. ONDCP uses National Drug Control Program agency drug control budget submissions as the basis for development of the consolidated five-year federal drug control budget proposal that is transmitted to the President each fall (legislative authority summarized in Appendix B).

Each year, ONDCP issues five-year funding guidance to the National Drug Control Program agencies and conducts a two-tiered budget review and certification process to ensure agency budgets are adequate to implement and meet the objectives of the *National Drug Control Strategy*. The two-tier process consists of a summer review of bureau submissions and a fall review and certification of agency/departamental submissions. ONDCP evaluates budget requests based on how closely proposed funding corresponds to the priorities set forth in the funding guidance.

In the case of decertified or potentially decertified agency budgets, ONDCP provides the agency a written description of the funding levels and specific initiatives necessary to correct inadequacies for implementing the *National Drug Control Strategy*. ONDCP also transmits a

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copy of any decertification and new funding requirements to the Senate and House of Representatives along with a copy of the ONDCP funding priorities.

Measuring the National Strategy's Progress. Progress toward the *Strategy's* five goals and 31 objectives must be continuously assessed in order to gauge success or failure and adjust the *Strategy* accordingly. ONDCP has consulted with Congress, federal drug-control agencies, state and local officials, private citizens, and organizations with experience in demand and supply reduction to develop a Performance Measurement of Effectiveness (PME) system to gauge the effectiveness of national drug control efforts.

The PME system: (1) facilitates assessments of the effectiveness of the *Strategy* and its supporting programs, (2) provides information to the entire drug-control community that helps focus policy and programmatic actions, and (3) assists with drug-control budget management. The PME system fulfills Congressional guidelines that the *National Drug Control Strategy* contain measurable objectives and specific targets to accomplish long-term quantifiable goals. These targets and annual reports are intended to inform Congressional appropriations and authorizing committees as they restructure appropriations in support of the *Strategy* to ensure that resources necessary to attain ambitious long-term performance goals are provided.

The nucleus of the PME system consists of twelve "impact targets" that define measurable results to be achieved by the *Strategy's* five goals. There are five impact targets each for demand and supply reduction, and two for reducing the adverse health and criminal consequences associated with drug use and trafficking. Some eighty-five additional targets further delineate mid- (CY 2002) and long-term (CY 2007) targets for the *Strategy's* 31 objectives (note that the exact number of targets and objectives may change as refinements are made). These are "stretch targets" in that they require progress above that attained in previous years. Additionally, the targets are designed to be periodically evaluated to assure that they are still effective. The overall PME system is described in detail in the annual PME report which is a companion volume to the annual *Strategy* report.

The PME system draws upon numerous sources of data, which are continually reviewed against the specific targets and measures specified in the PME system and elsewhere. The Drug Control Research, Data, and Evaluation Committee (an advisory committee to the ONDCP Director) Subcommittee on Data, Research, and Interagency Coordination is developing additional instruments and measurement processes to address various data shortfalls.

III. (A) High Intensity Drug Trafficking Areas Program

High Intensity Drug Trafficking Areas (HIDTAs) are specified areas within the United States with critical drug-trafficking problems that harm other areas of the country. The ONDCP Director -- in consultation with the Attorney General, Secretary of Treasury, heads of drug-control agencies, and appropriate governors -- designates these areas.

Overall Goal of the High Intensity Drug Trafficking Area Program

Increase the safety of America's citizens by substantially reducing drug-related crime and violence (Goal 2 of the *National Drug Control Strategy*)

Improve the ability of HIDTAs to counter drug trafficking
(Goal 2, Objective 2 of the *National Drug Control Strategy*)

The HIDTA Program advances the *National Drug Control Strategy (Strategy)* by coordinating and facilitating anti-drug efforts through an outcome-focused approach. Local, state, and federal law enforcement agencies work together to assess regional drug threats, develop coordinated strategies, and execute law enforcement initiatives to reduce illegal drug trafficking. The resulting synergy of this coordinated, focused approach helps eliminate unnecessary duplication of effort, maximizes resources, and improves information sharing within and between regions of the United States, and leads to safer American communities.

HIDTA Program resources are used to enhance law enforcement efforts to respond aggressively to regional drug trafficking problems. HIDTA Investigative Support Centers provide intelligence and communication networks that help local, state and federal law enforcement agencies work together. These Centers provide technical, analytical, and strategic intelligence support to participating agencies. These Centers also provide databases and supplemental personnel needed to accomplish the integrated intelligence function. The HIDTA Program also funds regional-specific initiatives that forge partnerships among local, state, and federal law-enforcement agencies, and facilitates cooperative investigations and joint operations against complex drug trafficking organizations (In FY 2000, 1242 agencies participated in 462 HIDTA-funded initiatives within HIDTA-designated counties). Although HIDTA-designated counties comprise less than 10 percent of U.S. counties, they are present in 40 states, Puerto Rico, the U.S. Virgin Islands and the District of Columbia.

Means and Strategies. ONDCP manages the HIDTA Program, providing guidance and oversight to the HIDTA regional offices. The Director of ONDCP designates HIDTAs, and through the interagency process, Congress funds HIDTA-member law enforcement agency drug control initiatives. Every year, ONDCP evaluates HIDTAs to ensure they comply with statutory requirements as well as ONDCP's program and budgeting guidance. During these annual reviews, ONDCP evaluates each HIDTA's requirements, funding requests, and performance.

ONDCP coordinates HIDTA Program efforts with other programs and agencies. The National HIDTA Coordinating Committee, comprised of members from federal drug control agencies, assists ONDCP with annual reviews of the HIDTAs' threat assessments, strategies, initiatives, annual reports, and budgets, as well as ONDCP's program guidance. At the local level, a HIDTA Executive Committee, comprised of a balance of state/local and federal law enforcement agency representatives, oversees the development of a regional HIDTA threat assessment, strategy, initiatives, budget, and annual performance report.

Relationship between Strategic Goal and HIDTA Performance Goals. The HIDTA Program contributes to Goal 2, Objective 2 of the *Strategy*: Improve the ability of High Intensity Drug Trafficking Areas to counter drug trafficking. The Program impacts drug trafficking nationwide by focusing and coordinating drug control efforts and providing federal assistance in the nation's critical drug trafficking areas.

At each HIDTA, law enforcement agencies develop an annual threat assessment, strategy, and initiatives to address the unique drug problems of that region. HIDTA initiatives impact one or more of the following aspects of drug trafficking: illicit drug production, transportation, distribution, and money laundering. Correspondingly, illegal use of drugs is also impacted. The combined efforts of the HIDTAs address all five Goals of the *Strategy*.

Three performance goals are used to focus and gauge the performance of HIDTA Program efforts.

<p>High Intensity Drug Trafficking Area Performance Goals</p> <p>Improve the effectiveness of law enforcement within HIDTAs.</p> <p>Reduce the efficiency and impact of drug trafficking organizations.</p> <p> Increase the safety of neighborhoods.</p>

The first HIDTA performance goal is to improve the effectiveness of law enforcement within HIDTAs. HIDTA resources are expended to increase the capability of law enforcement agencies to reduce drug trafficking. HIDTA Program priorities for expending resources are described in the HIDTA Developmental Standards, which are designed to increase the efficiency and effectiveness of law enforcement efforts. The developmental standards emphasize efforts to improve intelligence and information sharing, teamwork, strategic planning and execution, and accountability at each HIDTA. There are 56 action items listed in the HIDTA Developmental Standards that cover information systems connectivity, initiative execution, safety, training, and resource management. As these action items are accomplished, the priorities of the HIDTA Program will be refined and updated. In addition, new Program priorities will be identified and milestones assigned to them.

The second performance goal is to reduce the efficiency and impact of drug trafficking organizations in High Intensity Drug Trafficking Areas. Law enforcement agencies execute

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specifically designed initiatives (funded by the HIDTA Program) to reduce or eliminate drug threats unique to each HIDTA.

The third performance goal emphasizes the outcome of increased neighborhood safety. Drug traffickers and drug-using offenders are responsible for a disproportionate amount of violent crime and property offenses. HIDTAs help reduce violence and property crimes by reducing drug trafficking and drug abuse. During periods of heavy drug use, the frequency and severity of criminal activity rises dramatically (The Arrestee and Drug Abuse Monitoring (ADAM) Report supports this statement. The report indicates a dramatic rise from 1997 to 1999 in the number of arrestees that tested positive for at least one illicit drug). HIDTA initiatives, in concert with other effective drug control efforts, should help reduce crime in America's communities.

External Factors. A number of external factors challenge the management of the HIDTA Program. The more significant factors are highlighted below.

Legislative Influence. In 1999, Congressional conferees noted that ONDCP must have greater flexibility to allocate resources to those HIDTAs that would most likely have the greatest impact on U.S. drug problems. The conferees also noted that HIDTA funding should be based on clear, concrete measures of performance. Congress also directed ONDCP to base the FY 2000 HIDTA budget on ONDCP's own performance measures of effectiveness and the priorities dictated by changing threats. Through FY 2000, Congress required ONDCP to fund each existing HIDTA at a level at least equal to the previous year. Because of this latter requirement, ONDCP has not been able to fully implement HIDTA funding priorities. Should ONDCP receive greater authority to manage Program funding priorities, enhancement in reducing drug trafficking and increasing neighborhood safety may be realized.

Crosscutting Programs. The strength of the HIDTAs is largely derived from the coordination of resources and combined efforts of multiple independent law enforcement organizations at the local, state, and federal levels; the effects of integrated efforts are greater than the sum of the individual parts. ONDCP and the individual HIDTAs do not have operational control over these organizations. As a result, overall impact in reducing drug trafficking in the HIDTA region is largely determined by the level of participation from regional law enforcement agencies; with their number and the nature of their involvement being significant factors. Participation of state and local agencies is especially critical to information and intelligence sharing at HIDTAs.

Program Evaluations. The recently implemented HIDTA Program Review Process will provide an institutionalized mechanism for reviewing all HIDTAs on a regular basis. This Review Process is designed to help assess the Program's support of the *Strategy*, the effectiveness of the individual HIDTAs; efficiency and accountability in the use of HIDTA resources; and compliance with applicable laws, regulations, and policies. Additionally, in FY 2001, a nationally recognized certified public accounting (CPA) firm will conduct a fiscal review of the HIDTA Program.

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ONDCP will manage three components of the HIDTA Program Review Process. The components are: (1) the review of each HIDTA's annual report, drug threat assessment, strategy, initiatives, and associated budget; (2) internal reviews conducted by the HIDTA regional offices, with results forwarded to the HIDTA Program Office; and, (3) on-site reviews conducted at the HIDTAs. The combination of these components will provide a comprehensive and continuous HIDTA review process. This process will contribute to the overall success of the HIDTA Program by facilitating effective management of the individual HIDTAs and enhancing their contributions to the *National Drug Control Strategy*. The HIDTA Program review process will utilize an ONDCP-led team comprised of personnel from the HIDTAs and Departments of Justice and Treasury. Participation by these agencies will enhance the credibility of the review process and supplement the review team.

A nationally recognized CPA firm will work alongside the inter-agency review team to conduct a fiscal review of the HIDTA Program. These two independent teams will conduct on-site "inspections" of the HIDTAs, reviewing and reporting on all management, fiscal, and operational systems within the HIDTAs. Reviews of physical security, compliance with 28CFR intelligence dissemination guidelines, General Counterdrug Intelligence Plan (GCIP), and other conformity issues will also be examined.

These examinations will provide data that should enable ONDCP to enhance fiscal accountability. Engaging a national CPA firm to become a component of the HIDTA Program Review Process will provide ONDCP with an independent assessment of the HIDTA Program. This system of reviews will greatly strengthen accountability for resources used throughout the HIDTA Program.

Future HIDTA Program on-site reviews of individual HIDTAs are scheduled as follows:

<u>Scheduled Dates</u>	<u>HIDTA On-Site Review</u>
Jun 12 - 16, 2000	Southeast Michigan (completed)
Sep 25 - 29, 2000	Houston (ongoing)
Oct 30 - Nov 3, 2000	Northern California
Dec 11 - 15, 2000	Atlanta
Jan 22 - 26, 2001	Appalachia
Feb 26 - Mar 2, 2001	Central Florida
Apr 2 - 6, 2001	South Florida
May 7 - 11, 2001	Philadelphia/Camden
May 12, 2001 - Dec 31, 2007	TBD

III. (B) Counterdrug Technology Assessment Center

The Counterdrug Technology Assessment Center's (CTAC's) mission is to serve as the central counterdrug technology research and development (R&D) organization of the U.S. Government. It was established by the Counter-Narcotics Technology Act of 1990 (P.L. 101-510) and reauthorized in 1998 (P.L. 105-277). Since 1992, Congress has appropriated funding for CTAC to sponsor a counterdrug R&D program to advance the technological capabilities of federal drug control agencies responsible for both supply and demand reduction activities. The annual funding has ranged in amount from an initial \$21 million in FY 92 to the current \$15.803 million in FY 01.

In 1998, its mission was expanded to support a program to transfer successful counterdrug technologies developed with federal funding directly to state and local law enforcement agencies (P.L. 105-61). The Technology Transfer Program (TTP) concentrates on providing state-of-the-art, affordable, easily integrated and maintainable tools to enhance the capabilities of state and local law enforcement agencies for counterdrug missions. The annual funding for TTP has been \$13 million in FY 98, FY 99 and FY 00 and \$13.25 million in FY 01. The web site, www.epgetac.com, provides current information about the TTP.

Overall Goals of the Counterdrug Technology Assessment Center

Reduce the demand and supply of illicit drugs by developing and deploying advanced technologies:

Means and Strategies. CTAC identifies and defines the short, medium, and long-term scientific and technological needs of federal, state, and local drug enforcement agencies. It oversees and coordinates counterdrug technology initiatives with related federal, civilian, and military departments. In conjunction with the National Institute on Drug Abuse (NIDA), it examines addiction and rehabilitation research and the application of technology to expanding the effectiveness and availability of drug treatment.

The R&D program can be separated into functional areas based on each project's application to either demand reduction or supply reduction activities. The character of research and development differs considerably between these functional areas: demand reduction contributions and outcomes are tied to basic research with broader, longer term results often on a timescale of five to ten years, while the supply reduction contributions and outcomes are tied to applied technology development with mid-term results frequently in two to five years. The R&D program also includes operational test and evaluation activities to evaluate off-the-shelf and emerging technology prototypes for use in the near-term (immediate to 18 months). Technology development and assistance to state and local law enforcement agencies in applying state-of-the-art case management tools and surveillance technologies to meet pressing operational counterdrug needs also are provided in the near-term through the Technology Transfer Program.

Demand Reduction: Basic Research Tools

- Knowledge Advancement -- use technology to advance knowledge base (brain imaging)
- Knowledge Application -- apply knowledge to research programs
- Human Capital Development -- attract emerging research leaders to drug abuse research
- Mission Advancement -- accelerate development and introduction of treatments for addiction

Supply Reduction: Technology Development, Test and Evaluation

- Quality -- assess performance of commercial off the shelf equipment using technology testbeds
- Relevance -- adapt technology from counter-terrorism, defense and commercial applications for counterdrug use
- Leadership -- test and evaluate emerging technology prototypes
- Peer Review -- conduct international technology program reviews on counterdrug technologies
- Retrospective Analysis -- report on program progress in periodic reports and ad hoc studies
- Benchmarking -- conduct benchmark studies to compare competing approaches to similar problems

Supply Reduction: Technology Transfer to State and Local Law Enforcement

- Economic Rate of Return -- deploy cost effective technologies to improve drug enforcement
- Knowledge Advancement -- indoctrinate field officers in the use of advanced technologies
- Knowledge Application -- apply technology solutions to field problems
- Human Capital Development -- conduct one-day regional workshops and training sessions
- Mission Advancement -- evaluate national deployment plan

Oversight and Coordination: Federal, State and Local Research and Development

- Knowledge Advancement -- promote the exchange of technology among drug control agencies
- Knowledge Application -- sponsor field evaluations of emerging advanced technology prototypes
- Human Capital Development -- employ technology to improve officer effectiveness and safety
- Mission Advancement -- reduce unnecessary duplication in development programs

Demand Reduction. The Demand Reduction technology development program supports Goal Three of the *National Drug Control Strategy*: Reduce health and social costs to the public of illegal drug use. In conjunction with the National Institute on Drug Abuse (NIDA), CTAC is committed to improving the tools available for world-class research scientists to explore and understand the underlying causes of substance abuse, dependence, and addiction. The Demand Reduction program provides the nation's leading medical research institutions with the latest in brain imaging technology and equipment to support their research teams and faculties in pursuing drug abuse research. Over the past two years, world-class medical expert teams from Massachusetts General Hospital, Emory University, University of Pennsylvania, Harvard University, McLean Hospital and UCLA have been attracted to the CTAC-sponsored brain imaging technology locations. In most cases, their leading-edge drug abuse research efforts are sponsored by grants from NIDA.

Supply Reduction. The domestic Supply Reduction Technology Development, Test and Evaluation initiatives address Goal Two (Increase the safety of America's citizens by substantially reducing drug-related crime and violence) and Goal Four (Shield America's air,

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land, and sea frontiers from the drug threat) of the *National Drug Control Strategy*. The supply reduction program addresses applied developments in technology areas such as non-intrusive inspection, tactical technologies, and test and evaluation. The supply reduction program supports development of improved counterdrug capabilities that transcend the need of any single federal agency. Additionally, resources in supply reduction are concentrated on those applications that also can be transitioned to the state and local agencies under the Technology Transfer Program.

The supply reduction program includes an infrastructure support program element which provides testbeds, instrumentation and engineering support to perform testing of prototype systems in operational environments. Federally sponsored systems qualified as mature by the testbed program will be considered for the TTP. Also, an Outreach program is conducted which includes participation in international technical symposia, leadership conferences and workshops to gather the latest developments in prevention, treatment; and counterdrug law enforcement technologies for world-class research scientists and user experts to monitor and evaluate the advancing state-of-the-art.

Technology Transfer. The TTP was established to provide technologies developed with federal funding directly to state and local law enforcement agencies that may otherwise be unable to benefit from the developments due to limited budgets or lack of technological expertise. This program matches existing technology systems with state or local law enforcement agencies needing those technologies, and funds the technology transfer. Priority is given to identifying candidates located in designated High Intensity Drug Trafficking Areas (HIDTAs). The ability and willingness of potential recipients to share in the costs of new technology, either through in-kind or direct contributions, is also a major consideration. To help further the capabilities of independent law enforcement agencies, TTP also includes outreach efforts consisting of workshops and meetings to promote the use of advanced technologies and to increase law enforcement agency awareness of the TTP.

Oversight and Coordination. CTAC heads the Interagency Working Group for Technology (IAWG-T) that is composed of technology representatives from each of the federal drug control agencies. This forum is used to oversee and coordinate counterdrug technology development initiatives that transcend federal agency lines of responsibility. Supporting activities from the other program elements include a variety of regional workshops at the state and local levels, technical symposia, interagency working group meetings, and ad hoc studies to promote the exchange of relevant information throughout the entire scientific and technical community. These activities serve to reduce unnecessary duplication of effort and provide the mechanism to oversee and coordinate counterdrug technology initiatives with other government agencies.

Relationship Between Strategic and Performance Goals. Each performance goal contributes to our strategic goal of reducing the demand for and supply of illicit drugs through the use of technology. These goals also contribute to Objective Five of Goal Two (increase of safety of America's citizens), Objective Six of Goal Three (reduce the health and social costs of illegal drug use), and Objective Four of Goal Four (shield America's frontiers from the drug threat) of the *National Drug Control Strategy*.

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- The first performance goal is the development and deployment of technology prototypes. The outcome is to reduce drug related crime by improving technology available to federal, state and local law enforcement organizations. The short term approach to this goal is to assess the performance of existing technology to improve the quality of equipment available to federal, state and local law enforcement organizations engaged in counterdrug operations. In the longer term, emerging and advanced technologies and operational concepts are assessed to determine their potential for improving law enforcement effectiveness in counterdrug missions. These endeavors begin with determinations of the relevance to the technological needs of the user community and the predicted performance of the advanced systems or concepts. For those promising concepts, developmental prototypes are fabricated and tested to determine factors such as operational utility, training requirements, cost effectiveness, supportability in the field, and the ability for an organization to incorporate the new system into their operations.
- The second performance goal focuses on developing a nation-wide deployment strategy of mature technologies from federally sponsored research and development programs to local law enforcement agencies. The outcome is to reduce drug related crime by improving the capabilities of federal, state and local law enforcement organizations. This goal is substantially satisfied by the implementation of the counterdrug Technology Transfer Program (TTP). Periodic reports on the status and effectiveness of the Technology Transfer Program are prepared at approximately 18 month intervals.
- The focus of the third performance goal is to apply brain imaging technology to improving the understanding of the underlying causes of substance abuse and addiction. It includes the deployment of promising/proven technologies for imaging the human brain activity of a subject on drugs, development and evaluation of therapeutic drugs for treating addiction with minimal adverse side effects, and development of drug abuse treatment alternatives to incarceration. The outcome is to improve treatment for drug abuse by attracting highly talented medical research teams to study and understand the causes of drug abuse and answer some basic questions:
 - Why do some drug users become addicted while others do not?
 - What changes occur in the brain that result in addiction and what can be done to reverse or mitigate the process?
- The fourth performance goal focuses on developing and identifying advanced technologies for law enforcement agencies to deploy while engaged in stopping illegal drugs from penetrating the U.S. border. The outcome is to reduce the rate at which illegal drugs enter the United States by increasing the rate at which seizures of illicit drug shipments are made.
 - For example, a Vehicle and Cargo Inspection System (VACIS) prototype was developed under CTAC sponsorship to evaluate the use of a gamma ray imaging approach in contrast to the existing x-ray systems being fielded by the U.S. Customs Service. U.S.

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Customs Service is now fielding both fixed and mobile operational versions of the VACIS and they are investigating variations of the gamma ray imaging technique for inspecting pallet-sized containers and railcars. While statistics are not available for particular systems involved in seizures, in fiscal year 1999, Customs seized 594,150 kilograms of marijuana, cocaine and heroin -- a 17.4 percent increase over seizures in FY 1998. Many of these seizures are attributed to the deployment of advanced technology such as VACIS.

Key Factors. CTAC has a staff consisting of a Chief of Technology supported by two program analysts and one administrative analyst. This four-person cadre performs the function outlined in this plan. Because the research and development initiatives CTAC sponsors are conducted by other organizations, counterdrug-related outcomes depend upon both the efforts of and funding committed by these organizations. End-user agencies procure and deploy the new equipment to make arrests, seize drugs and discover breakthroughs in drug abuse treatment. CTAC provides an enhanced environment for the law enforcement personnel and medical research teams to do their work by improving the tools available, however, the achievement of our performance goals is based on the productivity of the entire team.

As used in this strategic plan the term Research and Development refers to basic research, applied research, advanced technology development, demonstration and validation, and developmental/operational test and evaluation activities in the sciences and technologies.

The majority of Demand Reduction Technology program can be categorized within the basic and applied research areas. The objectives being to gain fuller knowledge and understanding of the fundamental aspects of drug abuse phenomena and processes necessary for determining means by which community needs may be met. Resources for conducting R&D include those for state of the art brain imaging and chemical assay systems and instrumentation. The balance of R&D program primarily involving Supply Reduction and Technology Transfer center on the various stages of the development process. Generally speaking development can be defined as the systematic use of the knowledge gained from research directed toward useful materials, devices, systems, including design, development, and improvement of prototypes and new processes.

The ultimate value of basic and applied research is inherently unpredictable. Often scientific research leads to outcomes that were unexpected and that took many years to emerge. In the advanced technology development realm, the rate of innovation is accelerating. Frequently, especially in electronics, information technology, and the medical arena, unexpected breakthroughs worldwide have pushed the state-of-the-art of technology dramatically. As a result, promising new technologies or seemingly established technologies can suddenly become obsolete.

Accepted meaningful measures of quality and relevance are applied to ongoing research projects. Often such oversight cannot ensure that the desired levels of success for counterdrug applications will result in a specific timeframe (Note that CTAC's methods for ensuring the quality and relevance of sponsored R&D programs are consistent with the Committee on Science, Engineering, and Public Policy (COSEPUP) of the National Academy of Sciences, the National Academy of Engineering, and the Institute of Medicine. Their recommendations are articulated

“Agencies must evaluate their research programs by using measurements that match the character of the research. Differences in the character of the research will lead to differences in the appropriate timescale for measurement, in what is measurable and what is not, and in the expertise needed by those who contribute to the measurement process.”

from: Evaluating Federal Research Programs, Research and the Government Performance and Results Act, Committee on Science, Engineering, and Public Policy, National Academy of Science, National Academy Press, 1999, pg 4

in the publication, "*Evaluating Federal Research Programs, Research and the Government Performance and Results Act*," National Academy Press, Washington D.C., 1999).

Evaluations.

A number of tools are used to evaluate research programs and related activities. These are summarized here.

- *Strategic Planning Inputs.* Each year, the goals and objectives from the prior year are reviewed and assessed for how the situation could have been improved. These findings are used in an iterative process to continually improve the planning activities for each upcoming year.
- *Routine Counterdrug R&D Blueprint Updates.* Annual reports, called *Counterdrug R&D Blueprint Updates*, are prepared each year to compile the latest listings of scientific and technological needs and individual R&D projects reported by the federal drug control agencies. This report helps the federal law enforcement community coordinate research priorities and minimize duplication of effort.
- *Technology Transfer Program Performance Evaluation Reports.* Periodic reports on the status and effectiveness of the Technology Transfer Program are prepared at approximately 18-month intervals.
- *Long-Range Outlook.* Periodic international technology symposia are sponsored to gather the world-class experts in technology with the leaders of the user community to assess the state of the art and explore directions of future development activities.
- *Hands-On Law Enforcement Involvement.* State and local law enforcement experts from 12 regions across the United States provide advice and recommendations on the Technology Transfer Program progress, execution, and preparation of a strategic nation-wide deployment plan. The active participation of the law enforcement community ensures that concepts and systems are effective in the field operating conditions where they are needed most.

III. (C) National Youth Anti-Drug Media Campaign

ONDCP's five-year National Youth Anti-Drug Media Campaign harnesses the media to educate America's youth to reject illegal drugs. Advertising, television programming, movies, music, the Internet, and print media have a powerful influence on young people's view of drugs and other dangers. The key design principles and strategy underlying this program are presented in detail in the Media Campaign's strategy statement: "*The National Youth Anti-Drug Media Campaign, Communication Strategy Statement*" (*Communications Strategy*). This can be found at the media campaign website: www.mediacampaign.org. The campaign primarily focuses on prevention -- heading off drug use before it starts -- for three reasons:

- (1) Prevention targets the underlying causes of drug use and therefore has the greatest chance of success.
- (2) Over time, prevention will reduce the need for drug treatment, which is in short supply.
- (3) A media campaign has more potential to affirm the anti-drug attitudes of youth who are not involved with drugs than to persuade regular drug users to give up drugs.

Overall Goal of the National Youth Anti-Drug Media Campaign

Educate and enable America's youth to reject illicit drugs (including the prevention of drug use and encouraging occasional users to discontinue use).

Means and Strategies. The media play a critical role in public health campaigns because of their ability to impart educational information and influence behavior. A carefully planned, integrated media campaign can reduce substance abuse by countering false perceptions that drug use is normal. In the past, media campaigns have proved successful in changing risky behaviors, such as driving under the influence of alcohol or without seat belts. The media campaign is based on medical and behavioral research, which included consultation with scores of experts in behavioral science, medicine, drug prevention, teen marketing, advertising, communications, and representatives from professional, civic, and community-based organizations. Specific message platforms are designed for youth and parents, based on the scientific counsel of behavior change experts. To enhance its effectiveness, the media campaign advertising schedules are coordinated with local and national organizations. This coordination reinforces the impact of the overall prevention effort by allowing these organizations to link their anti-drug programs and initiatives with the ONDCP Campaign.

The primary target audiences (or "segments") are middle-school aged youth aged 11 to 13 years. Secondary youth audiences include late elementary aged children (ages 9 to 11) and high-school adolescents (approximately ages 14 to 18). These segments have been established based on the

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consensus among drug use prevention experts and relevant research. Messages are tailored to each identified audience group by soliciting input from target audience members, working with communications professionals, and testing the messages to ensure they evoke the desired responses. Additionally, the campaign targets individuals who assert influence on the target population.

These age group segmentations are based on historical drug initiation patterns, identified risk factors, and other gender, racial, and ethnic factors. Similar considerations are applied to the parent and other significant adult market segments. These are explained in detail in the *Communications Strategy*.

From the Campaign's inception, the National Youth Anti-Drug Media Campaign has partnered with the non-profit, non-partisan Partnership for a Drug-Free America coalition. An integrated communications approach was formally instituted in 1999, at which time the Office of National Drug Control Policy began focusing on specific anti-drug themes and messages for advertising and other outreach efforts. These focused mainly on the entertainment industry and interactive media. In addition, the Media Campaign has integrated its efforts with those of numerous other associations including the YMCA of the USA and Youth Service of America, the National Parent Teachers Association, the National Congress of Black Churches, America Online, and many others.

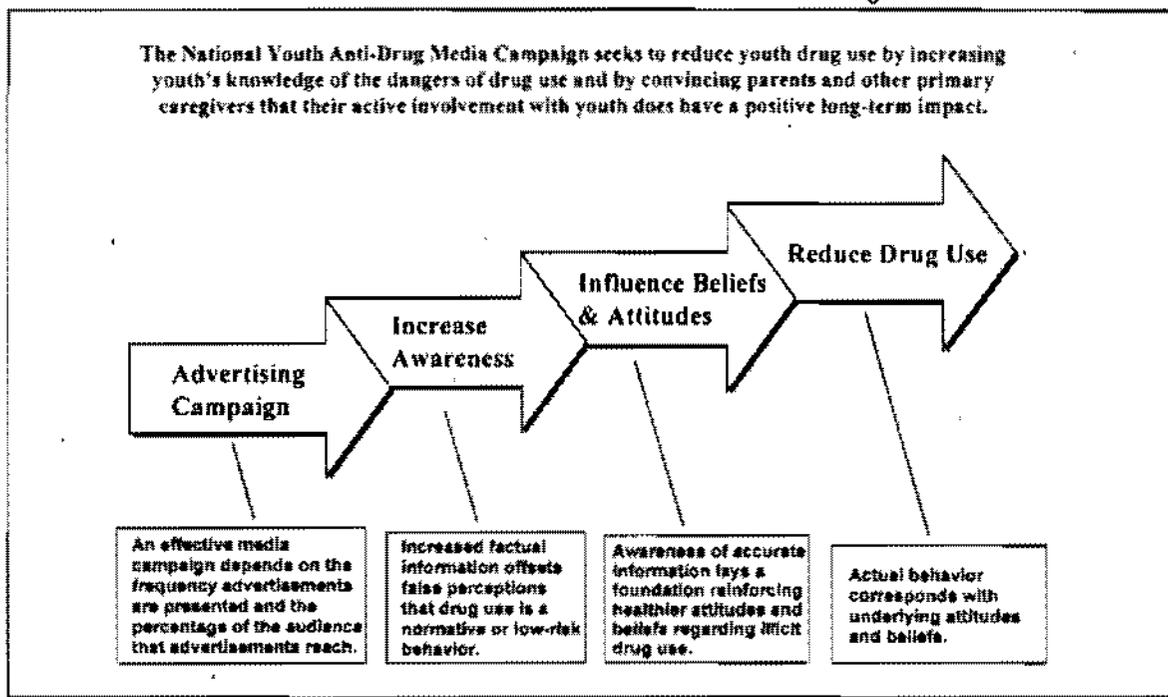
The Campaign's strategy enhances the creative message and improves the development and implementation of the overall marketing plan through message branding and *flighting*. *Branding* is widely recognized as a powerful method of attaining long-term, sustainable success of a campaign, and of multiplying the impact of advertising dollars. ONDCP adopted "*The Anti-Drug*" as the Campaign's overall brand. To reinforce youth-specific messages and get kids actively involved in the Campaign, "*My Anti-Drug*" was launched as the youth brand. Branding unites the Campaign's various messages into an identifiable whole. This constant interaction and reinforcement creates synergy between advertising and non-advertising messages and maximized the impact of a communication dollar.

Message flighting assures that one central message gets sent out through all media and activities in a given timeframe. Such a *flighting* plan enables ONDCP to focus all elements of the integrated communications plan on strategic message platforms, which have been identified by ONDCP's Behavior Change Expert Panel. Each set of messages, or platform, receives sufficient media exposure to change attitudes and ultimately behavior. The strategy also allows local and national organizations to organize their programs to coincide with Campaign *flighting* schedules, which reinforces the impact of their own prevention efforts.

Matching contributions from media outlets also multiply the impact of these messages. When advertising is purchased from a media outlet, the outlet, as mandated by Congress, must match it dollar-for-dollar with a pro bono public service donation. Most matches involve media time and space for public service announcements (PSAs); media outlets match a paid PSA with one of equal value in a similar time slot. Magazine inserts, program content, web site development, and community events also qualify for the pro bono match.

Relationship Between Strategic and Performance Goals. As described in the *External Factors* section below, the media approach can be successful if its efforts are coordinated with other initiatives in homes, schools, and communities. Research has shown that media campaigns must meet two fundamental criteria, independent of advertising content, to be effective: 1) sustained presence, and 2) exposure.

Sustained Presence. Messages typically work by gradually influencing perceptions and fostering interpersonal communications with friends, family, and others. Analysis of drug use data over the past two decades highlights the need for a sustained commitment. Trend data shows that changes in key drug-related beliefs precede corresponding behavior changes in drug use prevalence by about a year.



Exposure. The other key issue relevant to the Campaign's impact is its exposure. Exposure has two elements: 1) repetition (or frequency), and 2) coverage (or reach). Even if campaign messages are extremely effective, they cannot drive a broad change in drug-use unless they are seen repeatedly by a sizable proportion of the target audiences.

For the Media Campaign to be effective, each identified audience segment must have a minimal level of exposure to tailored messages. In addition, those messages must consistently reach a major proportion of the target audience. The first two performance goals (in the box below) address the key components within exposure (note that these goals are further expanded by the independent program evaluations conducted by the National Institute on Drug Abuse (NIDA) as highlighted in the *Program Evaluation* section). The performance goals are aggregate measures of the frequency to which target markets are exposed to anti-drug advertisements or other media messages *and* the extent to which the target audiences actually view these messages.

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Media Campaign Performance Goals

Maintain an average youth exposure of at least four advertisements per week.

Provide a consistent exposure covering at least 90 percent of the youth audience.

Obtain pro bono media match equal in value to at least 100 percent of the Media Campaign's direct advertising investment.

Increase contacts to the National Drug Clearinghouse by 10 percent per year.

NIDA's independent, detailed evaluations disaggregate these overarching performance goals by audience segment and advertisements. Completed evaluations are referenced in the Performance Reports along with the aggregate performance measures listed. While the specific performance goals listed in the Performance Plan might not be considered truly outcome measures by themselves, in conjunction with the program evaluations a truly accurate assessment of the effects of the campaign on youth attitudes and drug use behavior is achieved.

External Factors. Behavior results from complex interactions among people's beliefs and motivations, and their social, cultural, and physical environment. Overcoming such social, environmental, and psychological barriers to behavior change is a complex and formidable task. There is convincing evidence that carefully planned, integrated media campaigns can reduce substance abuse by countering false perceptions that drug use is normal and therefore socially acceptable. For all of their power to inform and persuade, the media alone are not likely to bring about large, sustained changes in drug use behavior. This Campaign will be successful only if media efforts can be coordinated with other initiatives in homes, schools, and communities. Research has repeatedly shown that media programs work best in conjunction with other community- and school-based anti-drug programs when clear and consistent messages are conveyed through a variety of channels and in several different contexts.

Since the goal of the Media Campaign is to prevent drug use before it starts and encourage occasional users to discontinue use, the drugs to focus on are the drugs of first use. Unfortunately, new drugs are intermittently introduced, and new ways of using existing drugs can rapidly become popular. The Campaign will address such emerging trends in an effort to prevent their spread. Also, youth drug use rates are more influenced by prevailing social norms, attitudes, and beliefs about drugs than the availability of drugs. Thus, the Media Campaign seeks to alter these demand-related factors.

There is considerable variation from community to community in drug use patterns. Anti-drug efforts and resources available also vary by community. Therefore, overall campaign effectiveness depends to some extent on the decisions and actions made by local community groups to tailor campaign messages to local conditions.

There is a growing body of research indicating that parenting practices are central to preventing adolescent substance abuse and other problem behaviors. However, many parents and other

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caregivers do not know what actions they should take. The National Youth Anti-Drug Media Campaign conveys information on parenting practices that are known to be effective in preventing not only substance abuse but also in helping to prevent tobacco and alcohol use, academic failure, and involvement in other high-risk behaviors.

Program Evaluation. ONDCP has asked the National Institute on Drug Abuse (NIDA) to manage the evaluation of the National Youth Anti-Drug Media Campaign. This evaluation is being conducted by Westat and its subcontractors, the Annenberg School of Communications and the National Development and Research Institutes, Inc. (NDRI, Inc). Designed to determine the extent to which changes in drug-related knowledge, attitudes, beliefs, and behaviors can be attributed to exposure to anti-drug messages, this evaluation includes:

The National Survey of Parents and Youth. This is a continuous series of cross-sectional surveys conducted at six month intervals over a four year period. Approximately 64,800 total interviews of parents and children from the same family will be conducted over the evaluation period.

III. (D) Drug-Free Communities Program

Government interventions (at the federal level) are only a small part of the national effort to counter illegal drugs. Communities are significant partners for local, state and federal agencies working to reduce drug use, especially among young people. They deserve continued support. Local coalitions, comprised of a broad sector of community leadership, are working to devise sound strategies based on local data and knowledge of a growing body of scientifically supported program ideas. Local leaders know that they must sustain their efforts into the foreseeable future if we are to significantly reduce demand for illegal drugs at the community level.

The Drug-Free Communities Program, created through *The Drug-Free Communities Act of 1997, PL 105-20*, provides funds, knowledge, and other resources to help local leaders prevent youthful drug problems, including the underage use of alcohol, tobacco, and inhalants. This program is specifically designed to reduce substance abuse among youth and adults, enable community coalitions to strengthen their collaboration among the various levels of governments and their representative communities, enhance intergovernmental cooperation, and to enable communities to conduct research-based substance abuse prevention programs.

Overall Goals of the Drug-Free Communities Program

The DFC program supports communities in the development and implementation of comprehensive, long-term plans and programs to prevent and treat substance abuse among youth. Communities are assisted in establishing or enhancing community coalitions that work to reduce the illegal use or abuse of controlled drugs, inhalants, and alcohol and tobacco products as such use is prohibited by State or local law.

Specific purposes of the Drug Free Communities (DFC) program are to:

- 1) reduce substance abuse among youth in communities throughout the United States, and over time, to reduce substance abuse among adults;
- 2) strengthen collaboration among communities, the federal government, and state, local, and tribal governments;
- 3) enhance intergovernmental cooperation and coordination on the issue of substance abuse among youth;
- 4) serve as a catalyst for increased citizen participation and greater collaboration among all sectors and organizations of a community that first demonstrates a long-term commitment to reducing substance abuse among youth;
- 5) disseminate to communities timely information regarding the state-of-the-art practices and initiatives that have proven to be effective in reducing substance abuse among youth;
- 6) enhance, not supplant, local community initiatives for reducing substance abuse among youth; and
- 7) encourage the creation of and support for community anti-drug coalitions throughout the United States.

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Means and Strategies. The DFC program collaborates with several key federal agencies in promoting the development and enhancement of community coalitions. Agencies DFC collaborates with include the Office of Juvenile Justice and Delinquency Prevention (OJJDP/DOJ), the Center for Substance Abuse Prevention (CSAP/SAMHSA/DHHS), and the National Guard Bureau (NBG/DOD). The DFC program also collaborates with such key private sector programs as the Community Anti-Drug Coalitions of America (CADCA), Join Together (JT), and the National Prevention Network (NPN).

Grant opportunities are announced annually and technical assistance is provided year-round to those communities in the process of developing anti-drug coalitions. Each year, the competition for grants allows for the selection of 80-120 new projects, depending upon the specific appropriations for the program and the dollar amounts requested by the applicants.

Applicant communities must match their grant awards with funding from non-federal sources. Communities may reapply for federal funds over an additional four years, but after year two become only eligible for decreasing levels of federal support. The intent of Congress is to support programs that are able to support themselves in the future entirely through local resources. ONDCP collaborates with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in administering an annual national competition for grants. The criteria for coalition eligibility is detailed in the legislation, *The Drug-Free Communities Act of 1997, P.L 105-20*.

To further enhance grantee effectiveness, the Center for Substance Abuse Prevention (CSAP) offers training and technical assistance to grantee communities through a network of private sector collaborators. The regional Centers for the Application of Prevention Technologies (CAPT) offer high quality, research-based, knowledge and information to state and community prevention programs. Several major information clearinghouses provide free or low-cost material directly to all U.S. communities.

Relationship Between Strategic and Performance Goals. The Drug Free Communities program endeavors to reduce substance use among youth by first screening and selecting qualified community coalitions for funding to address substance abuse issues. The coalitions, in turn, work to reduce the substance abuse problems arising in their respective communities. The problems and needs, and any given coalition's approach to addressing those problems and needs, are diverse. Thus, the issues and program outcome measures vary by coalition. Because the coalition qualification criteria under the DFC program is more stringent than is used in general,

Drug Free Communities' Performance Goals

Generate a minimum increase of 10 percent in the number of funded coalitions from the prior year (up to 500 total coalitions).

Increase the number of eligible applications from small towns and rural areas.

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those coalitions most effective at reducing substance abuse in their communities are selected and brought into the DFC program.

Data collected from the national evaluations (see the Program Evaluations section below) will guide follow-on grant awards to the most effective coalitions and will also influence grant award criteria to ensure the most effective coalitions are selected.

External Factors. A community's effectiveness at countering its drug problem depends upon a number of interrelated factors. These include the decisions and actions made by local community groups to tailor efforts to local conditions. Successful tailoring depends on accurately assessing specific local problems. Unfortunately, meaningful measurements of youth (ages 12 to 17) drug use patterns in many areas is no longer feasible because many school systems are requiring "active parental consent" before surveys can be undertaken on sensitive topics such as drug use and sexual behavior. This practice effectively invalidates many survey results.

Program Evaluations. An independent, national evaluation of the DFC program is underway which tracks the relevant data corresponding to the seven larger purposes listed at the beginning of this section. The most important outcome, *to reduce substance abuse among youth*, is arguably the most difficult outcome to measure, particularly at the local level. Some of the more sophisticated coalitions, those with larger budgets and mature programs, do a rather good job in this regard. However, the measurement process is quite expensive -- often more expensive than the prevention programs themselves -- and is fraught with methodological and political problems.

The DFC Program can be described as an example of a "Comprehensive Community Initiative (CCI)." As such, three methodological problems inherent in such initiatives are: 1) **multiple levels of change** -- the program aims for change at many levels (i.e. the individual, the family, the neighborhood, the workplace, and the community as a whole); 2) **multiple domains** -- the program aims to work in the social, economic, physical, and spiritual domains of community life; and, 3) **multiple time periods** -- the program has near-term goals, interim goals, and long-term goals to reduce use and abuse of drugs (Connell et al, 1995). In the case of the Drug-Free Communities program, the target of concern includes multiple drugs as well. As specified by the Drug-Free Communities Act of 1997, the program is aimed at reducing use of controlled drugs (including both licit and illicit controlled drugs), inhalants, and underage use of both tobacco and alcohol products consistent with state law governing each project grantee.

The National Evaluation is designed to measure the short, intermediate, and long-term outcomes and impact of the Drug-Free Communities Program. The evaluation will determine whether the two main goals (strengthening community coalitions and reducing abuse among youth) of the program have been reached. Together, ONDCP and OJJDP established evaluation protocols for measuring short, intermediate, and long-term outcomes. Also, OJJDP developed site visit protocols that have been approved by the Office of Management and Budget. OJJDP is responsible for overseeing the evaluation studies and in developing a yearly report. The data

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used will be collected from grant applications and OJJDP's semi-annual Categorical Assistance Progress Report (CAPR).

The national evaluation is being carried out by Caliber Associates, of Fairfax, Virginia under contract with OJJDP. However, funds are insufficient for many primary data generating tasks (e.g. direct surveys of grantee populations). Consequently, the evaluators are limited to secondary analyses of other data sets. One technical assistance goal is to encourage and provide tools to the grantee communities so that they are better equipped to monitor outcomes in their own communities. One such tool that will be widely disseminated in FY 2001 is a set of training manuals entitled *Getting to Outcomes*, prepared under contract to CSAP's National Center for the Advancement of Prevention (NCAP). NCAP products will play an increasingly important role in future efforts to achieve two important program goals. Those are: 1) to encourage local communities to learn about and use evidence-based prevention strategies, and, 2) to strengthen their own data gathering and analysis capabilities so that more rational decision-making can take place.

Beginning in FY 2001, the DFC program will work to create more low-cost, web-based mechanisms to encourage grantee communities to post their own primary data sets rather than relying on the national evaluation team to painstakingly extract such data on a site by site basis. The use of better local data gathering, using mechanisms similar to those employed by the CDC's Community Epidemiology Working Groups, will both empower communities and reduce intrusive and costly national data-gathering efforts. Of course, only a portion of all grantee communities are currently equipped to gather and post data but we are setting an arbitrary goal of posting data from 25 percent of the year one (FY 99) and year two (FY 00) grantees by August of 2001. After analyzing our first efforts to achieve this, ONDCP will set new goals for the following year. Small towns and rural areas are generally more problematic, in a measurement sense, since they have fewer professional demographers, researchers, and other data-oriented experts. Nevertheless, will work carefully to devise simpler, low-cost, non-obtrusive data gathering techniques with this portion of the DFC grantees.

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Section IV. -- KEY EXTERNAL FACTORS

A number of factors that are beyond the control of ONDCP or its four programs can significantly affect the *National Drug Control Strategy* or the success of any or all of ONDCP's four programs. Many of the more noteworthy of these factors are described with each of the ONDCP programs. Others of a broader nature are highlighted here.

Note that many of the factors cited here can have significant impacts when manifested individually, or in conjunction with other factors.

- Factors whose long-term effects cannot be predicted:
 - Demographic changes. These alter the nature of the drug problem. For instance, changes in birth rate could affect critical targets related to drug demand. Where possible, ONDCP attempts to anticipate such changes through modeling.
 - Changes in economic prosperity. These are known to affect the use and availability of drugs. However, such changes are difficult to anticipate. Also the precise nature of the impact economic changes have on drug use patterns are not clearly understood.
 - The emergence of new types or patterns of drug-related infectious disease(s). These cannot be forecast. Health-related goals/targets assume no such diseases will emerge in the next five years.
- Intergovernmental issues relating to state and local operation of federally funded drug control programs:
 - Inconsistent legislative mandates. Achievement of certain prevention-related targets is difficult to accomplish or measure due to inconsistent legislative mandates requiring and/or specifying performance-related standards and accountability from state and local partners. For example, state and local schools implement drug-control programs generally apply varying types of prevention programs or policies designed to reduce youth drug use.
 - Inconsistent treatment facility protocols and data collection technique. States do not employ consistent definitions necessary for national-level data aggregation. For example, throughout the U.S. many school systems are requiring "active parental" consent before surveys can be undertaken on sensitive topics such as drug abuse. This practice invalidates survey results whose purpose is assessing the prevalence of drug use in a specific population.
 - Incompatible law enforcement-related legislation. Many grants provided to local law enforcement task forces do not include clear performance targets. These grants may also include changed priorities that affect counterdrug-related

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operations. For example, some grants may change the level of cooperation between intergovernmental and interjurisdictional law enforcement task forces that in turn effects *Strategy* target achievement.

- Changes in the drinking age minimums set forth by states. States that lower drinking age minimums for alcohol send messages undermining *Strategy* efforts to communicate the dangers of youth alcohol use; research indicates that youth alcohol use is a "gateway" to more serious illicit drug experimentation and use.
- Private sector actions affecting *Strategy* targets:
 - Growth of managed care systems. Growth of managed care systems may adversely affect *Strategy* targets by decreasing availability of substance abuse treatment services.
 - Initiatives endorsing marijuana legalization. Private-sector encouragement of propositions legalizing the use of marijuana or other illicit drugs can undermine achievement of *Strategy* targets.
 - Willingness of media and industry organizations to form partnerships. The media, entertainment industry, and professional sports organizations must be willing and active partners. If such groups are unwilling to form and act on partnerships with the ONDCP, then achieving media-related targets could prove difficult.
- Key factors affecting international issues:
 - Changes in the political, economic, and social stability within source and transit countries. Such changes in these factors often prompt changes in drug production and trafficking patterns that in turn prompt significant changes in counterdrug operations and associated international agreements.
 - Priority of counterdrug efforts within overall U.S. foreign policy activity. U.S. foreign policy encompasses a multitude of considerations, of which counterdrug activity is one component. The dynamic nature of world events frequently alters the relative emphasis applied to any given foreign policy issue. As a result, the diplomatic, law enforcement, and intelligence gathering activities devoted to counterdrug efforts can be affected with little notice.
 - Political will and capability of source and transit countries to combat drug trafficking. These two factors are interrelated and both must be present on a long-term basis to effectively reduce the supply and trafficking of illicit drugs from source and transit countries.

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APPENDICES

A. RELATED DOCUMENTS & PUBLICATIONS

The following documents elaborate on the strategic-level activities ONDCP is conducting both independently and in concert with federal drug control communities. A more complete and regularly updated listing of such documentation can be found at ONDCP's website: www.whitehousedrugpolicy.gov.

National Drug Control Strategy, Annual Reports

Performance Measures of Effectiveness, Annual Reports

Budget Summaries (by fiscal year)

Counterdrug Research and Development Blueprint Update, Annual Reports

Ten Year Counterdrug Technology Plan and Development Roadmap

Technology Transfer Program Evaluation Reports

ONDCP International Technology Symposium Proceedings

The National Youth Anti-Drug Media Campaign, Communication Strategy Statement

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APPENDICES

(continued)

B. KEY LEGISLATION

The following summarizes the primary laws and executive orders applying to the Office of National Drug Control Policy. A more comprehensive summary is included in the *National Drug Control Strategy, 2000 Annual Report*.

The Anti-Drug Abuse Act of 1988 established as a policy goal the creation of a drug-free America. A key provision of the Act is the establishment of the Office of National Drug Control Policy (ONDCP) to set priorities, implement a national strategy, and certify federal drug control budgets. The law specifies that the *Strategy* must be comprehensive and research-based; contain long-range goals and measurable objectives; and seek to reduce drug abuse, trafficking, and their consequences. Specifically, drug abuse is to be curbed by preventing youth from using illegal drugs, reducing the number of users, and decreasing drug availability.

The Violent Crime Control and Law Enforcement Act of 1994 extends ONDCP's mission to assessing budgets and resources related to the *National Drug Control Strategy*. It also establishes specific reporting requirements in the areas of drug use, availability, consequences, and treatment.

Executive Order No. 12880 (1993), as amended by Executive Order 13008 (1996), and Executive Orders Nos. 12992 and 13023 (1996) assign ONDCP responsibility within the executive branch of government for leading the drug control policy and developing an outcome-measurement system. The executive orders also charter the President's Drug Policy Council and establish the ONDCP Director as the President's chief spokesman for drug control.

P.L. 105-277, the Office of National Drug Control Policy Reauthorization Act of 1998 (P.L. 105-277, Title VII, dated October 21, 1998; codified as 21 U.S.C. 1701, et seq.), renews and expands ONDCP's mandate and authority. It sets forth additional reporting requirements and expectations. It also provides the authority to review and certify budget requests made by National Drug Control Program agencies and for preparation and submission of an annual consolidated National Drug Control Budget. ONDCP Circular, "Budget Instructions and Certification Procedures," explains in detail ONDCP's budget review and certification procedure activity.

P.L. 105-277, Title I, the Drug-Free Media Campaign Act of 1998, authorizes ONDCP to establish the National Youth Anti-Drug Media Campaign.

P.L. 105-61, 1988, expands ONDCP's Counterdrug Technology Center's responsibilities to include a program for transferring successful counterdrug technologies developed with federal funding directly to state and local law enforcement agencies.

P.L. 105-20, The Drug Free Communities Act, 1997, establishes the Drug-Free Communities Program.

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APPENDICES

(continued)

C. GOALS AND OBJECTIVES OF THE NATIONAL DRUG CONTROL STRATEGY

Goal 1: Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.

- Objective 1: Educate parents and other care givers, teachers, coaches, clergy, health professionals, and business and community leaders to help youth reject illegal drugs and underage alcohol and tobacco use.
- Objective 2: Pursue a vigorous advertising and public communications program dealing with the dangers of illegal drugs, alcohol, and tobacco use by youth.
- Objective 3: Promote zero tolerance policies for youth regarding the use of illegal drugs, alcohol, and tobacco within the family, school, workplace, and community.
- Objective 4: Provide students in grades K-12 with alcohol, tobacco, and drug prevention programs and policies that are research based.
- Objective 5: Support parents and adult mentors in encouraging youth to engage in positive, healthy lifestyles and modeling behavior to be emulated by young people.
- Objective 6: Encourage and assist the development of community coalitions and programs in preventing drug abuse and underage alcohol and tobacco use.
- Objective 7: Create partnerships with the media, entertainment industry, and professional sports organizations to avoid the glamorization, condoning, or normalization of illegal drugs and the use of alcohol and tobacco by youth.
- Objective 8: Develop and implement a set of research-based principles upon which prevention programming can be based.
- Objective 9: Support and highlight research, including the development of scientific information, to inform drug, alcohol, and tobacco prevention programs targeting young Americans.

Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.

- Objective 1: Strengthen law enforcement – including federal, state, and local drug task forces – to combat drug-related violence, disrupt criminal organizations, and arrest and prosecute the leaders of illegal drug syndicates.
- Objective 2: Improve the ability of High Intensity Drug Trafficking Areas (HIDTAs) to counter drug trafficking.
- Objective 3: Help law enforcement to disrupt money laundering and seize and forfeit criminal assets.
- Objective 4: Break the cycle of drug abuse and crime.
- Objective 5: Support and highlight research, including the development of scientific information and data, to inform law enforcement, prosecution, incarceration, and treatment of offenders involved with illegal drugs.

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Goal 3: Reduce health and social costs to the public of illegal drug use.

- Objective 1: Support and promote effective, efficient, and accessible drug treatment, ensuring the development of a system that is responsive to emerging trends in drug abuse.
- Objective 2: Reduce drug-related health problems, with an emphasis on infectious diseases.
- Objective 3: Promote national adoption of drug-free workplace programs that emphasize a comprehensive program that includes: drug testing, education, prevention, and intervention.
- Objective 4: Support and promote the education, training, and credentialing of professionals who work with substance abusers.
- Objective 5: Support research into the development of medications and related protocols to prevent or reduce drug dependence and abuse.
- Objective 6: Support and highlight research and technology, including the acquisition and analysis of scientific data, to reduce the health and social costs of illegal drug use.
- Objective 7: Support and disseminate scientific research and data on the consequences of legalizing drugs.

Goal 4: Shield America's air, land, and sea frontiers from the drug threat.

- Objective 1: Conduct flexible operations to detect, disrupt, deter, and seize illegal drugs in transit to the United States and at U.S. borders.
- Objective 2: Improve the coordination and effectiveness of U.S. drug law enforcement programs with particular emphasis on the Southwest Border, Puerto Rico, and the U.S. Virgin Islands.
- Objective 3: Improve bilateral and regional cooperation with Mexico as well as other cocaine and heroin transit zone countries in order to reduce the flow of illegal drugs into the United States.
- Objective 4: Support and highlight research and technology – including the development of scientific information and data – to detect, disrupt, deter, and seize illegal drugs in transit to the United States and at U.S. borders.

Goal 5: Break foreign and domestic drug sources of supply.

- Objective 1: Produce a net reduction in the worldwide cultivation of coca, opium, and marijuana and in the production of other illegal drugs, especially methamphetamine.
- Objective 2: Disrupt and dismantle major international drug trafficking organizations and arrest, prosecute, and incarcerate their leaders.
- Objective 3: Support and complement source country drug control efforts and strengthen source country political will and drug control capabilities.
- Objective 4: Develop and support bilateral, regional, and multilateral initiatives and mobilize international organizational efforts against all aspects of illegal drug production, trafficking, and abuse.
- Objective 5: Promote international policies and laws that deter money laundering and facilitate anti-money laundering investigations as well as seizure and forfeiture of associated assets.
- Objective 6: Support and highlight research and technology – including the development of scientific information and data – to detect, disrupt, deter, and seize illegal drugs in transit to the United States and at U.S. borders.



OFFICE OF NATIONAL DRUG CONTROL POLICY

FY 2001 Annual Performance Plan

and

FY1999 Performance Report

Submitted under the Auspices of the Government Performance and Results Act

Executive Office of the President
March 2000

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