



# National Drug Control Strategy

FY 2005 Budget Summary

The White House  
March 2004



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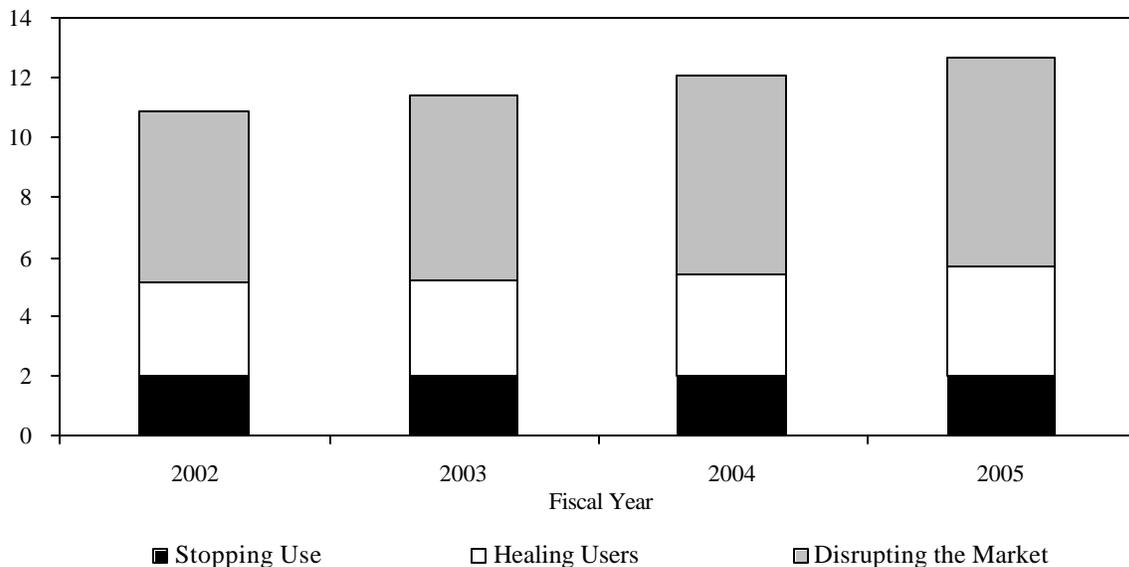


## I. EXECUTIVE SUMMARY

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

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

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



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

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

## **Funding by Major Initiative**

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

### **Stopping Use Before It Starts: Education and Community Action**

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

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

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

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

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

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

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

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

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

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

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

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

## **Performance**

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

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

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

