

AUDIT REPORT



DEPARTMENT OF JUSTICE DRUG DEMAND REDUCTION ACTIVITIES

FEBRUARY 2003

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**DEPARTMENT OF JUSTICE
DRUG DEMAND REDUCTION ACTIVITIES**

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DEPARTMENT OF JUSTICE DRUG DEMAND REDUCTION ACTIVITIES

EXECUTIVE SUMMARY

A strategic objective of the Department of Justice (DOJ) is to “break the cycle of drugs and violence by reducing the demand for and use and trafficking of illegal drugs.”¹ Early federal drug control efforts concentrated primarily on enforcement. However, it has been widely recognized that enforcement alone was not sufficient and that federal efforts to reduce the demand for drugs were necessary. These drug demand reduction efforts include those policies and programs dealing with drug abuse education, prevention, treatment, research, rehabilitation, drug-free workplace programs, and drug testing.²

The Office of the Inspector General (OIG) conducted this audit to identify and review the DOJ’s drug demand reduction activities. The objectives of the audit were to (1) identify all DOJ programs that related to drug demand reduction, to quantify the total amount of DOJ obligations for each program, and to verify that financial information provided to the Office of the National Drug Control Policy (ONDCP)³ was prepared in accordance with its circulars; (2) determine whether the DOJ performance measures are adequate to determine the success of programs; (3) identify whether DOJ drug demand reduction activities were duplicative and whether DOJ components were coordinating drug demand reduction efforts; and (4) review the DEA activities and funding dedicated to drug demand reduction.

In this audit, we conducted approximately 50 interviews with over 60 officials from the Federal Bureau of Prisons (BOP), Office of Community Oriented Policing Services (COPS), Drug Enforcement Administration (DEA), Office of Justice Programs (OJP), Office of Legal Policy (OLP), Justice Management Division (JMD), and the ONDCP. Additionally, we conducted fieldwork at the DEA Rocky Mountain Field Division and the BOP Florence

¹ The *U.S. Department of Justice, Fiscal Years 2001- 2006, Strategic Plan*, dated November 2001 (DOJ Strategic Plan).

² The *Office of National Drug Control Policy, FY 2001 – FY 2007 Strategic Plan*.

³ The ONDCP is a component within the Executive Office of the President of the United States, and is not a part of the DOJ. The ONDCP was created to set national drug control priorities and implement the National Drug Control Strategy.

Federal Correctional Institute. We also reviewed DOJ policies and procedures, program information, strategic and program plans, budget documentation, organizational structures, Congressional testimony, and prior OIG and General Accounting Office reports related to drug demand reduction.

Summary of Audit Findings

As reported in the ONDCP FYs 2002 and 2003 budget summaries, the total federal drug demand reduction budget for FY 2001 was \$5.9 billion, of which the DOJ reported drug demand reduction funding of \$325 million. We concluded that the DOJ programs reported to the ONDCP do not accurately reflect the DOJ drug demand reduction activities.

Our audit also disclosed that none of the current performance indicators are adequate to measure the effectiveness of the DOJ drug demand reduction programs, and the DOJ has not established a formalized mechanism for sharing drug demand reduction program information among the components.

Finally, we found that the DEA's FY 2001 obligations dedicated to drug demand reduction consisted of only \$3 million (0.2 percent) of its total obligations. In our judgment, the DEA should evaluate what impact it can achieve on reducing the demand for drugs with such a small percentage of its funding devoted to this effort.

I. Drug Demand Reduction Resources

Based on the DOJ Management Assertion Statements submitted to the ONDCP, we determined that during FY 2001 the DOJ reported \$336 million⁴ in total drug demand reduction obligations. The \$336 million included 19 programs administered by the BOP, COPS Office, DEA, and OJP. We identified an additional program administered by OJP with total reported FY 2001 obligations of \$50 million reported as state and local assistance that, in our judgment, should have been reported as drug demand reduction. As a result, our audit included a total of 20 DOJ programs with total reported FY 2001 obligations of about \$386 million.

⁴ The amounts included in this report have been rounded, as appropriate.

For each of the programs reported as drug demand reduction to the ONDCP, we analyzed the program's mission, strategic goals, and objectives to identify specific drug demand reduction activities within the DOJ. Based on our analysis we determined that the programs reported to the ONDCP do not, in our judgment, accurately reflect the DOJ's drug demand reduction efforts. We identified 10 programs with total reported obligations of \$223 million that were not directly related to drug demand reduction. As a result, the DOJ obligations directly related to drug demand reduction for the remaining 10 DOJ programs were actually \$163 million, not the \$336 million that was reported in FY 2001.

Additionally, our analysis of the methodologies used to prepare drug-related financial information reported to the ONDCP revealed that the estimates used by the COPS Office, DEA, and OJP were not adequately supported. The drug demand reduction obligations reported for 12 programs within the COPS Office, DEA, and OJP were based on estimated percentages applied to the total program obligations. The COPS Office and OJP could not provide us with any information to support the rationale used in developing estimated percentages or the relationship between the estimates and any drug demand reduction activities. Further, the DEA's estimated percentage, based in part on salaries and benefits, did not include all Demand Reduction Section staff. Based on our review of the reported programs, the evidence indicates that the DOJ's reported drug demand reduction activities should be reduced by at least half.

II. Effectiveness of Drug Demand Reduction Efforts

Despite the fact that significant resources have been allocated to drug demand reduction activities, the demand for drugs as a percentage of the population has not significantly decreased since 1989.⁵ However, these statistics do not necessarily reflect the impact that individual programs may have in reducing the demand for drugs. In order to assess the effectiveness of the DOJ drug demand reduction efforts, we analyzed the performance indicators established by the components for each program to determine if they adequately measure program effectiveness and whether the data reported for the performance indicators was adequately supported.

Our audit revealed that none of the current performance indicators used by the BOP, COPS Office, or OJP are adequate to measure program

⁵ The Department of Health and Human Services (HHS), Substance Abuse and Mental Health Service Administration (SAMHSA), 1998 National Household Survey on Drug Abuse.

effectiveness. Generally, the performance indicators used by the three DOJ components are output based, measuring the number of tasks and activities, rather than outcome based, measuring the results and effectiveness of program activities. Further, the DEA has not established any performance indicators for its drug demand reduction programs, even though drug demand reduction is one of the DEA's strategic objectives.

Additionally, we identified the following problems related to the data used to report results for the performance indicators:

- The BOP Sentry system,⁶ reported as the source of data for all of the BOP performance indicators, does not record information related to the number of drug counseling hours for inmates. Instead, BOP officials estimated the number of drug counseling hours based on the number of program participants.
- The accuracy of the data used to report performance indicators for the COPS Office could not be verified because the original data was not retained. Further, the original data could not be recreated because the COPS Management System (CMS) does not have the capability of generating reports for a specific point-in-time.
- The OJP did not verify the data reported for 38 of the 42 performance indicators used for its 12 programs included in this audit.

III. Coordination of Drug Demand Reduction Activities

We found that that multiple DOJ programs address similar drug demand reduction purpose areas; however, most of these programs provided services to different categories of recipients or different geographical locations. For example, we found that the DEA and OJP both administer programs that provide drug abuse education; the BOP and OJP both administer programs that provide drug treatment for offenders; and the DEA and OJP both administer programs that provide assistance to communities in implementing a community-wide approach to prevention efforts. Although our audit did not disclose any significant duplication of drug demand reduction activities among the DOJ components, since multiple programs address similar purpose areas, the components should have a mechanism for sharing information, resources, and technical assistance.

⁶ The Sentry system is the BOP's national on-line automated information system used to provide operational and management information requirements.

Currently, coordination efforts appear to be ad hoc, occurring only when one of the participants requires additional financial or technical resources; however, there is no formalized mechanism within the DOJ for sharing information among the components, coordinating program activities, sharing resources, and exchanging technical assistance.

IV. DEA Drug Demand Reduction Activities and Funding

The DEA's drug demand reduction efforts are largely conducted by its Demand Reduction Section, which was established in 1986 to support and coordinate the DEA's prevention activities. The Demand Reduction Section is located within the Office of Congressional and Public Affairs, which also includes the (1) Museum Staff, (2) Information Services Staff, (3) Congressional Affairs Section, (4) Public Affairs Section, and (5) Audio Visual Staff.

During the period covered by our audit, the DEA's Demand Reduction Section consisted of 8 headquarters staff and 27 Demand Reduction Coordinators (DRCs) located in the field or other operational division offices. According to the DEA, each DRC reports to the Special Agent in Charge of the field division and is responsible for directing his or her own drug demand reduction activities.

In FY 2001, the DEA reported to the ONDCP total obligations for its Demand Reduction Section of about \$3 million, which equates to only 0.2 percent of the \$1.4 billion total DEA obligations. We believe the DEA should consider what potential impact it can have on the demand for drugs when only 0.2 percent of its funding was dedicated to drug demand reduction in FY 2001. Based on the DEA's recent statements, it appears that the DEA plans to devote additional resources to its drug demand reduction efforts in the future.

V. OIG Recommendations

In this report we recommend that the components ensure that reported demand reduction activities and funding are accurate and supported by adequate documentation. We further recommend that the components develop verifiable and measurable outcome based performance indicators for drug demand reduction programs, and that DOJ and the components establish a formalized mechanism for coordinating and sharing information related to drug demand reduction activities. Finally, we

recommend that the DEA evaluate what impact it can achieve on its stated objective “to educate local audiences with aggressive drug demand reduction programs” with such a small percentage of its funding (0.2 percent) devoted to drug demand reduction activities.

The details of the results of our audit are contained in the Findings and Recommendations section of this report. Additional information related to our audit objectives, scope, and methodology appears in Appendix III.

INTRODUCTION

A strategic objective of the DOJ is to “break the cycle of drugs and violence by reducing the demand for and use and trafficking of illegal drugs.”⁷ This objective is incorporated in the DOJ Strategic Plan, which includes the goals, objectives, and strategies of the DOJ for achieving its mission. The DOJ’s strategies for achieving this objective include:

- Supporting programs providing drug testing, treatment, and graduated sanctions for persons under the supervision of the criminal system.
- Preventing juvenile use and abuse of drugs.
- Reducing demand for and use and trafficking of illegal drugs.

The OIG’s Audit Division conducted this audit to identify and review the DOJ’s drug demand reduction activities. The objectives of the audit were to (1) identify all DOJ programs that related to drug demand reduction, to quantify the total amount of DOJ obligations for each program, and to verify that financial information provided to the ONDCP was prepared in accordance with its circulars; (2) determine whether the DOJ performance measures are adequate to determine the success of programs; (3) identify whether DOJ drug demand reduction activities were duplicative and whether DOJ components were coordinating drug demand reduction efforts; and (4) review the DEA activities and funding dedicated to drug demand reduction.

History of Federal Drug Control Efforts

Federal drug control efforts have been a long-standing national priority.⁸ In response to the nation’s growing drug problem, Congress passed the Controlled Substances Act, Title II of the Comprehensive Drug Abuse Prevention and Control Act of 1970. This law established a single system of control for both narcotic and psychotropic drugs for the first time. In 1973, President Nixon declared “an all-out global war on the drug menace.”

⁷ The *U.S. Department of Justice, Fiscal Years 2001- 2006, Strategic Plan*, dated November 2001 (DOJ Strategic Plan).

⁸ *A Tradition of Excellence; The History of the DEA*.

In early 1975, President Ford established the Domestic Council Drug Abuse Task Force to assess the extent of drug abuse in America. The resulting report recognized the necessity of drug demand reduction efforts in addition to enforcement efforts. Drug demand reduction efforts include those policies and programs dealing with drug abuse education, prevention, treatment, research, rehabilitation, drug-free workplace programs, and drug testing.⁹

In 1986, Congress approved the Anti-Drug Abuse Act, authorizing \$6 billion over 3 years for interdiction and enforcement measures, as well as drug demand reduction education and treatment programs. The 1986 Act allocated a larger share of federal drug control funds for prevention and treatment programs than did any other previous law. Prevention efforts were also expanded by the 1986 Act with the creation of the White House Conference for a Drug-Free America and the establishment of the Office for Substance Abuse Prevention, both of which were aimed at community prevention strategies.

The Anti-Drug Abuse and Control Act of 1988 established the ONDCP as part of the Executive Office of the President of the United States. The ONDCP was charged with setting national priorities and implementing the National Drug Control Strategy. The Violent Crime Control and Law Enforcement Act of 1994 extended the ONDCP's mission to assessing budgets and resources relating to the National Drug Control Strategy, and established specific reporting requirements in the areas of drug use, availability, consequences, and treatment.

Currently, the National Drug Control Strategy established by the ONDCP includes 5 goals and 31 strategic objectives. The 5 goals of the National Drug Control Strategy are listed on the following page.

⁹ The *Office of National Drug Control Policy, FY 2001 – FY 2007 Strategic Plan*.

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.

Generally, the DOJ drug demand reduction programs fall under the first and third goals of the National Drug Control Strategy. The DOJ's inmate treatment programs are included in the second goal.

Federal Drug Control Budget

Pursuant to 21 U.S.C. § 1703(c)(1), federal agencies are required to submit drug control budget information to the ONDCP for review, certification, and inclusion in the consolidated National Drug Control Budget. The total federal drug control budget reported in the ONDCP Budget Summary includes those resources dedicated to both supply reduction (enforcement) and drug demand reduction efforts. Historically, about one-third of the total drug control budget has been dedicated to drug demand reduction efforts. As reported in the ONDCP FYs 2002 and 2003 budget summaries, the federal drug control budget totaled \$17.9 billion in FY 2000, \$18.1 billion in FY 2001, and \$18.8 billion in FY 2002. Drug control funding by agency is shown in the table on the following page.

FEDERAL DRUG CONTROL BUDGET¹⁰
(\$ millions)

Agency	FY 2000 Final	FY 2001 Final	FY 2002 Enacted
Department of Agriculture	\$ 27.6	\$ 26.7	\$ 29.1
Corporation for National & Community Services	9.0	9.4	9.4
Court Services & Offender Supervision Agency	48.6	58.6	86.4
Department of Defense	1,273.3	1,150.3	1,008.5
Intelligence Community Management Account	27.0	34.0	42.8
Department of Education	598.0	634.1	659.5
Department of Health & Human Services	3,022.0	3,389.9	3,683.7
Department of Housing & Urban Development	310.0	309.3	9.0
Department of Interior	35.9	39.5	38.8
Federal Judiciary	679.6	756.8	819.7
Department of Justice	7,357.5	8,074.1	8,140.1
Department of Labor	64.3	78.8	79.2
Office of National Drug Control Policy	464.4	502.1	533.3
Small Business Administration	3.5	3.5	3.0
Department of State	1,301.3	289.8	832.6
Department of Transportation	814.9	795.8	591.4
Department of Treasury	1,348.8	1,262.0	1,546.8
Department of Veteran Affairs	554.6	680.9	709.4
Total Federal Drug Control Budget	\$ 17,940.3	\$ 18,095.6	\$ 18,822.7

Source: The ONDCP, FYs 2002 and 2003 budget summaries.

As shown above, the federal drug control budget increased by about \$900 million between FY 2000 and FY 2002. During the same period, the DOJ's drug control budget increased by about \$800 million. The total DOJ drug control budget comprised about 41 percent of the total federal budget in FY 2000, 45 percent in FY 2001, and 43 percent in FY 2002.

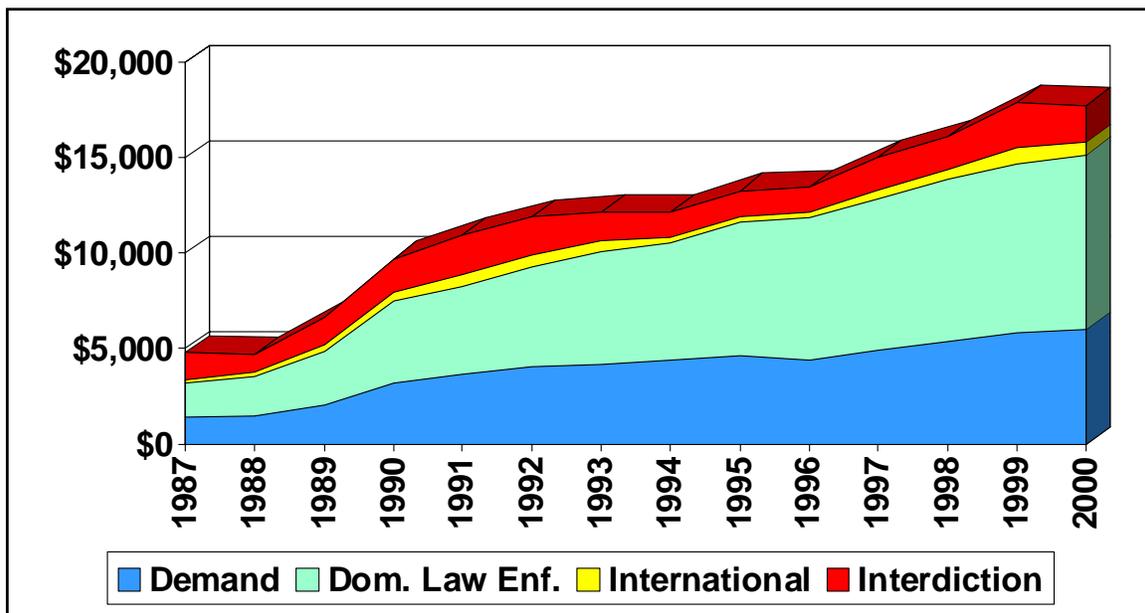
Federal Drug Demand Reduction Budget

Since 1987, the federal drug control budget, which includes those resources dedicated to both supply reduction (enforcement) and drug demand reduction, has more than tripled from \$4.8 billion in 1987 to \$18.1 billion in FY 2001. As shown in the chart on the following page, the

¹⁰ The total federal drug control budget includes those resources dedicated to both supply reduction (enforcement) and drug demand reduction efforts.

federal drug demand reduction budget has increased at about the same rate as the total drug control budget.

**NATIONAL DRUG CONTROL BUDGET
BY FUNCTION¹¹**
(\$ millions)



Source: ONDCP Drug Policy, Strategy and Implementation.

As reported in the ONDCP FY 2003 Budget Summary, approximately \$5.9 billion (33 percent) of the total federal drug control budget was dedicated to drug demand reduction programs in FY 2001. The \$5.9 billion federal drug demand reduction budget consisted of about \$3.3 billion (19 percent) dedicated to treatment programs and \$2.6 billion (14 percent) dedicated to prevention programs.

From the ONDCP FYs 2002 and 2003 budget summaries, we identified the total federal and DOJ drug demand reduction budgets for FY 2000 through FY 2002. The DOJ drug demand reduction budget comprised 6 percent of the total federal drug demand reduction budget in FYs 2000 and 2001, and 5 percent in FY 2002, as shown in the table on the following page.

¹¹ For the functional areas in the table: (1) Demand (shown in blue) relates to funding for drug demand reduction prevention and treatment activities; (2) Dom. Law Enf. (shown in green) relates to funding for the enforcement of domestic drug laws; (3) International (shown in yellow) relates to funding for drug control activities that are focused on or conducted in foreign countries; (4) Interdiction (shown in red) relates to funding for activities designed to interrupt the trafficking of illicit drug into the United States.

FEDERAL DRUG DEMAND REDUCTION BUDGET

(\$ millions)

Agency	FY 2000 Final	FY 2001 Final	FY 2002 Enacted
Department of Agriculture	\$ 16.2	\$ 16.2	\$ 17.7
Corporation for National & Community Services	9.0	9.4	9.4
Court Services & Offender Supervision Agency	37.5	47.0	73.4
Department of Defense	100.9	102.5	109.5
Department of Education	598.0	634.1	659.5
Department of Health & Human Services	3,016.3	3,389.9	3,683.7
Department of Housing & Urban Development	161.2	160.8	0
Department of Interior	1.1	2.6	2.6
Federal Judiciary	98.1	146.7	157.5
Department of Justice	297.6	325.2	300.2
Department of Labor	64.3	78.8	79.2
Office of National Drug Control Policy	228.6	244.0	249.6
Small Business Administration	3.5	3.5	3.0
Department of State	0	0	0
Department of Transportation	40.2	40.5	43.7
Department of Treasury	18.0	17.1	17.9
Department of Veteran Affairs	554.6	669.8	697.1
Total Federal Budget	\$ 5,245.1	\$ 5,888.0	\$ 6,104.2

Source: The ONDCP FYs 2002 and 2003 budget summaries.

Based on our analysis of the information in the above table, the total federal budget for drug demand reduction programs has increased by about \$900 million (17 percent) from FY 2000 to FY 2002. During the same period the DOJ drug demand reduction budget only increased about \$3 million (1 percent). As reported in the ONDCP FYs 2002 and 2003 budget summaries, the DOJ drug demand reduction budget comprised about 4 percent of the total DOJ drug control budget for FYs 2000 through 2003, and includes programs administered by the BOP, COPS Office, DEA, and OJP.

FINDINGS AND RECOMMENDATIONS

I. DRUG DEMAND REDUCTION RESOURCES

The drug demand reduction programs reported to the ONDCP do not accurately reflect the DOJ's drug demand reduction efforts. In our judgment, of the 19 DOJ drug demand reduction programs included in the \$336 million in FY 2001, 10 programs with obligations of \$223 million were not directly related to drug demand reduction. We identified an additional program administered by OJP, with total reported FY 2001 state and local assistance obligations of \$50 million that should have been reported as drug demand reduction. Therefore, the DOJ efforts directly related to drug demand reduction consisted of 10 programs with total reported FY 2001 obligations of \$163 million. Additionally, our analysis of the methodologies used to prepare drug-related financial information reported to the ONDCP revealed that the estimates used by the COPS Office, DEA, and OJP were not adequately supported.

DOJ Drug Demand Reduction Programs

Pursuant to 21 U.S.C. § 1704 (d), federal agencies are required to submit to the ONDCP, not later than February 1 of each year, a detailed accounting of all funds expended by the agencies for National Drug Control Program activities during the previous fiscal year. These detailed accountings are reported to the ONDCP in each component's Management Assertion Statement. Although, the December 1999 ONDCP Accounting Circular was revised effective May 30, 2002, the financial information included in this report was prepared in accordance with the December 1999 ONDCP Accounting Circular.¹²

We reviewed the FY 2001 DOJ Management Assertion Statements submitted to the ONDCP to identify total DOJ drug demand reduction programs and obligations. From the Management Assertion Statements, we identified four DOJ components reporting drug demand reduction obligations: the BOP, COPS Office, DEA, and OJP. The four components identified 19 programs, as discussed in Finding I of this report, with total

¹² ONDCP Circular titled, *Annual Accounting of Drug Control Funds*, dated December 17, 1999, (December 1999 ONDCP Accounting Circular).

reported FY 2001 drug demand reduction obligations of \$336 million, as shown in the table below.

**DEPARTMENT OF JUSTICE
FY 2001 DRUG DEMAND REDUCTION OBLIGATIONS**

(\$ millions)

DOJ Components & Programs	FY 2001 Obligations
Federal Bureau of Prisons	\$ 38.233
<ul style="list-style-type: none"> • Drug Abuse Education Program • Residential Drug Abuse Treatment Program • Non-Residential Drug Abuse Treatment Program • Transitional Drug Abuse Treatment Program 	
Community Oriented Policing Services	64.207
<ul style="list-style-type: none"> • COPS in Schools Program • Safe Schools Initiative 	
Drug Enforcement Administration	3.012
<ul style="list-style-type: none"> • DEA Demand Reduction Section • Integrated Drug Enforcement Assistance (IDEA) Program 	
Office of Justice Programs	230.833
<ul style="list-style-type: none"> • Byrne Discretionary Grant Program • Byrne Formula Grant Program • Indian Alcohol and Substance Abuse Demonstration Program • Criminal Records Upgrade Program • Residential Substance Abuse Treatment Program • Correctional Grant Programs • Weed and Seed Program • Safe Start Program • Juvenile Justice Discretionary Grant Program • Title V - Tribal Youth Programs • Drug Prevention Demonstration Program 	
Total DOJ Obligations	\$ 336.285

Analysis of Program Missions, Strategic Goals and Objectives

For each of the programs listed in the above table, we identified the program’s mission, strategic goals, and objectives. We reviewed the strategic goals and objectives to determine whether they were consistent with the DOJ and ONDCP strategic plans, listed respectively in Appendix V

and Appendix VI of this report. Additionally, we reviewed each program's strategic goals and objectives, in conjunction with the program's mission, to determine whether the program was directly related to drug demand reduction. As stated previously, drug demand reduction efforts, as defined by the ONDCP, include those 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. The results of our review are detailed in the following sections for each of the four components.

Federal Bureau of Prisons

According to the BOP, its mission is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens. The BOP consists of 102 institutions, 6 regional offices, a headquarters office, 2 staff training centers, and 29 community corrections offices. The BOP is currently responsible for the custody and care of approximately 165,000 federal offenders.

Since the passage of the Anti-Drug Abuse Acts of 1986 and 1988, both of which included increased emphasis on and resources for drug treatment, the BOP has enhanced its treatment programs. With the assistance of the National Institute on Drug Abuse, the BOP has instituted a drug treatment strategy that attempts to incorporate "proven effective"¹³ treatment methods designed to provide treatment to federal offenders. In FY 2001, the BOP reported total obligations for its drug demand reduction programs of \$38.2 million to the ONDCP, less than 1 percent of the BOP's \$4.3 billion total agency obligations.

The stated missions of each of the four drug demand reduction programs reported by the BOP are:

- **Drug Abuse Education Program** provides inmates with specific instruction on the risks involved in drug using and abusing behaviors, presents strategies toward living a drug free lifestyle, while introducing the inmate to the concepts of drug treatment and motivating the

¹³ The BOP *Substance Abuse Treatment Programs, in the Federal Bureau of Prisons, Fiscal Year 2001 Annual Report to Congress*, dated January 2002.

inmate to enter and participate in the BOP's Residential Drug Abuse Treatment Program.

- **Residential Drug Abuse Treatment Program** is designed for intensive drug abuse treatment. Inmates are housed separately in residential drug abuse treatment units for up to 12 months. The specialized drug units provide extensive assessment, treatment planning, and individual and group counseling.
- **Non-Residential Drug Abuse Treatment Program** consists of both group and individual therapy delivered through the psychological services department in each institution. This program offers flexibility of service delivery to inmates who are not eligible for or do not choose to enter the BOP's Residential Drug Abuse Treatment Program. Non-residential treatment services are also provided as a follow-up to the BOP's Residential Drug Abuse Treatment Program while inmates are awaiting release.
- **Transitional Drug Abuse Treatment Program** was developed for successful Residential Drug Abuse Treatment Program graduates who are released to the community under the BOP custody. The continuation of treatment, through community-based drug treatment is required of these inmates during this period of the inmate's transition back to society. Additionally, the community transition program now accepts inmates who have not participated in a Residential Drug Abuse Treatment Program, but have later been identified to be in need of drug abuse treatment.

As stated in the BOP strategic plan, the goal of the BOP's four drug demand reduction programs listed above is "to provide services and programs to address inmate needs, providing productive use-of-time activities, and facilitating the successful reintegration of inmates into society, consistent with community expectations and standards." The strategic objective of the four BOP drug demand reduction programs is "to provide residential drug abuse treatment for all inmates with a substance use disorder who volunteer for treatment, encourage treatment participation, and provide program completers with quality drug abuse treatment when transferred to a Community Corrections Center."

Based on our analysis, the strategic goals and objectives for the four BOP drug demand reduction programs are consistent with both the DOJ and ONDCP drug demand reduction strategic goals and objectives. Specifically, the programs fall under the DOJ strategic objective No. 6.4, "to provide

services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards"; and the ONDCP strategic objective No. 2.4, "to break the cycle of drug abuse and crime." Further, we determined that the four BOP programs, with total reported FY 2001 obligations of \$38 million, are directly related to drug demand reduction. The primary focus of the BOP's drug demand reduction programs includes drug abuse education, prevention, treatment, and rehabilitation efforts, which directly address drug demand reduction as defined by the ONDCP.

Office of Community Oriented Policing Services

The COPS Office was created by the Attorney General as a result of the Violent Crime Control and Law Enforcement Act of 1994 (the 1994 Crime Act). The 1994 Crime Act contained provisions for grants to states and local municipalities across the country to focus on violent crime. The purpose of the grants was to increase the hiring and deployment of police officers and to advance community policing nationwide. The COPS Office administered \$8.8 billion in grants over a period of 6 years.

Three primary goals of the COPS Office programs are to: (1) promote the implementation of department-wide community policing in law enforcement agencies across the country; (2) help develop an infrastructure that will institutionalize and sustain community policing after federal funding has ended; and (3) demonstrate and evaluate the ability of agencies practicing community policing to significantly improve the quality of life by reducing the levels of violence, crime and disorder in their communities.¹⁴ The COPS Office has instituted a wide variety of grants, including officer hiring programs and other initiatives. In FY 2001, the COPS Office reported total obligations for its drug demand reduction programs of \$64.2 million to the ONDCP, about 6 percent of the COPS Office's \$1 billion total agency obligations.

The stated missions and purposes of the two drug demand reduction programs reported by the COPS Office are:

- **COPS in Schools Program** provides grant funding to state and local law enforcement agencies to fill school resource officer positions and enhance ongoing school safety programs. A requirement of the grant is that the law enforcement agency partner with a school in an effort

¹⁴ The COPS Office *COPS in Schools 2001, Application Instructions*.

to create a safe school environment. The partnerships between the law enforcement agencies, schools, and communities focus on developing strategies to utilize program solving and community policing techniques to prevent school violence and the implementation of school safety plans. As defined by the COPS Office, school resource officer activities include efforts that: (1) address crime and disorder problems, gangs, and drug activities affecting or occurring in or around the school; (2) develop or expand crime prevention efforts; (3) educate school-aged students in crime prevention and safety; (4) develop or expand community justice initiatives for students; (5) train students in conflict resolution, restorative justice, and crime awareness; (6) assist in the identification of physical changes in the environment that may reduce crime in or around the school; (7) assist in developing school policy that addresses crime and recommend procedural changes.

- **Safe Schools Initiative** provides grant funding to state and local agencies to assist in delinquency prevention, community planning and development, school safety resources and technology development. According to the COPS Office, the funding allows recipients to purchase safety equipment in support of the continuation or enhancement of child welfare efforts within the community. The grant requirements are not specific as to what equipment will be funded under the grant; rather each item is considered on a case-by-case basis during the budget review process.

The COPS Office has not developed its own strategic plan. Instead the COPS Office stated in its FY 2003 OMB budget submission that the COPS in Schools Program falls under the DOJ strategic objective No. 3.5, "to support innovative cooperative and community-based programs aimed at reducing crime and violence and promote resolution of racial tension."

Based on our analysis, the DOJ strategic goal and objective for the COPS in Schools Program does not directly support any of the drug demand reduction goals and objectives established in the ONDCP Strategic Plan. The activities of school resource officers funded under the COPS in Schools Program focus primarily on crime prevention and awareness, enforcement efforts, and school safety, which do not specifically address any of the ONDCP drug demand reduction efforts defined previously. Therefore, we determined that COPS in Schools Program, with total reported FY 2001 obligations of \$57 million, is not directly related to drug demand reduction.

In its FY 2003 OMB budget submission, the COPS Office did not identify any DOJ strategic goals or objectives for its Safe Schools Initiative. The COPS Office officials stated that the Safe Schools Initiative funding is earmarked and appropriated by Congress on a year-to-year basis; therefore, the program was not included in the COPS Office budget request. Based on our analysis of the mission for the Safe Schools Initiative, we determined that the program does not directly support any of the drug demand reduction goals and objectives established in the ONDCP Strategic Plan. The primary focus of the Safe Schools Initiative is to fund equipment that assists in school safety, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously. Therefore, we determined that the Safe School Initiative, with total reported FY 2001 obligations of \$7 million, is not directly related to drug demand reduction.

The COPS Office agreed with our conclusion that the COPS in Schools Program and the Safe Schools Initiative were not directly related to drug demand reduction. The COPS Office officials stated that the programs were initially reported as drug demand reduction based on a verbal agreement between the ONDCP and COPS Office; however, none of the current COPS Office officials responsible for reporting to the ONDCP were involved in the initial agreement. As a result, the COPS Office officials could not provide any explanation as to why the COPS Office initially agreed to report a portion of these programs as drug demand reduction.

Drug Enforcement Administration

The DEA was established by Executive Order in July 1973 to create a single federal agency to consolidate and coordinate federal drug control activities. The creation of the DEA was in response to the growing availability of drugs in most areas in the United States, the perceived lack of coordination between the United States Customs Service and the Bureau of Narcotics and Dangerous Drugs (which was replaced by the DEA), and the need for better intelligence collection on drug trafficking organizations.

According to the DEA, its mission is to enforce the controlled substances laws and regulations of the United States; to bring to the criminal and civil justice system of the United States, or any other competent jurisdiction, those organizations and principal members of organizations involved in the growing, manufacturing, or distribution of controlled substances appearing in or destined for illicit traffic in the United States; and to recommend and support non-enforcement programs aimed at

reducing the availability of illicit controlled substances on the domestic and international markets.

In FY 2001, the DEA reported total obligations for its drug demand reduction programs of \$3 million to the ONDCP, which equates to only 0.2 percent of the DEA's \$1.4 billion total agency obligations. See Finding IV for additional information related to the DEA's drug demand reduction activities and funding.

The stated mission of the drug demand reduction program reported by the DEA is:

- **Demand Reduction Section** is a unit within the DEA's Office of Congressional and Public Affairs established to implement DEA's drug demand reduction efforts, including: (1) establishing an aggressive program of public awareness education for opinion and community leaders; (2) reaching millions of school-aged children with appropriate and specific drug education and prevention programs; (3) providing support to re-energize the national "parents movement"; and (4) providing businesses and other employees with the tools necessary for establishing and maintaining drug-free workplaces.

In the DEA Strategic Plan, the DEA Demand Reduction Section falls under the strategic goal "to reduce drug-related crime in American communities by utilizing expertise as required by local situations." The specific DEA strategic objective related to the DEA Demand Reduction Section is "to educate local audiences with aggressive drug demand reduction programs."

Based on our analysis, the strategic goal and objective for the DEA Demand Reduction Section are consistent with both the DOJ and ONDCP drug demand reduction strategic goals and objectives. Specifically, the DEA Demand Reduction Section falls under the DOJ strategic objective No. 3.3, "to break the cycle of drugs and violence by reducing the demand for and use and trafficking of illegal drugs." Additionally, the DEA Demand Reduction Section falls under the ONDCP strategic objectives No. 1.1, "to 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"; No. 1.4, "to provide students in grades K-12 with alcohol, tobacco, and drug prevention programs and policies that are research based"; and No. 3.3, "to promote national adoption of drug-free workplace programs that emphasize a comprehensive program that includes: drug testing, education, prevention,

and intervention.” Further, we determined that the DEA Demand Reduction Section, with total reported FY 2001 obligations of \$3 million, is directly related to drug demand reduction. The primary focus of the DEA Demand Reduction Section includes drug abuse education, prevention, and drug-free workplace efforts, which directly address drug demand reduction as defined by the ONDCP.

We also identified an additional drug demand reduction program administered by the DEA. The Integrated Drug Enforcement Assistance (IDEA) Program was not initiated until December 2001; as a result, it was not included in the FY 2001 DEA Management Assertion Statement. The stated mission of the program is:

- **IDEA Program** is designed to combine the DEA’s enforcement efforts with existing community coalitions to have a long-lasting impact to reduce demand through drug prevention and treatment programs. To accomplish this integrated approach the DEA states that it plans to identify drug trafficking targets and work with state and local law enforcement to develop and execute enforcement operations against the groups identified. The DEA also plans to work with community groups to identify local drug abuse problems, barriers to dealing with the problems, and solutions for these problems. At the time of our audit, the IDEA Program was in the pilot stage; therefore, we could not determine if the planned program approach was implemented.

The IDEA Program was not included in the DEA’s OMB budget submission or Strategic Plan; therefore, strategic goals and objectives have not been identified for the program. Based on the planned mission for the IDEA Program, we determined that the drug demand reduction portion of the program falls under ONDCP strategic objective No. 1.6, “to encourage and assist the development of community coalitions and programs in preventing drug abuse and underage alcohol and tobacco use.” However, the IDEA Program is still in the development stage; therefore, we could not determine if the planned program approach related to drug demand reduction was implemented or whether the IDEA Program is directly related to drug demand reduction. Based on the planned activities, it appears that IDEA could be a dual-purpose program and could be scored as both enforcement and drug demand reduction.

Office of Justice Programs

The OJP was established in 1984 to provide federal leadership in developing the nation's capacity to prevent and control crime, improve the criminal and juvenile justice systems, increase knowledge about crime and related issues, and assist crime victims. The OJP consists of five bureaus, six program offices, and seven agency-wide support offices.¹⁵ Within OJP, drug demand reduction programs were included in the: (1) Bureau of Justice Assistance, (2) Bureau of Justice Statistics, (3) Corrections Program Office, (4) Executive Office for Weed and Seed, (5) Office of Juvenile Justice Delinquency Programs, and (6) Drug Courts Program Office. In FY 2001, OJP reported total obligations for 11 drug demand reduction programs of \$231 million to the ONDCP, about 6 percent of OJP's \$4.2 billion total agency obligations.

The stated missions of the 11 drug demand reduction programs reported by OJP are:

- **Byrne Discretionary Grant Program** provides grant funding to assist states and local units of government to control and prevent drugs and violent crime, and to improve the functioning of all components in the criminal justice system.
- **Byrne Formula Grant Program** provides grant funding to assist states and units of local government in carrying out programs that offer a high probability of improving the functioning of the criminal justice system, with a special emphasis on drug and violent crime control strategies.
- **Indian Alcohol and Substance Abuse Demonstration Program** provides grant funding designed to reduce violent and non-violent crimes associated with the distribution and use of alcohol and controlled substances in tribal communities.
- **Criminal Records Upgrade Program** provides grant funding to assist states in improving the automation, accuracy, and completeness of criminal records including records of protective orders involving domestic violence and stalking; developing complete and accurate sex offender registries; and facilitating the interstate exchange of such records through national systems.

¹⁵ See Appendix IV for a complete listing and the purpose of each OJP bureau, program office, and agency-wide support office.

- **Residential Substance Abuse Treatment Program** provides grant funding to enhance the capability of states and units of local government to provide residential substance abuse treatment for incarcerated inmates.
- **Correctional Grant Programs** provides grant funding for the construction of correctional facilities for the incarceration of offenders.
- **Weed and Seed Program** provides grant funding to communities to help develop and implement comprehensive strategies to “weed out” violent crime, drug and gun trafficking, and gang activity and “seed” the neighborhood with programs that achieve and maintain crime prevention and economic revitalization.
- **Safe Start Program** provides grant funding to improve the accessibility, delivery, and quality of services for young children (primarily from birth to age 6) and their families who have been exposed to violence or are at risk of exposure.
- **Juvenile Justice Discretionary Grant Program** provides grant funding in accordance with Part C of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. Part C provides the Office of Juvenile Justice and Delinquency Prevention with the authority to support research, evaluation, information dissemination, training and technical assistance, statistics, program development and demonstration, and the replication of promising delinquency prevention programs.
- **Title V - Tribal Youth Programs** provides Title V grant funding, technical assistance, and training for local delinquency prevention programs. In addition to Tribal Youth Programs, Title V includes grant funding for the following: (1) School Safety Initiative, (2) Safe Schools Task Forces, (3) programs to combat underage drinking, and (4) community prevention grants.
- **Drug Prevention Demonstration Program** provides grants designed to develop, demonstrate and test programs to increase perception among children and youth that drug use is risky, harmful and unattractive; and establish a rational framework for preventing and responding to adolescent problem behavior that is substantiated by years of research focused on risk-focused prevention.

During our review of OJP's Management Assertion Statement, we noted that the Drug Courts Program, with \$50 million in total reported FY 2001 obligations, was reported as state and local assistance to the ONDCP. The stated mission of the program is:

- **Drug Courts Program** provides grant funding and technical assistance for states, state courts, units of local government, local courts, and Indian Tribal governments to develop and implement treatment drug courts that employ the coercive power of courts to subject non-violent offenders to an integrated mix of treatment, substance abuse testing, incentives, and sanctions to break the cycle of substance abuse and crime.

Based on our analysis of the mission, strategic goal, and objective of the Drug Courts Program, we determined that the program was incorrectly classified by OJP and should be classified as drug demand reduction because the program directly relates to drug treatment as an alternative to incarceration. The OJP agreed with our assessment of the Drug Courts Program and had plans to reclassify the Drug Courts Program in its next ONDCP budget submission. As a result, our audit included a total of 12 OJP programs with reported FY 2001 obligations of \$281 million.

In addition to the above programs, OJP administers the ONDCP's Drug-Free Communities Grant Program.¹⁶ Under an agreement with the ONDCP, OJP provides all administrative functions related to the grants; however, these grants are approved at the discretion of the ONDCP. The grants provide funding to increase citizen participation and strengthen community anti-drug coalition efforts to reduce substance abuse among youth in communities throughout the United States and, over time, to reduce substance abuse among adults.

The OJP has not developed its own strategic plan. Instead OJP stated in its FY 2003 OMB budget submission that:

- The Byrne Discretionary Grant Program, Byrne Formula Grant Program, Indian Alcohol and Substance Abuse Demonstration Program, Criminal Records Upgrade Program, and Correctional Grant Programs fall under the DOJ strategic objective No. 3.1, "to improve

¹⁶ The funding for the ONDCP Drug-Free Communities Grant Program is not included as a part OJP's drug demand reduction obligations reported to the ONDCP, since the grant funding is under the direct control of the ONDCP.

the crime fighting and criminal justice administration capabilities of state, tribal, and local governments.”

- The Drug Prevention Demonstration Program, Title V - Tribal Youth Programs, and Safe Start Program fall under the DOJ strategic objective No. 3.2, “to reduce youth crime and victimization through assistance that emphasizes both enforcement and prevention.”
- The Residential Substance Abuse Treatment Program and Drug Courts Program fall under the DOJ strategic objective No. 3.3, “to break the cycle of drugs and violence by reducing the demand for and use and trafficking of illegal drugs.”
- The Weed and Seed Program falls under the DOJ strategic objective No. 3.5, “to support innovative cooperative and community-based programs aimed at reducing crime and violence and promote the resolution of racial tension.”

The OJP FY 2003 OMB budget submission did not identify any strategic goals or objectives for the Juvenile Justice Discretionary Grant Program as a whole.

Based on our analysis of the strategic goals and objectives for the OJP programs shown on the previous page, we determined that the Indian Alcohol and Substance Abuse Demonstration Program, Residential Substance Abuse Treatment Program, and Drug Courts Program support ONDCP strategic goal and objective No. 2.4, “to break the cycle of drug abuse and crime.” Additionally, we determined that the Drug Prevention Demonstration Program supports the ONDCP strategic goal and objective No. 1.4, “to provide students in grades K-12 with alcohol, tobacco, and drug prevention programs and policies that are researched based.” Further, we determined that the four OJP programs, with total reported FY 2001 obligations of \$122 million, are directly related to drug demand reduction. The primary focus of the programs includes drug abuse education, prevention, treatment, rehabilitation, and research, which directly address drug demand reduction as defined by the ONDCP.

However, based on our analysis we determined that the remaining eight programs are not directly related to any of the drug demand reduction goals and objectives established in the ONDCP Strategic Plan. Further, for the reasons stated below, we determined that the following programs, with total reported FY 2001 obligations of \$159 million, are not directly related to drug demand reduction.

- The primary focus of the Byrne Discretionary Grant Program includes crime and drug enforcement, as well as criminal justice system improvements, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously.
- The primary focus of the Byrne Formula Grant Program is to improve state and local criminal justice systems, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously.
- The primary focus of the Criminal Records Upgrade Program is to assist states in improving criminal records systems, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously.
- The primary focus of the Correctional Grant Programs is to provide funding for the construction of correctional facilities, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously.
- The primary focus of the Weed and Seed Program is to enforce and prevent violent crime, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously.
- The primary focus of the Safe Start Program is to provide services to children exposed to violence, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously.
- The primary focus of the Juvenile Justice Discretionary Grant Program is juvenile delinquency prevention, enforcement, and improving the juvenile justice system, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously.
- The primary focus of the Title V - Tribal Youth Programs is juvenile delinquency prevention, which does not specifically address any of the ONDCP drug demand reduction efforts defined previously.

The OJP agreed with our conclusion that the above programs were not directly related to drug demand reduction. In fact, with the exception of the Weed and Seed Program, these programs were eliminated from OJP's FY 2003 budget submission to the ONDCP. The Weed and Seed Program was included in the budget submission as directed by the ONDCP because

Weed and Seed is categorized as drug control funding in the President's Budget.

Conclusion - Analysis of Program Missions, Strategic Goals and Objectives

For each of the 19 DOJ programs reported as drug demand reduction in the DOJ Management Assertion Statements submitted to the ONDCP, with total reported FY 2001 obligations of \$336 million, we analyzed the program's mission, strategic goals, and objectives. Based on our analysis the programs reported to the ONDCP do not, in our judgment, accurately reflect the DOJ's drug demand reduction efforts. Of the 19 DOJ programs included in the \$336 million, we identified 10 programs with total reported obligations of \$223 million that were not directly related to drug demand reduction, as shown in the following table.

LISTING OF DOJ PROGRAMS NOT DIRECTLY RELATED TO DRUG DEMAND REDUCTION

DOJ Components & Programs	FY 2001 Obligations
Community Oriented Policing Services	\$64 million
<ul style="list-style-type: none"> • COPS in Schools Program • Safe Schools Initiative 	
Office of Justice Programs	\$159 million
<ul style="list-style-type: none"> • Byrne Discretionary Grant Program • Byrne Formula Grant Program • Criminal Records Upgrade Program • Correctional Grant Programs • Weed and Seed Program • Safe Start Program • Juvenile Justice Discretionary Grant Program • Title V - Tribal Youth Programs 	
Total DOJ Obligations	\$223 million

Additionally, the Drug Courts Program, with reported obligations of \$50 million in FY 2001, was reported as state and local assistance to the ONDCP. In our judgment, the Drug Courts Program was incorrectly classified by OJP and should have been included as drug demand reduction. As a result, the DOJ efforts directly related to drug demand reduction

consisted of 10 DOJ programs with total reported FY 2001 obligations of \$163 million, as shown in the following table.

**LISTING OF DOJ PROGRAMS DIRECTLY
RELATED TO DRUG DEMAND REDUCTION**

DOJ Components & Programs	FY 2001 Obligations
Federal Bureau of Prisons	\$38 million
<ul style="list-style-type: none"> • Drug Abuse Education Program • Residential Drug Abuse Treatment Program • Non-Residential Drug Abuse Treatment Program • Transitional Drug Abuse Treatment Program 	
Drug Enforcement Administration	\$3 million
<ul style="list-style-type: none"> • DEA Demand Reduction Section • IDEA Program 	
Office of Justice Programs	\$122 million
<ul style="list-style-type: none"> • Indian Alcohol and Substance Abuse Demonstration Program • Residential Substance Abuse Treatment Program • Drug Prevention Demonstration Program • Drug Courts Program 	
Total DOJ Obligations	\$163 million

However, as described in the next section, our analysis of the methodologies used to prepare drug-related financial information reported to the ONDCP revealed that the estimates used by the COPS Office, DEA, and OJP were not adequately supported.

Analysis of Financial Reporting Methodologies

The drug-related financial information included in our report was prepared by the DOJ components using the December 1999 ONDCP Accounting Circular. This circular provides guidance for the methodology by which each component should calculate its drug-related financial information. Each component’s drug methodology should provide a reasonable basis for consistent estimation, and financial information derived through the application of the methodology should fairly quantify the component’s involvement in the National Drug Control Program. The components may use a variety of reasonable methods, including workload data, grants data, statistical data, or professional judgment to estimate the

drug-related portion of its programs. However, once initially established, any material modification to a component's drug methodology must be submitted to the ONDCP for review and approval before it can be implemented.

We reviewed each component's Management Assertion Statement in order to determine the components' methodologies for reporting drug-related financial information and whether the basis for the methodology used was adequately supported.

Federal Bureau of Prisons

The BOP reported total FY 2001 obligations of \$38.2 million for its drug demand reduction programs. We obtained the BOP Management Assertion Statement submitted to the ONDCP for FY 2001, the Attestation Report prepared by the certified public accounting firm, and supporting documentation. The BOP's methodology for reporting drug demand reduction financial information to the ONDCP is to report 100 percent of its recorded drug treatment obligations, which consists of drug treatment staff salaries and benefits, and operating costs, including supplies, printing costs, and other miscellaneous expenses. The BOP's drug treatment funding is a separate budget item and program obligations are recorded in its financial system. In our judgment, the methodology used by the BOP for reporting drug demand reduction financial information to the ONDCP is reasonable and complies with the December 1999 ONDCP Accounting Circular.

Office of Community Oriented Policing Services

The COPS Office reported total FY 2001 obligations of \$64.2 million for its drug demand reduction programs. We obtained the COPS Office Management Assertion Statement submitted to the ONDCP for FY 2001, the Attestation Report prepared by the certified public accounting firm, and supporting documentation. The COPS Office's methodology for reporting drug demand reduction financial information to the ONDCP is to apply an estimate of one-third to the recorded obligations for the Safe Schools Initiative and the COPS in Schools Program. The COPS Office could not provide us with any information to support the rationale used in developing the one-third estimate or the relationship between the estimate and its drug demand reduction activities. In our judgment, the COPS Office does not appear to have a reasonable basis supporting its methodology for reporting drug demand reduction financial information to the ONDCP. As a result, the

financial information reported to the ONDCP might not accurately reflect the COPS Office's drug demand reduction efforts.

Drug Enforcement Administration

The DEA reported total FY 2001 obligations of \$3 million for its drug demand reduction programs. We obtained the DEA's Management Assertion Statement submitted to the ONDCP for FY 2001, the Attestation Report prepared by the certified public accounting firm, and supporting documentation. The DEA's methodology for reporting drug demand reduction financial information to the ONDCP applies an estimate of 3 percent to its recorded obligations for the Management and Administration decision unit. To determine the percentage of Management and Administration obligations related to drug demand reduction, the DEA calculated the average salaries and benefits for 21 Special Agents designated as DRCs, added this amount to the drug demand reduction operating budget and divided the total by the total obligations for Management and Administration. Using this formula, the DEA determined that about 3 percent of its obligations for Management and Administration are related to the DEA's drug demand reduction programs. In our judgment, the methodology used by the DEA does not accurately reflect its drug demand reduction financial obligations. The DEA's 3 percent estimate of Management and Administration obligations is understated because it does not include 8 Demand Reduction Section headquarters staff and 6 of its 27 DRCs. As a result, the financial information reported to the ONDCP does not accurately reflect the DEA's drug demand reduction efforts. We also identified concerns related to the DEA Demand Reduction Section FY 2001 operating expenditures, which are discussed in detail in Finding IV of this report.

Office of Justice Programs

The OJP reported total FY 2001 obligations of \$231 million for 11 drug demand reduction programs. We obtained OJP's Management Assertion Statement submitted to the ONDCP for FY 2001, the Attestation Report prepared by the certified public accounting firm, and supporting documentation. The OJP's methodology for reporting drug-related financial information varies depending on whether the program is entirely or partly drug-related. For those programs that are entirely drug demand reduction related, OJP reports 100 percent of the recorded program obligations. For those programs that are partly drug demand reduction related, OJP applies

an estimated percentage to the reported program obligations. The percentages established by OJP for its drug demand reduction programs are shown in the table on the following page.

**OFFICE OF JUSTICE PROGRAMS
PERCENTAGES USED FOR REPORTING
DRUG DEMAND REDUCTION FINANCIAL INFORMATION**

OJP Bureau/Office & Programs	Drug Related	Prevention	Treatment
Bureau of Justice Assistance			
• Byrne Discretionary Grant Program	90%	10%	10%
• Byrne Formula Grant Program	80%	10%	10%
• Indian Alcohol and Substance Abuse Demonstration Program	25%	100%	---
Bureau of Justice Statistics			
• Criminal Records Upgrade Program	Unknown	20%	---
Corrections Program Office			
• Residential Substance Abuse Treatment Program	100%	---	100%
• Correctional Grant Programs	10%	---	100%
Executive Office for Weed & Seed			
• Weed and Seed Program	50%	10%	---
Office of Juvenile Justice Delinquency Programs			
• Safe Start Program	25%	100%	---
• Juvenile Justice Discretionary Grant Program	Unknown	100%	---
• Title V – Tribal Youth Programs	23%	100%	---
• Drug Prevention Demonstration Program	100%	100%	---
Drug Courts Program Office			
• Drug Courts Program	100%	---	---

The OJP officials stated that for the nine programs not entirely related to drug demand reduction, the percentages in the above chart (highlighted in blue) were developed “a number of years ago” and have not been revised since they were originally developed. Further, OJP could not provide us with any information to support the rationale used in developing the estimated percentages or the relationship between the percentages and its drug demand reduction activities. In our judgment, for the nine programs not entirely related to drug demand reduction, OJP does not have a reasonable basis supporting its methodology for reporting drug demand reduction

financial information to the ONDCP. As a result, the financial information reported to the ONDCP might not accurately reflect OJP's drug demand reduction efforts.

Revisions to the ONDCP Circulars

Attachment A of the May 1999 ONDCP Budget Circular¹⁷ lists the components for each federal agency that are required to provide drug control financial information, including 14 components within the DOJ. Subsequent to the start of our audit, the ONDCP issued four revised circulars on May 30, 2002. The May 2002 ONDCP Budget Circular included a significant restructuring of the ONDCP's National Drug Control Budget. To the maximum extent possible, resources identified in the ONDCP Drug Budget are now required to be tied directly to identifiable line items in the components' budgets. Unless otherwise noted only those programs (budget decision units) consisting of 100 percent drug control funding will be included in the National Drug Control Budget. As a result, based on Attachment A of the May 2002 Budget Circular only five DOJ agencies will be required to submit drug control financial information to the ONDCP. Further, Attachment B of the May 2002 Budget Circular lists those programs for which each component is required to report as drug-related funding. Our review of Attachment B disclosed that 10 DOJ programs would no longer be reported to the ONDCP as drug demand reduction, as shown in the table on the following page.

¹⁷ The ONDCP Circular titled, *Budget Instructions and Certification Procedures*, dated May 5, 1999, (May 1999 ONDCP Budget Circular).

**DEPARTMENT OF JUSTICE PROGRAMS
NOT REQUIRED TO REPORT TO THE ONDCP
EFFECTIVE MAY 30, 2002**

DOJ Components & Programs

Community Oriented Policing Services

- COPS in Schools Program
- Safe Schools Initiative

Office of Justice Programs

- Byrne Discretionary Grant Program
 - Byrne Formula Grant Program
 - Indian Alcohol and Substance Abuse Demonstration Program
 - Criminal Records Upgrade Program
 - Correctional Grant Programs
 - Safe Start Program
 - Juvenile Justice Discretionary Grant Program
 - Title V - Tribal Youth Programs
-
-

As previously stated, we identified 10 programs that, in our judgment, were not directly related to drug demand reduction. Because of the revisions in May 2002 ONDCP Budget Circular, this audit report does not contain any specific recommendations related to those programs that are no longer required to be reported to the ONDCP as drug demand reduction. The Attachment B of the May 2002 ONDCP Budget Circular still requires that all Weed and Seed Program funding be reported; therefore, this report includes a recommendation related to the methodology used to report drug-related financial information for the Weed and Seed Program.

Conclusion

Although the DOJ FY 2001 drug-related financial information reported to the ONDCP was prepared in accordance with the December 1999 ONDCP Accounting Circular, in our judgment, the information reported to the ONDCP does not accurately reflect the DOJ's drug demand reduction efforts. Of the 19 DOJ programs included in the reported \$336 million FY 2001 drug demand reduction obligations, we identified 10 programs with reported obligations of \$223 million that were not directly related to drug demand reduction. Additionally, in our judgment, the Drug Courts Program, with reported obligations of \$50 million in FY 2001, was incorrectly classified by OJP as state and local assistance and should have been included as drug demand reduction. As a result, the DOJ efforts directly related to drug

demand reduction actually consisted of 10 DOJ programs with total reported FY 2001 obligations of \$163 million.

Additionally, our analysis of the methodologies used to prepare drug-related financial information reported to the ONDCP revealed that obligations reported by the COPS Office, DEA, and OJP were not adequately supported. The COPS Office could not provide any documentation to support the percentages of obligations reported as drug demand reduction. The DEA's estimate of Management and Administration obligations does not include all Demand Reduction Section staff. The OJP could not provide any documentation to support the percentage of obligations reported as drug demand reduction for nine of its programs. As a result, the financial information reported to the ONDCP might not accurately reflect the DOJ's drug demand reduction efforts.

Based on the revisions included in the May 2002 ONDCP Budget Circular, the following recommendations only include those programs that are still required to be reported to the ONDCP as drug demand reduction.

Recommendations

We recommend that the Administrator, DEA, in conjunction with the ONDCP:

1. Ensure that the estimates used to report the Demand Reduction Section obligations to the ONDCP are reasonable and supported.

We recommend that the Assistant Attorney General, OJP, in conjunction with the ONDCP:

2. Ensure that the Drug Courts Program is reported as drug demand reduction in future ONDCP submissions.
3. Ensure that the estimates used to report the Weed and Seed Program obligations to the ONDCP are reasonable and supported by adequate documentation.

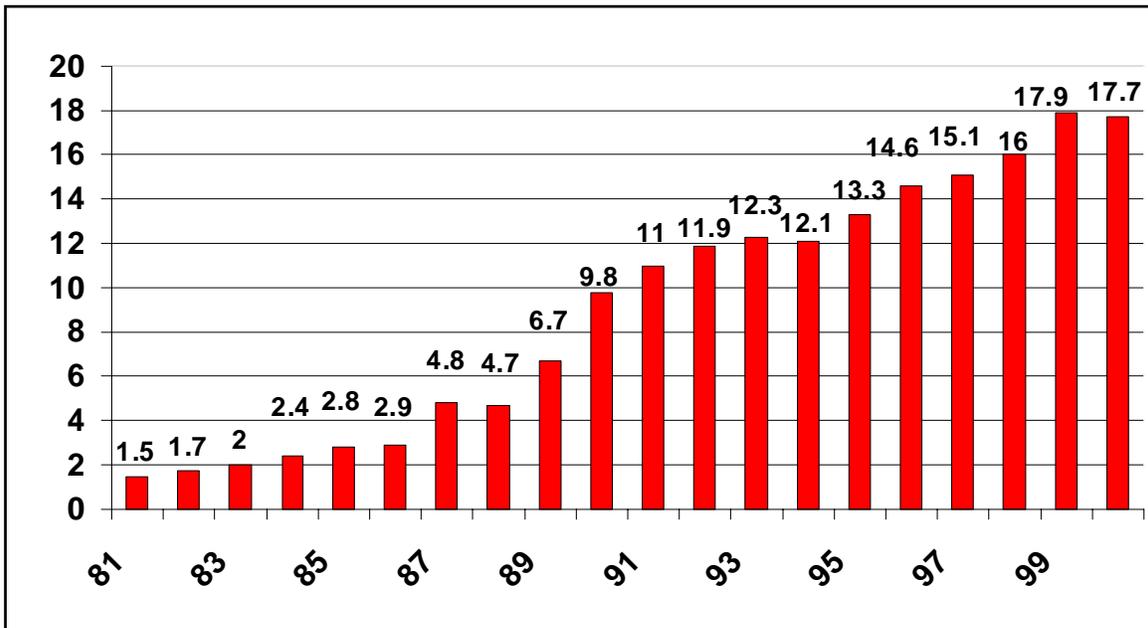
II. EFFECTIVENESS OF DRUG DEMAND REDUCTION EFFORTS

We found that none of the current performance indicators used by the BOP, COPS Office, or OJP are adequate to measure program effectiveness. Additionally, the DEA has not established any performance indicators for its drug demand reduction programs. We also identified weaknesses related to the data used to report on the performance indicators for the BOP, COPS Office and OJP.

Overall Effectiveness of Federal Drug Control Efforts

Over the past 20 years, the federal drug control budget, which includes those resources dedicated to both supply reduction (enforcement) and drug demand reduction, has increased by over \$16 billion. The current drug control budget is more than 10 times the drug control budget in 1981, as shown in the following chart.

FEDERAL DRUG CONTROL BUDGET
FY 1981 – FY 2000
(\$ billions)



Source: ONDCP Drug Policy, Strategy and Implementation.

However, despite significant increases in federal drug control budget, based on the ONDCP's FY 2001 Performance Report ¹⁸ there appears to have been little progress towards achieving the National Drug Control Strategy goals and strategic objectives developed by the ONDCP. Specifically, the ONDCP's FY 2001 Performance Report states:

- Since 1996 (base year), there has been no progress overall toward achieving goal one, Reducing Youth Drug Use.
- Overall progress toward achieving goal two, Reducing Drug-Related Crime and Violence, is on track for the reduction in drug-related crime; however, the targets for reducing the quantity of illicit drugs available in the United States has not been met for the second consecutive year.
- There has been no progress overall toward achieving goal three, Reducing the Health and Social Costs of Illegal Drug Use, for the second consecutive year.
- Overall progress toward achieving goal four, Stopping Drug Shipments En-Route to the United States Border, is on track for reducing the rate in which cocaine successfully enters the United States, but is unknown for reducing the rate of other drugs (*i.e.*, marijuana, methamphetamine, heroin, and MDMA).
- There has been minimal progress overall toward achieving goal five, Breaking the Sources of Supply, for cocaine and unknown for other drugs.

The ONDCP FY 2001 Performance Report further states that unless progress is escalated, the drug control community is not likely to achieve the national goals and strategic objectives by FY 2007.

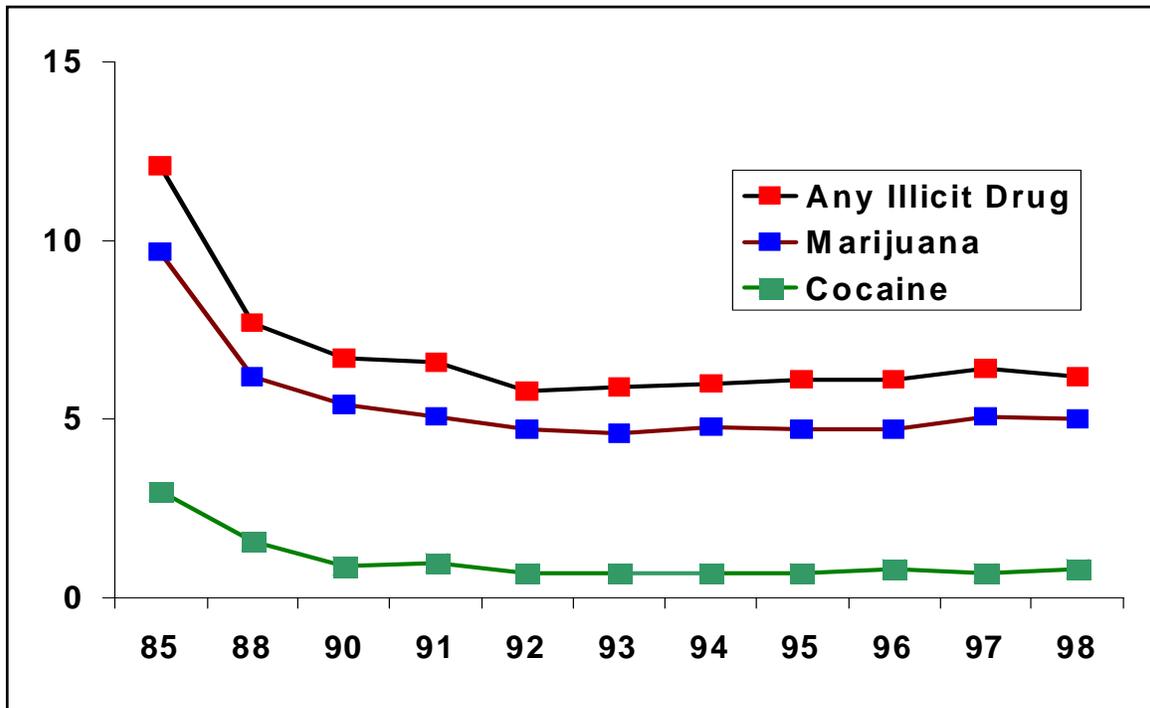
Overall Effectiveness of Federal Drug Demand Reduction Efforts

As stated previously, of the \$18.1 billion budgeted for federal drug control efforts in FY 2001, approximately \$5.9 billion was dedicated to drug demand reduction efforts. Despite the fact that significant resources have been allocated to drug demand reduction activities, the demand for drugs, as percentage of the population, has not significantly decreased since 1989.

¹⁸ The ONDCP, *Performance Measures of Effectiveness, 2001 Annual Report* (ONDCP FY 2001 Performance Report).

As shown in the chart below, the percentage of the population reporting past month drug use remained relatively the same since 1990.

PERCENTAGE OF THE POPULATION REPORTING PAST MONTH DRUG USE

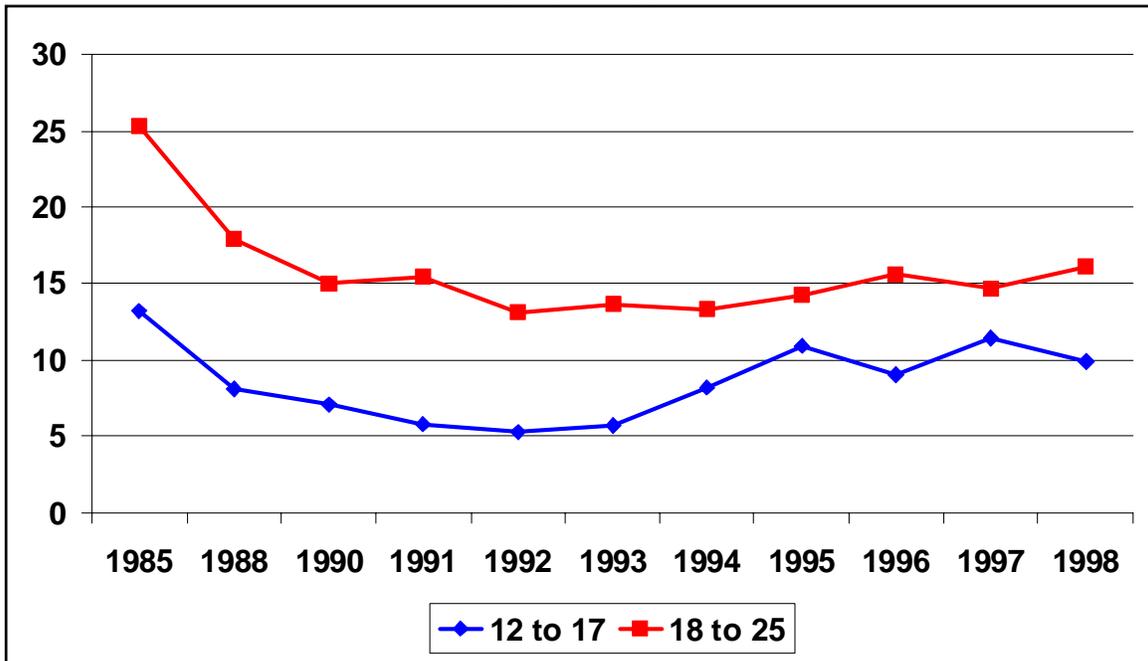


Source: The HHS, SAMHSA, 1998 Household Survey on Drug Abuse.

Additionally, according to the HHS SAMHSA 2001 Household Survey on Drug Abuse, the percentage of the population reporting past month drug use increased from 6.3 percent in 1999 to 7.1 percent in 2001.

Further, drug use among youths between the ages of 12 to 17 has increased since 1992, and drug use among young adults between the ages of 18 to 25 has remained relatively constant, as shown in the chart on the following page.

**PERCENTAGE OF YOUTHS
REPORTING PAST MONTH DRUG USE
(Any Drug)**



Source: The HHS, SAMHSA, 1998 Household Survey on Drug Abuse.

Additionally, according to the HHS SAMHSA 2001 Household Survey on Drug Abuse, past month drug use among youths aged 12 to 17 increased from 9.7 percent in 1999 to 10.8 percent in 2001. Further, past month drug use among young adults aged 18 to 25 increased from 16.4 percent in 1999 to 18.8 percent in 2001.

In fact, the ONDCP FY 2001 Performance Report indicates that there has been no progress towards reducing overall drug use nation-wide, and as a result the drug control community is not likely to reach its drug demand reduction goals for 2002 through 2007. Specifically,

- youth use of marijuana, cocaine, and heroin has remained relatively constant since 1996 (the base year);
- the average age of first use of marijuana, cocaine, or heroin has remained essentially the same since 1996;¹⁹

¹⁹ The information related to the age of first use is based on 1998 data, since the data from 1999 was not available at the time the ONDCP report was issued.

- the percentage of youths who perceive risk or disapprove of regular use marijuana, cocaine, or heroin has remained unchanged since the 1998 baseline;
- past month use of any illicit drug (age 12 and older) remained relatively constant since 1996; and
- current drug use among full-time workers increased slightly, while use among part-time workers remained constant since 1996.

Further, the demand for “club drugs,” such as Ecstasy, that are currently not included in the ONDCP FY 2001 Performance Report, have increased by as much as 71 percent.²⁰

Effectiveness of DOJ Performance Indicators

As stated above, federal drug demand reduction efforts during the past 12 years have not been effective in reducing the demand for drugs. However, these statistics do not necessarily reflect the impact that individual programs may have in reducing the demand for drugs. In order to determine the effectiveness of the DOJ drug demand reduction efforts, we analyzed the performance indicators established by the components for each program to determine if they adequately measure program effectiveness and whether the data reported for the performance indicators was adequately supported.

The Government Performance and Results Act (GRPA) of 1993 (P.L. 103-62), requires agencies to develop strategic plans that identify their long range strategic goals and objectives; annual plans that set forth corresponding annual goals and indicators of performance; and annual reports that describe the actual levels of performance achieved compared to the annual goal.

A key purpose of the GPRA is to improve federal program effectiveness by focusing on results and help federal managers improve service delivery by providing them with information about program results. Therefore, in addition to measuring the number of tasks or activities of a program (output measures), performance indicators should focus on the results and outcomes of program activities (outcome measures).

²⁰ The Partnership for a Drug Free America, National Survey, February 2002.

We reviewed the performance indicators to determine whether they were: (1) supported with adequate data; (2) consistent with the program's strategic goals, objectives and mission; and (3) output based, measuring the number of tasks or activities of a program or outcome based, measuring results and outcomes of program activities.

Federal Bureau of Prisons

The BOP developed performance indicators for its drug demand reduction programs in response to the GPRA reporting requirements. From the BOP's FY 2003 OMB budget submission, we identified the established performance indicators and reported results for its drug demand reduction programs, as shown below.

PERFORMANCE INDICATOR	FY 2000 Actual	FY 2001 Plan	FY 2001 Actual	FY 2002 Plan
Drug Abuse Education Program				
Number of counseling hours	540,000	545,000	545,000	720,000
Number of participants	15,649	16,200	17,216	18,000
Residential Drug Abuse Treatment Program				
Number of counseling hours	6,270,000	7,000,000	7,720,500	8,000,000
Number of participants	12,541	14,000	15,441	16,000
Number of programs	44	47	50	55
Percentage of eligible inmates receiving treatment	100%	100%	100%	100%
Non-Residential Drug Abuse Treatment Program				
Number of counseling hours	50,203	56,000	67,914	69,000
Number of participants	7,931	8,000	10,827	11,500
Transitional Drug Abuse Treatment Program				
Number of participants	8,450	9,023	11,319	13,000

The BOP's performance indicators listed above are consistent with the BOP's drug treatment programs strategic goals, objectives, and mission, identified in Finding I with respect to program outputs. However, the current performance indicators do not adequately measure program effectiveness. The performance indicators established are output based, measuring the number of participants and drug counseling hours, rather than measuring the results and effectiveness of the drug treatment programs.

In our judgment, to adequately measure the effectiveness of its programs, the BOP needs to establish measurable outcome based performance indicators. In developing outcome performance indicators, the BOP should consider available information that directly relates to the program objectives and program benefits. For example, in the DOJ FY 2001 Performance Report,²¹ the BOP indicated that its drug treatment programs are effective in reducing recidivism and substance abuse. The report also states that offenders who complete the drug treatment program are less likely to be rearrested or test positive for drug use than those who do not receive treatment.

Program evaluations are an additional example of available information that should be considered in developing outcome performance indicators. For instance, the BOP has conducted an evaluation of its Residential Drug Abuse Treatment Program, designed to monitor inmates up to 3 years following release from BOP custody. Based on the results of this evaluation, BOP issued the following reports:

- *TRIAD Drug Treatment Evaluation Project, Six-Month Interim Report*, dated January 31, 1998. This interim report is based on inmates who had been released from BOP custody into the community for 6 months. The report revealed that inmates who completed the Residential Drug Abuse Treatment Program and had been released to the community for a minimum of 6 months were 73 percent less likely to be re-arrested and 44 percent less likely to use drugs, within the first 6 months after being released, than those inmates who had not received treatment.
- *TRIAD Drug Treatment Evaluation Project, Final Report of Three-Year Outcomes*, dated September 2000. This report is based on inmates who had been released from BOP custody into the community for 3 years. The report revealed that male inmates who completed the Residential Drug Abuse Treatment Program and had been released to the community for a minimum of 3 years were 16 percent less likely to be re-arrested and use drugs, within the first 3 years after being released, than those inmates who had not received treatment. Further, female inmates who completed the Residential Drug Abuse Treatment Program and had been released to the community for a

²¹ The DOJ *FY 2001 Performance Report and FY 2002 Revised Final, FY 2003 Performance Plan*, (DOJ FY 2001 Performance Report)

minimum of 3 years were 18 percent less likely to be re-arrested and 17 percent less likely to use drugs, within the first 3 years after being released, than those inmates who had not received treatment.

Office of Community Oriented Policing Services

The COPS Office developed performance indicators for its Hiring Programs, including the COPS in Schools Program, in response to the GPRA reporting requirements.²² Performance indicators have not been established for the Safe Schools Initiative. The COPS Office officials stated that the Safe Schools Initiative funding is earmarked and appropriated by Congress on a year-to-year basis. Therefore, the program was not included in the COPS Office budget request where the component would normally report on any performance indicators, if applicable.

From the COPS Office FY 2003 OMB budget submission, we identified the performance indicators and reported results for its COPS in Schools Program, as shown in the following table.

PERFORMANCE INDICATOR	FY 2000 Actual	FY 2001 Plan	FY 2001 Actual	FY 2002 Plan
COPS Hiring Programs²³				
Number of grants awarded	1,462	1,034	1,002	1,294
Number of police agencies funded	12,250	13,317	12,552	12,775
Number of additional police officers funded	7,414	6,902	6,543	3,602
Cumulative number of police officers funded	109,212	116,299	114,124	117,726
Percentage of grantees in compliance with programmatic reporting requirements (progress reports) for the current year	98%	98%	99.56%	98%

²² The performance indicators reported in the COPS Office FY 2003 budget submission to the OMB combine all of the COPS Office Hiring programs, including the COPS Office in Schools program. As a result, the numbers reported in the performance indicator table are the combined numbers for all COPS Office Hiring programs.

²³ As stated previously, the numbers reported in the performance indicator table are the combined numbers for all COPS Office Hiring programs including the COPS in Schools Program.

As stated in Finding I, our audit revealed that the strategic goals, objectives, and mission of the COPS in Schools Program were not directly related to drug demand reduction. In addition, the performance indicators used by the COPS Office do not adequately measure program effectiveness. In our judgment, the performance indicators were all output based, measuring the number of grants awarded, number of police officers funded and the percentage of grantee progress reports submitted, rather than measuring the results and effectiveness of the program.

In order to adequately measure the effectiveness of its programs, in addition to the output performance indicators currently in use to measure program activities, the COPS Office needs to establish measurable outcome based performance indicators for all programs, regardless of whether they are related to drug demand reduction. In developing outcome performance indicators, the COPS Office should consider available information that directly relates to the program objectives and program benefits. For example, in the DOJ Performance Report, the COPS Office indicates that the school resource officers hired under the grant program have played an integral role in ensuring a safe environment for students by defusing potentially dangerous situations.

Drug Enforcement Administration

The DEA's Strategic Plan for FY 2001 through FY 2006, includes a strategic objective to educate local audiences with aggressive drug demand reduction programs. Despite the fact that drug demand reduction is included as a strategic objective in the DEA Strategic Plan, we determined that the DEA has not established any performance indicators for its drug demand reduction programs. DEA officials told us that performance indicators had not been developed because the DEA Demand Reduction Section is small in comparison to the rest of the DEA's funding. As stated previously, the total reported FY 2001 obligations for the DEA Demand Reduction Section consisted of about 0.2 percent of DEA's FY 2001 total agency obligations. Additionally, we determined that the program was not listed as a "program activity" in the DEA's FY 2003 budget submission for the OMB.

Nonetheless, we believe the DEA should develop performance indicators for its drug demand reduction programs, since drug demand reduction is one of the DEA's strategic objectives. Additionally, the DEA has announced plans to double the number of DRCs in its field office locations.

Although performance indicators have not been established for its drug demand reduction programs, the DEA does maintain statistics on the DRC's activities. The statistics maintained are included in the following table.

DRC STATISTICS	FY 2000 Actual	FY 2001 Actual
DEA Demand Reduction Section		
Number of Attendees	10,453,711	10,807,340
Media Products Produced	2,991	538
Number of Videos Distributed	16,789	4,044
Number of Publications Distributed	1,461,887	287,228
Number of Work Hours Involved	28,688	26,143
Cost to DEA	\$450,986	\$443,432

In our judgment, the statistics used by the DEA do not adequately measure program effectiveness. The statistics are all output based, measuring the number of people reached, videos and publications distributed, rather than measuring the results and effectiveness of the programs.

In order to adequately measure the effectiveness of its programs, the DEA needs to establish measurable outcome based performance indicators. In developing outcome performance indicators, the DEA should consider available information that directly relates to the program objectives and program benefits. According to the DEA *Drug Demand Reduction Program, Report of Fiscal Activities, Fiscal Year 2000*, the DEA's strategies for achieving its drug demand reduction goals and objectives rely primarily on DRC presentations and interactions with community organizations. The DEA currently counts the number of DRC presentations and contacts with community organizations but does not have a system in place to measure the impact of these activities. Since the DEA drug demand reduction program has a limited operating budget, the DEA might consider requiring that all DRCs distribute participant feedback surveys at its presentations and use the information obtained to evaluate program effectiveness.

Office of Justice Programs

The OJP developed performance indicators for all the programs identified in Finding I, except for the Juvenile Justice Discretionary Grant Program, in response to the GPRA reporting requirements. From OJP's FY 2003 OMB budget submission, we identified the performance indicators and reported results of the 11 OJP programs, as shown in Appendix VII.

As stated in Finding I, our audit revealed that only four OJP programs reported to the ONDCP were directly related to drug demand reduction. Nonetheless, we noted that generally the performance indicators used by OJP do not adequately measure program effectiveness. Although a few outcome based performance indicators have been developed for the Weed and Seed Program, OJP's performance indicators were generally all output based, measuring the number of programs funded, number of participants, and number of sites, rather than measuring results and effectiveness of the program.

In order to adequately measure the effectiveness of its programs, in addition to the output performance indicators currently in use to measure program activities, OJP needs to establish measurable outcome based performance indicators. In developing outcome performance indicators, OJP should consider available information that directly relates to the program objectives and program benefits. For example, in the DOJ Performance Report, OJP indicates that offenders treated through its Residential Substance Abuse Treatment Program are less likely to use drugs upon release, which will enable them to become more employable and less of a strain on community resources. The DOJ Performance Report further states that programs, such as drug courts that combine criminal justice sanctions with substance abuse treatment are effective in decreasing drug and alcohol use and related crime.

Data Reliability

For each performance indicator reported in the FY 2003 ONDCP budget submissions, we identified the source of data used to report results and determined whether the data reported was supported. Based on our analysis we identified the following problems related to the data used to report results on the performance indicators.

In its FY 2003 OMB budget submission, the BOP identified its Sentry system as the data source for all of its drug demand reduction performance indicators. Our audit revealed that the BOP Sentry system contains information on the number of participants in each of the four drug treatment programs, tracks the number of BOP facilities with Residential Drug Abuse Treatment Programs and calculates the percentage of eligible inmates receiving residential drug treatment. However, the Sentry system does not contain information related to the number of counseling hours provided for each of the four drug treatment programs. We determined that BOP officials estimate the number of drug counseling hours provided based on the

number of program participants using the minimum required number of counseling hours for each drug treatment program. In our judgment, the BOP should, at a minimum, revise its performance indicator table in its budget submission to disclose that the data source for the number of drug counseling hours provided is based on estimates made by program officials rather than data maintained in the Sentry system.

In its FY 2003 OMB budget submission, the COPS Office identified its COPS Management System (CMS) as the data source for all the performance indicators for its hiring grants. We determined that the data reported could not be verified. The COPS Office officials stated that the original CMS data used to report on its performance indicators was not retained. Further, they could not recreate the data reported since the CMS is a real-time system and does not have the capability of generating reports as of a specific point-in-time. However, the COPS Office recently implemented a protocol that includes procedures to ensure that data is consistent and accurate, as well as a means to reconstruct data for audits and congressional requests.

We identified OJP's data sources for its performance indicators, as shown in Appendix VIII. We determined that OJP only verified the accuracy of the data used for the four performance indicators that were included in the DOJ Performance Report.²⁴ The OJP Office of Budget and Management Services traced the data reported for the four performance indicators listed below to the source documentation; however, OJP did not verify the accuracy of the remaining 38 performance indicators included in its FY 2003 OMB budget submission.

- **Residential Substance Abuse Treatment Program:** Number of offenders treated for substance abuse (cumulative).
- **Drug Courts Program:** Number of new DCPO-funded drug courts.
- **Weed and Seed Program:** (1) Percent of participants who feel *safe havens* are working to reduce crime and (2) participants who feel that *community policing* is working to reduce crime (percent of responses from customer survey).

²⁴ The OJP attempted to verify the Byrne Formula Grant Program performance indicator for the funding directed toward Byrne Formula supported multi-jurisdictional task force projects as projected/allocated by states (includes drug task forces); however, the data source no longer existed.

Conclusion

We determined that none of the current performance indicators used by the BOP, COPS Office or OJP are adequate to measure program effectiveness. Generally, the performance indicators used by the three DOJ components are output based, measuring the number of tasks and activities, rather than, outcome based, measuring the results and effectiveness of program activities. Further, the DEA has not established any performance indicators for its drug demand reduction programs, even though drug demand reduction is one of the DEA's strategic objectives.

Recommendations

We recommend that the Director, BOP:

4. Ensure that verifiable and measurable outcome based performance indicators are established for its drug demand reduction programs.
5. Ensure that the performance indicator table in its budget submission for the OMB is revised to adequately disclose the data source for performance indicators related to the number of drug counseling hours provided.

We recommend that the Director, COPS Office:

6. Ensure that verifiable and measurable outcome based performance indicators are established for its COPS in Schools Program.

We recommend that the Administrator, DEA:

7. Ensure that verifiable and measurable performance indicators are developed for its drug demand reduction programs.

We recommend that the Assistant Attorney General, OJP:

8. Ensure that verifiable and measurable outcome based performance indicators are established for each of its 12 programs identified in this report.

III. COORDINATION OF DRUG DEMAND REDUCTION ACTIVITIES

We found that that multiple DOJ programs address similar drug demand reduction purpose areas; however, most of these programs provided services to different categories of recipients or different geographical locations. Although our audit did not disclose any significant duplication of drug demand reduction activities among the DOJ components, since multiple programs address similar purpose areas, the components should have a mechanism for sharing information, resources, and technical assistance. Currently, there is no formalized mechanism within the DOJ for sharing drug demand reduction information among the components.

Analysis of DOJ Drug Demand Reduction Activities

To identify those DOJ programs that address similar drug demand reduction activities, we distributed questionnaires to program officials for each of the DOJ drug demand reduction programs. The questionnaires asked each of the program officials to identify those programs that addressed eight purpose areas identified as drug demand reduction. Additionally, we compared the strategic goals, objectives, and mission of each program to determine those programs that directly addressed similar purpose areas. We obtained completed questionnaires for 9 of the 10 DOJ drug demand reduction programs. We did not receive a completed questionnaire for the DEA IDEA Program despite numerous requests to the DEA. Based on our analysis and the responses in the completed questionnaires, we identified the number of programs that addressed the eight drug demand reduction purpose areas, as shown in the table on the following page.

Purpose Area	Number of DOJ Programs
<i>Drug prevention education for youth, parents, teachers, employers, community leaders, offenders, and other service providers</i>	4
<i>Drug treatment and rehabilitation for adult and juvenile offenders²⁵</i>	5
<i>Assistance for communities in developing and implementing a community-wide approach to drug demand reduction efforts²⁶</i>	1
<i>Assistance for communities in anti-legalization efforts</i>	1
<i>Assistance for employers in drug-free workplace efforts</i>	1
<i>Assistance for communities in developing or implementing accountability-based sanctions for non-violent offenders as an alternative to incarceration</i>	2
<i>Development, testing, and evaluation of promising drug demand reduction programs</i>	1
<i>Research and data collection for the analysis of drug use, prevention efforts, and treatment programs</i>	1

Specifically, the responses to our questionnaires indicated that the BOP Drug Abuse Education Program, DEA Demand Reduction Section, and OJP Residential Substance Abuse Treatment Program and Drug Prevention Demonstration Program all provide drug abuse education. The four BOP drug demand reduction programs, OJP Residential Substance Abuse Treatment Program, Indian Alcohol and Substance Abuse Demonstration Program and the Drug Courts Program all provide drug treatment for offenders.

We further analyzed the programs that addressed similar drug demand reduction purpose areas to identify any duplication of efforts. Our analysis did not disclose any significant duplication of drug demand reduction activities among the DOJ components. Generally, we found that most of the

²⁵ Drug treatment for offenders includes aftercare services once an inmate has been released.

²⁶ This includes supporting or developing community coalitions, enhanced enforcement in conjunction with increased prevention and treatment efforts, and supporting community-based service providers.

programs provided services to different categories of recipients or different geographical locations. For example,

- The BOP Drug Abuse Education Program and OJP Residential Substance Abuse Treatment Program both provide drug abuse prevention education to inmates; however, the BOP provides services to federal inmates while OJP's Residential Substance Abuse Treatment Program provides grants for services to state and local inmates.
- The BOP Residential Drug Abuse Treatment Program, Non-residential Drug Abuse Treatment Program and Transitional Drug Abuse Treatment Program, and OJP Residential Substance Abuse Treatment Program and Drug Courts Program all provide drug treatment to offenders. However, the BOP provides services to federal inmates, OJP's Residential Substance Abuse Treatment Program provides grants for services to state and local inmates, and OJP's Drug Courts Program provides grants for services to state and local offenders as an alternative to incarceration.
- The DEA IDEA Program and OJP Weed and Seed Program both include enhanced enforcement in conjunction with the development and implementation of a community-wide approach to prevention efforts. Albeit, the OJP Weed and Seed program is related to violent crime as a whole, while the DEA IDEA program focuses on drug related crime and prevention. Our audit disclosed that neither program provided services to the same site during the same fiscal year. However, the DEA IDEA Program is still in the early stages of development with only three pilot sites selected; therefore, coordination among the two components is necessary to avoid any duplication of efforts.

Coordination of DOJ Drug Demand Reduction Efforts

To identify the extent of coordination of DOJ drug demand reduction efforts within and among the BOP, DEA, and OJP related to the 10 DOJ drug demand reduction programs, we interviewed program officials and distributed questionnaires to program officials for each of the programs. Based on our review, we determined that generally, each component had a mechanism in place for coordination and information sharing within the component.

We also determined that on occasion the DOJ components appear to coordinate specific drug demand efforts. For example:

- According to DEA officials, the DEA Demand Reduction Section has received training and technical assistance from OJP.
- Weed and Seed Program officials stated that the Executive Office for Weed and Seed worked with DEA on the development of its IDEA Program.

However, these coordination efforts appear to be ad hoc, occurring only when one of the participants requires additional financial or technical resources. The responses to our questionnaires also indicated that there is no formalized mechanism in place for information sharing among the components. All the components believed that it would be beneficial to meet on a regular basis with representatives from other components who are involved in drug demand reduction programs, in order to share information, resources, and technical assistance.

During the course of our audit, we determined that the OLP is in the process of developing a DOJ drug control strategy. The mission of the OLP is to plan, develop, and coordinate the implementation of major policy initiatives of high priority to the DOJ and its administration. We discussed coordination of the DOJ drug demand reduction programs with OLP officials, and they agreed that a formalized process for sharing information among the components is necessary.

Recommendation

We recommend that the Director, BOP; the Administrator, DEA; and the Assistant Attorney General, OJP:

9. Work with the OLP to develop a formalized mechanism for coordinating and sharing information related to drug demand reduction activities among the components.

IV. DEA DRUG DEMAND REDUCTION ACTIVITIES AND FUNDING

We found that the DEA's FY 2001 obligations dedicated to demand reduction consisted of only \$3 million (0.2 percent) of the DEA's total obligations of \$1.4 billion. In our judgment, the DEA should evaluate what impact it can achieve on its stated objective "to educate local audiences with aggressive drug demand reduction programs" with such a small percentage of its funding devoted to drug demand reduction activities.

DEA Drug Demand Reduction Activities

The DEA Demand Reduction Section was established in 1986 to support and coordinate the DEA's prevention activities throughout the nation. The Demand Reduction Section is located within the Office of Congressional and Public Affairs, which also includes the (1) Museum Staff, (2) Information Services Staff, (3) Congressional Affairs Section, (4) Public Affairs Section, and (5) Audio Visual Staff. As stated in Finding I, in the DEA's Strategic Plan the specific strategic objective related to the DEA Demand Reduction Section is "to educate local audiences with aggressive drug demand reduction programs."

During the period covered by our audit, the DEA's Demand Reduction Section consisted of 8 headquarters staff and 27 DRCs. The DEA Headquarters Demand Reduction Section staff oversees the development of prevention and public awareness strategies, directs field division prevention activities and initiatives, and coordinates national drug demand reduction conferences and training. In each of the DEA's 22 field divisions, and other operational units throughout the country, there were a total of 27 DRCs, primarily DEA Special Agents. The DRCs are responsible for providing timely, accurate, and persuasive information that builds support for effective drug enforcement and educates the public of the dangers of drugs and the effects of drug use and abuse on the nation.²⁷

The DEA has established goals and objectives for its Demand Reduction Section, as shown on the following pages.

²⁷ Demand Reduction Program, *Report of Fiscal Activities*, FY 2000.

Goal I: Establish an aggressive program of public awareness education for opinion and community leaders by:

- educating them about the current drug threat and the linkages between drugs, violence and crime; and
- providing accurate, complete, and current information on why legalization or liberalization of the nation's drug policy is ill-conceived and dangerous.

Goal II: Reach millions of school-aged children with appropriate and specific drug education and prevention programs by:

- supporting well-designed youth programs, for example, Boys and Girls Clubs of America, Drug Abuse Resistance Education (D.A.R.E.), and Law Enforcement Explorers, that provide children with the tools they need to resist drugs and offer positive alternatives to drug use;
- providing drug education and prevention training and materials to teachers, coaches, counselors, and volunteers who work with children; and
- providing accurate, complete, and current prevention publications and other materials to schools and youth programs.

Goal III: Provide support to reenergize the national parents' movement by:

- making parents aware of the dangers of drug use to their children;
- heightening parents' awareness of current and emerging drug use trends;
- equipping parents to teach life skills and drug resistance to their children; and
- educating and motivating parents to take a proactive role in their communities to address the issue of drug legalization.

Goal IV: Provide businesses and other employers with tools necessary for establishing and maintaining drug-free workplaces by:

- helping employers to understand and identify drug use on the job and to develop prevention programs for their employees;
- working in cooperation with national and local organizations of employers, (for example, Chambers of Commerce) to provide drug-free workplace training seminars; and
- providing initial training and assistance to help local groups of employers form coalitions and organizations to address work place issues and provide low-cost support services for smaller employers.

According to the DEA, each DRC reports to the Special Agent in Charge of the field division and directs his or her own drug demand reduction activities. The DRCs' activities should fall within the four goals of the Demand Reduction Section. The DRCs' activities generally focus on drug demand reduction presentations to students, parents, law enforcement officials, employers, and community leaders, but there is a wide range in the variety of activities performed by the DRCs. The Demand Reduction Quarterly Reports for the first quarter of 2001 include examples of the variety of DRC drug demand reduction activities:

- The DRC for the Miami Field Division coordinated a Youth Leadership Retreat in Pensacola, Florida. The retreat included a private Blue Angels air show, a tour of the National Naval Air Museum, a beach barbeque, and a graduation dance. Classroom topics included information related drug pharmacology, leadership skills, public speaking, conflict resolution, raves, and ecstasy.
- The DRC for the Phoenix Field Division reported efforts to encourage citizens and civic groups to oppose state efforts to legalize any form of marijuana use and the legalization of hemp cultivation.
- The DRC for the Denver Field Division conducted several presentations to state and local law enforcement agencies on the issue of club drugs and raves.

DEA Drug Demand Reduction Resources

The DEA Demand Reduction Section is not included as a separate budget decision unit within the DEA's OMB budget submission. Instead the Demand Reduction Section is funded from the DEA's Management and Administration budget decision unit. In FY 2001, the DEA reported to the ONDCP total obligations for its Demand Reduction Section of about \$3 million, which comprised 3 percent of the \$100 million total Management and Administration obligations, and 0.2 percent of the \$1.4 billion total agency obligations. As stated in Finding I of this report, we noted concerns related to the DEA's estimates used to report drug demand reduction obligations. As a result, the financial information reported to the ONDCP might not be accurate. Also as stated in Finding II, the DEA has not developed adequate performance indicators to measure the success of its drug demand reduction activities. Based on our review of the DEA's drug demand reduction strategic objective, and financial information, we believe the DEA should evaluate what impact it can achieve on its stated objective "to educate local audiences with aggressive drug demand reduction programs" with such a small percentage of its funding (0.2 percent) devoted to drug demand reduction activities.

In recent DEA statements, it appears that the DEA plans to devote additional resources to its drug demand reduction efforts in the future. In December 2001, the DEA Administrator announced plans to double the number of DRCs in the field and other operating divisions. Also in December 2001, the DEA Administrator announced the creation of the IDEA Program to enhance the DEA's existing drug demand reduction activities. In announcing the establishment of the IDEA Program, the Administrator stated that "the DEA's mission to eliminate the supply of drugs in America through law enforcement is the backbone of the anti-drug effort." However, the Administrator also stated that, "the DEA also recognizes and values the importance of prevention and treatment in dealing with a community's drug program."

At the time of our audit, the IDEA Program was in the initial development stage. For its IDEA Program the DEA plans to combine its enforcement efforts with existing community drug prevention and treatment programs to reduce the demand for drugs. To accomplish this objective the DEA plans to identify drug trafficking targets and work with state and local law enforcement to execute enforcement operations against the groups identified. The DEA also plans to work with community groups to identify local drug abuse problems, and solutions for these problems.

Since the IDEA Program was not initiated until December 2001, the program was not included in the DEA's FY 2003 OMB budget submission or the DEA Management Assertion Statement; as a result, funding amounts had not been established for the program.

DEA Drug Demand Reduction Expenditures

We reviewed the FY 2001 DEA Demand Reduction Section headquarters expenditures. The headquarters expenditures totaled \$485,519 of the \$1 million total operating budget for the DEA Demand Reduction Section. The remaining funds were allocated for the DRCs in the DEA field offices. We determined that \$184,332 (38 percent) of total headquarters expenditures was related to food for conferences and training or DEA promotional materials and souvenirs. These expenditures consisted of \$71,469 for food for conferences and \$112,863 for promotional materials and souvenirs. The conferences included DEA sponsored Club Drug Conferences, Methamphetamine Summits, Drugs in the Workplace Seminars, and training with the Community Anti-Drug Coalitions of America. According to DEA officials the attendees included law enforcement officials and prevention and treatment specialists from federal, state, local, and nonprofit organizations.

The \$112,863 for promotional materials and souvenirs included t-shirts, tote bags, baseball caps, pins, key holders, golf balls, and pencils. The DEA officials stated that the promotional materials and souvenirs are used as a public awareness tool to get the message of the dangers of drugs to children. However, our review revealed that the promotional materials and souvenirs included in the \$112,863 of headquarters expenditures were provided to conference attendees. As stated above, the conference attendees included law enforcement officials and prevention and treatment specialists. In our judgment, the DEA is expending a large portion of its limited drug demand reduction operating budget on promotional materials and souvenirs for other drug demand reduction professionals, rather than their target audience of children, parents, community leaders, and employers.

Conclusion

The DEA has established specific goals and objectives for its Demand Reduction Section. However, each DRC directs his or her own drug demand reduction activities and reports to the Special Agent in Charge of the field

division; as a result, there is a wide range in the variety of activities performed by the DRCs. We found that the DEA's FY 2001 obligations dedicated to demand reduction consisted of only \$3 million (0.2 percent) of the \$1.4 billion in total obligations. Of this amount, the Demand Reduction Section headquarters spent \$184,332 on food for conferences and training or DEA promotional materials and souvenirs.

Recommendation

We recommend that the Administrator, DEA:

10. Evaluate what impact it can achieve on its stated objective "to educate local audiences with aggressive drug demand reduction programs" with such a small percentage of its funding devoted to drug demand reduction activities.

STATEMENT ON COMPLIANCE WITH LAWS AND REGULATIONS

As required by Government Auditing Standards, we audited the drug demand reduction activities of the BOP, COPS Office, DEA, and OJP in order to obtain reasonable assurance that each component complied with laws and regulations, that, if not complied with, in our judgment could have a material effect on the administration of its drug demand reduction activities. Compliance with laws and regulations applicable to the drug demand reduction activities is the responsibility of the BOP, COPS Office, DEA, and OJP management. An audit includes examining, on a test basis, evidence about compliance with laws and regulations. At the time of our audit, the pertinent legislation and the applicable regulations are:

The Office of National Drug Control Policy Reauthorization Act of 1988 (Public Law 105-277, dated October 21, 1998); Codified in 21 U.S.C. § 1701 – 1712

This law provides the authority for the ONDCP's oversight on the National Drug Control Program. Specifically, the drug-related financial information contained in this report was covered under:

- *ONDCP Circular: Budget Instructions and Certification Procedures*, dated May 5, 1999,²⁸ provides instructions for components when preparing drug control budgets submitted to the ONDCP for review, certification, and inclusion in the consolidated National Drug Control Budget.
- *ONDCP Circular: Annual Accounting of Drug Control Funds*, dated December 17, 1999,²⁹ provides the policies and procedures to be used by components in conducting a detailed accounting and authentication of all funds expended on National Drug Control Programs activities.

²⁸ This circular was replaced by *ONDCP Circular: Budget Formulation*, dated May 30, 2002; and *ONDCP Circular: Budget Execution*, dated May 30, 2002; however, the revised circulars did not affect any the historical drug demand reduction financial related information included in this report.

²⁹ This circular was replaced by *ONDCP Circular: Drug Control Accounting*, dated May 30, 2002; however, the revised circular did not affect any the historical drug demand reduction financial related information included in this report.

Government Performance Results Act of 1993 (Public Law 103-62)

This Act requires agencies to develop strategic plans that identify long range strategic goals and objectives; annual plans that set forth corresponding annual goals and indicators of performance; and annual reports that describe the actual levels of performance.



As stated in Finding I of this report, the methodologies used to estimate drug demand reduction obligations might not accurately reflect the DOJ's drug demand reduction activities. However, the financial-related information was prepared in accordance with the December 1999 Accounting Circular,³⁰ based upon methodologies established in conjunction with the ONDCP. Therefore, in our judgment, the BOP, COPS Office, DEA, and OJP complied with all applicable legislation.

³⁰ The December 1999 Accounting Circular was revised effective May 30, 2002. The revised circular contains provisions that would eliminate most of the estimates used previously to report drug demand reduction obligations. Generally, only those programs that are entirely related to drug demand reduction are required to report financial information; thus, eliminating the use of estimates.

STATEMENT ON MANAGEMENT CONTROLS

In planning and performing our audit of the DOJ's drug demand reduction activities, we considered the management controls of the BOP, COPS Office, DEA, and OJP for the purpose of determining our auditing procedures. An evaluation of the BOP, COPS Office, DEA, and OJP was not made for the purpose of providing assurance on the management control structure as a whole; however, we noted certain matters that we consider reportable conditions under generally accepted government auditing standards.

The reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the management control structure of the BOP, COPS Office, DEA, and OJP that, in our judgment, could adversely affect the ability to effectively manage its drug demand reduction activities. During our audit, we found the following management control deficiencies.

- For those programs not entirely drug demand reduction, there does not appear to be any data supporting estimated percentages used to report drug demand reduction obligations, see Finding I.
- The current performance indicators do not adequately measure drug demand reduction program effectiveness. Further, not all data used to report the results for the performance indicators is verified for accuracy, see Finding II.
- There does not appear to be any formalized mechanism in place for information sharing among the DOJ components to reduce any duplication of efforts, maximize resources, coordinate program activities, and exchange technical assistance, see Finding III.

Because we are not expressing an opinion on the overall management control structure of the BOP, COPS Office, DEA, and OJP, this statement is intended solely for the information and use of the BOP, COPS Office, DEA, and OJP in managing its drug demand reduction programs and activities.

OBJECTIVES, SCOPE, AND METHODOLOGY

The OIG, Audit Division, conducted an audit to identify and review the DOJ's drug demand reduction activities. Specifically, the objectives of the audit were to (1) identify all DOJ programs that related to drug demand reduction, to quantify the total amount of DOJ obligations for each program, and to verify that financial information provided to the Office of the National Drug Control Policy (ONDCP)³¹ was prepared in accordance with its circulars; (2) determine whether the DOJ performance measures are adequate to determine the success of programs; (3) identify whether DOJ drug demand reduction activities were duplicative and whether DOJ components were coordinating drug demand reduction efforts; and (4) review the DEA activities and funding dedicated to drug demand reduction.

In this audit, we conducted approximately 50 interviews with over 60 officials from the BOP, COPS Office, DEA, OJP, OLP, JMD, and ONDCP. Additionally, we conducted fieldwork at the DEA Rocky Mountain Field Division and the BOP Florence Federal Correctional Institute. We also reviewed DOJ policies and procedures, program information, strategic and program plans, budget documentation, organizational structures, Congressional testimony, and prior OIG and General Accounting Office reports related to drug demand reduction.

We conducted our audit in accordance with *Government Auditing Standards*. We included such tests as were necessary to accomplish the audit objectives.

The audit generally covered, but is not limited to, the period of FY 2000 to the present. Audit work was conducted at the BOP, COPS Office, DEA, OJP, OLP, ONDCP, and selected field site locations.

To identify all DOJ drug demand reduction programs and the total amount of obligations for each program, we reviewed the FY 2001 DOJ Management Assertion Statements submitted to the ONDCP. For each of the four components identified, the BOP, COPS Office, DEA, and OJP, we reviewed the documentation supporting the Management Assertion

³¹ The ONDCP is a component within the Executive Office of the President of the United States, and is not a part of the DOJ. The ONDCP was created to set national drug control priorities and implement the National Drug Control Strategy.

Statements and interviewed program officials within each component to identify the programs included as drug demand reduction.

To identify the program missions, strategic goals, and objectives, for each of the 20 DOJ programs reported as drug demand reduction, we interviewed program officials; and obtained: (1) the components' budget submissions for the OMB; (2) the strategic plans for each component, if available; (3) the DOJ strategic plan for those components that did not develop its own strategic plan; and (4) other program documentation. We reviewed the information to determine whether the programs were directly related to drug demand reduction based on the programs mission, strategic goals, and objectives.

Additionally, for the BOP, COPS Office, DEA, OJP we obtained the Management Assertion Statement submitted to the ONDCP for FY 2001, the Attestation Report prepared by the certified public accounting firm and supporting documentation, to determine the component's methodology for reporting drug demand reduction drug-related financial information and whether the information provided to the ONDCP was prepared in accordance with ONDCP circulars, reviewed by an independent certified public accounting firm, and appeared reasonable.

To assess whether the DOJ performance measures are adequate to determine the success of programs (*i.e.*, outcome based measures rather than output based measures), we obtained the performance indicators for each program from the components budget submission for the OMB and reviewed the performance indicators to determine whether the performance indicators were: (1) supported with adequate data; (2) consistent with the drug treatment programs strategic goals, objectives and mission; and (3) output based, measuring the number of tasks or activities of a program or outcome based, measuring results and outcomes of program activities.

To identify those programs that address similar drug demand reduction purpose areas, we distributed questionnaires to program officials for each of the 10 DOJ programs identified as drug demand reduction. Based on the responses to the questionnaires, we identified the number of programs that either directly or indirectly address similar purpose areas. In conjunction with the questionnaires, we reviewed the mission, strategic goals, and objectives for each program to identify those programs that directly addressed similar purpose areas. Additionally, for those programs that provide overlapping drug demand reduction services, we obtained a listing of sites for each program to identify any duplication of efforts.

Finally, to identify the extent of coordination of the DOJ drug demand reduction efforts, we interviewed program officials and distributed questionnaires for each of the 10 DOJ programs identified as drug demand reduction.

**OFFICE OF JUSTICE PROGRAMS
BUREAUS, PROGRAM OFFICES, AND
AGENCY-WIDE SUPPORT OFFICES**

At the time of our audit, OJP consisted of the following five bureaus, six program offices, and seven offices that provide agency-wide support.

OJP Bureaus

- The **Bureau of Justice Assistance** (BJA) provides funding, training, and technical assistance to state and local governments to combat violent and drug-related crime and to help improve the criminal justice system.
- The **Bureau of Justice Statistics** (BJS) collects and analyzes statistical data on crime, criminal offenders, crime victims, and the operations of justice systems at all level of government.
- The **National Institute of Justice** (NIJ) supports research and development programs, conducts demonstrations of innovative approaches to improve criminal justice, tests new criminal justice technologies, provides technology assistance, evaluates the effectiveness of justice, and disseminates research findings to practitioners and policymakers.
- The **Office of Juvenile Justice and Delinquency Prevention** (OJJDP) provides federal leadership in preventing and controlling juvenile crime and improving the juvenile justice system at the state and local levels.
- The **Office for Victims of Crime** (OVC) works to enhance the Nation's capacity to assist crime victims and to provide leadership in changing attitudes, policies, and practices to promote justice and healing for all victims of crime.

OJP Program Offices

- The **Corrections Program Office** (CPO) administers two major formula grant programs and provides technical assistance to state and local governments to help them with the implementation of the 1994 Crime Act's corrections related programs.
- The **Drug Courts Program Office** (DCPO) administers the 1994 Crime Act's Drug Courts Program which provides support for the development, implementation and improvement of state, local and tribal drug courts.
- The **Violence Against Women Office** (VAWO) administers programs designed to help prevent and respond to violence against women, including domestic violence, sexual assault, and stalking.
- The **Office for State and Local Domestic Preparedness Support** (OSLDPS) is responsible for enhancing the capability of state and local jurisdictions to prepare for and respond to incidents of domestic terrorism involving chemical and biological agents, radiological and explosive devices, and other weapons of mass destruction.
- The **Office of the Police Corps and Law Enforcement Education** (OPCLEE) provides college educational assistance to students who commit to public service in law enforcement, and scholarships to students with no service commitment, who are dependents of law enforcement officers who died in the line of duty.
- The **Executive Office for Weed and Seed** (EOWS) coordinates the Weed and Seed Program strategy, a community-based, multi-disciplinary approach to combating crime.

OJP Agency-wide Support Offices

Seven offices within OJP provide agency-wide support. They are the Office of Congressional and Public Affairs (OCPA), the Office of General Counsel (OGC), the Office of Administration (OA), the Office for Civil Rights (OCR), the Office of Budget and Management Services (OBMS), the Equal Employment Opportunity Office (EEO), and the Office of the Comptroller (OC).

**DEPARTMENT OF JUSTICE
STRATEGIC PLAN FOR FY 2001 - 2006
STRATEGIC OBJECTIVES BY GOAL**

Goal 1: Protect America Against the Threat of Terrorism.

Objective 1: Prevent, disrupt, and defeat terrorist operations before they occur.

Objective 2: Develop and implement the full range of resources available to investigate terrorist incidents, bringing the perpetrators to justice.

Objective 3: Vigorously prosecute those who have committed, or intend to commit, terrorist acts against the United States.

Goal 2: Enforce Federal Criminal Laws

Objective 1: Reduce the threat, incidents, and prevalence of violent crime, especially as it stems from illegal use of guns or from organized criminal enterprises.

Objective 2: Reduce the threat, trafficking, and related violence of illegal drugs by identifying, disrupting, and dismantling drug trafficking organizations.

Objective 3: Combat espionage against the United States by strengthening counterintelligence capabilities.

Objective 4: Combat white collar and economic crime, especially cybercrime.

Objective 5: Combat crimes against children and other vulnerable victims of violence and exploitation.

Goal 3: Prevent and Reduce Crime and Violence By Assisting State, Tribal, Local, and Community-Based Programs

- Objective 1: Improve the crime fighting and criminal justice administration capabilities of state, tribal, and local governments.
- Objective 2: Reduce youth crime and victimization through assistance that emphasizes both enforcement and prevention.
- Objective 3: Break the cycle of drugs and violence by reducing the demand for and use and trafficking of illegal drugs.
- Objective 4: Uphold the rights of and improve services to America's crime victims.
- Objective 5: Support innovative cooperative and community-based programs aimed at reducing crime and violence and promote resolution of racial tension.

Goal 4: Protect the Rights and Interests of the American People By Legal Representation, Enforcement of Federal Laws, and Defense of United States Interests

- Objective 1: Uphold the civil rights of all Americans, reduce racial discrimination, and promote reconciliation through vigorous enforcement of civil rights laws.
- Objective 2: Promote the stewardship of America's environment and natural resources through the enforcement and defense of environmental laws and programs.
- Objective 3: Promote economic competition through enforcement of and guidance on antitrust laws and principles.
- Objective 4: Promote the fair, correct, and uniform enforcement of the federal tax laws and the collection of tax debts to protect the federal fisc from unjustified claims.
- Objective 5: Effectively represent the interests of the United States in all civil matters for which the DOJ has jurisdiction.

Goal 5: Fairly and Effectively Administer the Immigration and Naturalization Laws of the United States.

- Objective 1: Secure America's borders, especially to reduce the incidence of alien smuggling.
- Objective 2: Promote public safety by combating immigration-related crimes and removing individuals, especially criminals, who are unlawfully present in the United States.
- Objective 3: Provide timely and consistent services and achieve a substantial reduction in the benefits processing backlog.
- Objective 4: Improve operation efficiency and organizational effectiveness of the INS workforce.
- Objective 5: Provide accurate, easy-to-use, readily accessible, and up-to-date information to meet planning and operational needs.
- Objective 6: Improve the efficiency of the inspections process for lawful entry of persons and goods.
- Objective 7: Adjudicate all immigration cases promptly and impartially in accordance with due process.

Goal 6: Protect American Society By Providing for the Safe, Secure, and Humane Confinement of Persons in Federal Custody

- Objective 1: Provide for the safe, secure, and humane confinement of detained persons awaiting trial, sentencing, or immigration proceedings.
- Objective 2: Ensure that sufficient and cost effective prison capacity exists so that violent and other serious criminal offenders are imprisoned to the fullest extent of the law.
- Objective 3: Maintain and operate the federal prison system in a safe, secure, humane, and efficient manner.
- Objective 4: Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards.

Goal 7: Protect the Federal Judiciary and Provide Critical Support to the Federal Justice System to Ensure it Operates Effectively

- Objective 1: Ensure the integrity and the safe and secure operation of the federal judicial system by protecting judges, witnesses, and other participants in federal proceedings.
- Objective 2: Protect the rights of victims and assist them in moving through the process of the federal justice system.
- Objective 3: Ensure the appearance of criminal defendants for judicial proceedings for confinement through a secure transportation, and ensure the apprehension of fugitives from justice.
- Objective 4: Protect the integrity and ensure the effective operation of the Nation's bankruptcy system.

Goal 8: Ensure Professionalism, Excellence, Accountability, and Integrity in the Management and Conduct of DOJ Activities and Programs

- Objective 1: Promote integrity and professionalism to ensure the fair and impartial administration of justice.
- Objective 2: Strengthen internal financial systems and promote the efficient and effective use of resources to ensure public trust and confidence.
- Objective 3: Develop and maintain grant management accountability mechanisms to ensure proper disbursement and monitoring of funds.
- Objective 4: Improve the integrity and security of computer systems and make more effective use of information technology.
- Objective 5: Strengthen human resource recruitment, retention, and performance to ensure a workforce that is skilled, diverse, and committed to excellence.

**OFFICE OF NATIONAL DRUG CONTROL POLICY
NATIONAL DRUG CONTROL STRATEGY
STRATEGIC OBJECTIVES BY GOAL**

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.

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 United States borders.

Objective 2: Improve the coordination and effectiveness of United States drug law enforcement programs with particular emphasis on the Southwest Border, Puerto Rico, and the United States 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 United States 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 United States borders.

APPENDIX VII

OFFICE OF JUSTICE PROGRAMS
PERFORMANCE INDICATORS

PERFORMANCE INDICATOR	FY 2000 Actual	FY 2001 Plan	FY 2001 Actual	FY 2002 Plan
Byrne Discretionary Grant Program				
Number of projects funded to develop, implement, and document drug and violent crime practices	75	---	67	72
Technical Assistance Programs funded to support drug and violent crime program sites	31	---	34	21
Byrne Formula Grant Program				
Number of Byrne Formula supported multi-jurisdictional task force projects, as projected/allocated by states (includes drug task forces)	857	---	879	879
Byrne Formula funding directed toward Byrne Formula supported multi-jurisdictional task force projects, as projected/allocated by states (includes drug task forces)	\$188.7 M (39.41%)	---	\$194.5 M (42.28%)	\$194.5 M (42.28%)
Indian Alcohol and Substance Abuse Demonstration Program				
Number of alcohol and substance abuse community-based programs available for arrestees and their family members	0	---	0	7
Number of detention or probation-based alcohol and substance abuse programs available to offenders	0	---	0	7
Criminal Records Upgrade Program				
Percentage of recent state records which are automated	---	91%	---	---

PERFORMANCE INDICATOR	FY 2000 Actual	FY 2001 Plan	FY 2001 Actual	FY 2002 Plan
Percentage of records accessible through the Interstate Identification Index (III)	---	60.7%	---	---
Number of records available through Interstate Identification Index (III)	---	\$41.4 M	---	---
Number of states with automated interface between sex offender registry and other state systems/agencies	---	26	26	27
Residential Substance Abuse Treatment Program				
Number of Residential Substance Abuse Treatment Programs initiated, or expanded, in state and local correctional facilities (cumulative)	151	170	---	185
Number of offenders treated for substance abuse (cumulative)	29,172	36,465	39,718	40,840
Correctional Grant Programs				
Number of facilities under construction	14	19	19	18
Number of facilities available	2	2	2	9
Number of beds projected for completion	484	865	865	1,150
Number of beds available	92	92	92	300
Weed and Seed Program				
Percent of participants who feel <i>safe havens</i> are working to reduce crime	88%	80%	94%	80%
Participants who feel that <i>community policing</i> is working to reduce crime (Percent of responses from customer survey)	90%	80%	93%	80%
Number of sites using the following policing activities:				
(a) foot patrols,	152	132	179	128
(b) bike patrols,	161	142	195	138
(c) substations,	139	123	164	117
(d) crime watch, and	181	155	203	149
(e) participation in community meetings	177	162	205	154

PERFORMANCE INDICATOR	FY 2000 Actual	FY 2001 Plan	FY 2001 Actual	FY 2002 Plan
Number of homicides per site	5.5	5.05	4.1	---
Number of drug arrests	37,593	34,873	49,090	---
Number of sites including a multi-jurisdictional task force	---	---	---	---
Number of sites that have faith-based partners: (a) on the steering committee, (b) as the grantee, (c) as a sub-grantee	---	---	---	---
Number of sites that have a prosecutor dedicated to trying firearms cases	---	---	---	---
Number of sites that have found other sources of funding	---	---	---	---
Safe Start Program				
Number of program models developed through identification of best practices	---	27	---	27
Number of system improvement activities identified within existing demonstration sites	---	18	---	18
Title V - Tribal Youth Programs				
Number of Project Sentry "Safe School Task Forces" established within the School Safety Initiative	---	---	---	---
Number of Tribes Implementing Programs within:				
(a) category I - reduce, control, prevent crime and delinquency both by and against tribal youth;				
(b) category II - interventions of court-involved tribal youth;	61	---	---	---
(c) category III - improvement to tribal juvenile justice systems;	51	---	---	---
(d) category IV - prevention programs focusing on drugs and alcohol; and	30	---	---	---
(e) tribal mental health	43	---	---	---
	11	---	---	---

PERFORMANCE INDICATOR	FY 2000 Actual	FY 2001 Plan	FY 2001 Actual	FY 2002 Plan
services				
Number of underage drinking programs implemented (Discretionary)	20	28	28	36
Number of community prevention programs implemented	510	510	---	510
Drug Prevention Demonstration Program				
Number of middle/junior high school students reached (life skills program)	70,739	111,329	111,329	145,797
Number of prevention programs implemented (life skills program)	35	35	35	---
Number of youth served (drug demonstration program)	---	---	---	---
Drug Courts Program				
Number of new DCPO-funded drug courts	56	56	49	50
Cumulative number of DCPO-funded drug courts	327	381	376	426
Percent of drug court program participants in grantee programs that do not commit other crimes while participating in the program	80%	80%	80%	80%
Number of operational DCPO-funded drug courts	327	326	545	---
Establish partnerships with other agencies to provide training and technical assistance to grantees	13	---	13	---
Establish IAAs with other federal agencies to support DCPO's mission	3	---	3	---
Number of participants who have graduated from DCPO-funded drug court programs	35,000 est.	---	52,854 est.	---
Number of participants currently enrolled in DCPO-funded drug court programs	50,000 est.	---	71,272 est.	---

**OFFICE OF JUSTICE PROGRAMS
DATA SOURCES FOR PERFORMANCE INDICATORS**

PERFORMANCE INDICATOR	DATA SOURCE
Byrne Discretionary Grant Program	
Number of projects funded to develop, implement, and document drug and violent crime practices	BJA's Program Development Division's Database
Technical Assistance Programs funded to support drug and violent crime program sites	BJA's Program Development Division's Database
Byrne Formula Grant Program	
Number of Byrne Formula supported multi-jurisdictional task force projects, as projected/allocated by states (includes drug task forces)	BJA/SLAD Division "Attachement A" System
Byrne Formula funding directed toward Byrne Formula supported multi-jurisdictional task force projects, as projected/allocated by states (includes drug task forces)	BJA/SLAD Division "Attachement A" System
Indian Alcohol and Substance Abuse Demonstration Program	
Number of alcohol and substance abuse community-based programs available for arrestees and their family members	Grantee Semi-annual progress reports
Number of detention or probation-based alcohol and substance abuse programs available to offenders	Grantee Semi-annual progress reports
Criminal Records Upgrade Program	
Percentage of recent state records which are automated	BJS Report
Percentage of records accessible through the Interstate Identification Index (III)	BJS Report
Number of records available through Interstate Identification Index (III)	BJS Report
Number of states with automated interface between sex offender registry and other state systems/agencies	BJS Report and FBI
Residential Substance Abuse Treatment Program	
Number of Residential Substance Abuse Treatment Programs initiated, or expanded, in state and local correctional facilities (cumulative)	Project Reports and Annual Evaluations
Number of offenders treated for substance abuse (cumulative)	Project Reports and Annual Evaluations

PERFORMANCE INDICATOR	DATA SOURCE
Correctional Grant Programs	
Number of facilities under construction	CPO Files
Number of facilities available	CPO Files
Number of beds projected for completion	CPO Files
Number of beds available	CPO Files
Weed and Seed Program	
Percent of participants who feel <i>safe havens</i> are working to reduce crime	Survey
Participants who feel that <i>community policing</i> is working to reduce crime (Percent of responses from customer survey)	Survey
Number of sites using the following policing activities: (f) foot patrols, (g) bike patrols, (h) substations, (i) crime watch, and (j) participation in community meetings	Site Reporting
Number of homicides per site	Site Reporting
Number of drug arrests	Site Reporting
Number of sites including a multi-jurisdictional task force	Site Reporting
Number of sites that have faith-based partners: (a) on the steering committee, (b) as the grantee, (c) as a sub-grantee	Site Reporting
Number of sites that have a prosecutor dedicated to trying firearms cases	Site Reporting
Number of sites that have found other sources of funding	Site Reporting
Safe Start Program	
Number of program models developed through identification of best practices	OJJDP Files
Number of system improvement activities identified within existing demonstration sites	OJJDP Files
Title V - Tribal Youth Programs	
Number of Project Sentry "Safe School Task Forces" established within the School Safety Initiative	OJJDP Records

PERFORMANCE INDICATOR	DATA SOURCE
Number of Tribes Implementing Programs within:	
(f) category I - reduce, control, prevent crime and delinquency both by and against tribal youth;	
(g) category II - interventions of court-involved tribal youth;	
(h) category III - improvement to tribal juvenile justice systems;	
(i) category IV - prevention programs focusing on drugs and alcohol; and	
(j) tribal mental health services	OJJDP Records
Number of underage drinking programs implemented (Discretionary)	OJJDP Records
Number of community prevention programs implemented	OJJDP Records
Drug Prevention Demonstration Program	
Number of middle/junior high school students reached (life skills program)	Final Grantee Report
Number of prevention programs implemented (life skills program)	OJJDP Reports
Number of youth served (drug demonstration program)	OJJDP Reports
Drug Courts Program	
Number of new DCPO-funded drug courts	American University Clearinghouse
Cumulative number of DCPO-funded drug courts	American University Clearinghouse
Percent of drug court program participants in grantee programs that do not commit other crimes while participating in the program	American University Clearinghouse
Number of operational DCPO-funded drug courts	American University Clearinghouse
Establish partnerships with other agencies to provide training and technical assistance to grantees	DCPO Files
Establish IAAs with other federal agencies to support DCPO's mission	DCPO Files
Number of participants who have graduated from DCPO-funded drug court programs	American University Clearinghouse
Number of participants currently enrolled in DCPO-funded drug court programs	American University Clearinghouse



U.S. Department of Justice

Federal Bureau of Prisons

Office of the Director

Washington, DC 20534

January 3, 2003

MEMORANDUM FOR GUY K. ZIMMERMAN
ASSISTANT INSPECTOR GENERAL
FOR AUDIT

FROM:

Kathleen Hawk Sawyer
Kathleen Hawk Sawyer, Director
Federal Bureau of Prisons

SUBJECT:

Response to the Office of the Inspector General's
(OIG) Draft Audit Report: Department of Justice
Drug Demand Reduction Activities

The Bureau of Prisons (BOP) appreciates the opportunity to respond to the recommendations from the OIG's draft report entitled Department of Justice Drug Demand Reduction Activities. The Bureau concurs with the report and offers the following comments.

Recommendation #4: Ensure that verifiable and measurable outcome based performance indicators are established for its drug demand reduction programs.

Status: The Bureau concurs with this recommendation and will modify its performance indicators ensuring they are verifiable and measure outcome based performance. New indicators will be completed by April 15, 2003.

Recommendation #5: Ensure that the performance indicator table in its budget submission for the OMB is revised to adequately disclose the data source for performance indicators related to the number of drug counseling hours provided.

Status: The Bureau previously agreed with OIG in regard to this recommendation and has eliminated this performance indicator. This recommendation should be considered resolved and closed.

Recommendation #9: OIG recommends that the Director, BOP; the Administrator, DEA; and the Assistant Attorney General, OJP, work with the OLP to develop a formalized mechanism for coordinating and sharing information related to drug demand reduction activities among the components.

Status: The Bureau concurs with this recommendation and will work with the affected components to develop a formalized mechanism for coordinating and sharing information related to drug demand reduction activities. We will have this completed this fiscal year.

If you have any questions regarding this response, please contact Michael W. Garrett, Senior Deputy Assistant Director, Program Review Division, at (202) 616-2099.



U.S. Department of Justice

Office of Community Oriented Policing Services (COPS)

Compliance Division
 1100 Vermont Avenue, NW
 Washington, D.C. 20530
 Telephone (202) 514-7016
 Facsimile (202) 616-8650

MEMORANDUM

Via Facsimile and U.S. Mail

To: Guy K. Zimmerman
 Assistant Inspector General for Audit
 Office of the Inspector General

From: Shelley M. Langguth *SL*
 Acting Assistant Director for Compliance
 Office of Community Oriented Policing Services

Date: January 10, 2003

Subject: Response to the Draft Audit Report of Department of Justice Drug Demand
 Reduction Activities

This memorandum is in response to your draft audit report dated December 12, 2002, for the subject audit. For ease of review, the draft audit recommendation pertaining to the Office of Community Oriented Policing Services (COPS Office) is stated in bold and underlined, followed by the COPS Office's response to the recommendation.

Recommendation 6: Ensure that verifiable and measurable outcome based performance indicators are established for its COPS in Schools Program.

The COPS Office concurs with this recommendation.

Planned Action

The COPS Office has initiated the development of verifiable and measurable outcome based performance indicators for the COPS program. These performance indicators will encompass the COPS in Schools grant program, contingent upon the request and receipt of funding for the COPS in Schools grant program in future years. We will provide the Office of

Guy K. Zimmerman
January 10, 2003
Page 2

the Inspector General with such outcome based performance measures once they are finalized, if applicable.

Request

Based on the planned action, the COPS Office requests resolution of Recommendation 6.

The COPS Office would like to thank you for the opportunity to review and respond to the draft audit report. If you have any questions, please contact me at (202) 616-3291.

cc: Pam Cammarata
Acting Deputy Director for Support

Tim Quinn
Acting Deputy Director for Management/Chief of Staff

Vickie Sloan
Director
JMD Audit Liaison Office

Ward Knowles
Management Analyst



U. S. Department of Justice
Drug Enforcement Administration

www.dea.gov

JAN 30 2003

MEMORANDUM

TO: Guy K. Zimmerman
Assistant Inspector General for Audit

FROM: 
George J. Cazenavette, III
Chief Inspector

SUBJECT: The DEA's Comments on the Office of the Inspector General (OIG) Final Draft Audit
Department of Justice's (DOJ) Demand Reduction Activities

The Drug Enforcement Administration (DEA) provides the following response to your December 12, 2002 request for comments regarding the audit cited above. The audit contained 10 recommendations. Four of these—Recommendations 1, 7, 9 and 10—apply to the DEA. The DEA concurs with all of the OIG's recommendations and is working to implement corrective actions to address the OIG's findings. The DEA's response to each of these recommendations appears below.

Recommendations

We recommend that the DEA Administrator, DEA, in conjunction with the Office of National Drug Control Policy (ONDCP):

1. Ensure that the estimates used to report the Demand Reduction Section obligations to the ONDCP are reasonable and supported.

DEA Response. Concur; corrective action completed. The DEA revised its methodology to ensure that it more accurately reflects the DEA's financial obligations for its demand reduction programs. The FY 2002 attestation narrative includes language that reflects this revision.

"Prevention Function. FY 2002 obligations associated directly with the DEA's demand reduction efforts include actual payroll and program funds and estimated overhead for headquarters and field offices..."

The attestation will also note the methodology change by comparing the old and new methods of spreading obligations for the Prevention Function. The Management Assertion Statement submission to the ONDCP is pending approval by the Department

of Justice (DOJ). The DEA will provide documentation to the OIG once the statement is approved by the DOJ for release.

We recommend that the Administrator, DEA:

7. Ensure that verifiable and measurable performance indicators are developed for its drug demand reduction programs.

DEA Response. Concur; corrective actions initiated. The OIG noted that “the DEA has not established any performance indicators for its drug demand reduction programs, even though drug demand reduction is one of the DEA’s strategic objectives.” The DEA Strategic Plan objective states that the DEA will work “to educate local audiences with aggressive drug demand reduction programs.” The OIG notes that only a small percentage of the DEA’s funding is devoted to this program. Corrective actions by the DEA’s Office of Resource Management (FR) are currently underway to better define verifiable measures. These performance measures are included in the Performance Plan under Strategic Objective 2.2 as reflected on the Performance Measurement Table (attached). The DEA is continuing to work to identify the appropriate indicators to measure the effectiveness of the program that recognize the limited size of the program, place the program in the context of the DEA’s Strategic Plan, and meet the requirements of the GPRA.

We recommend that the Director, BOP; the Administrator, DEA; and the Assistant Attorney General, OJP:

9. Work with the Office of Legal Policy (OLP) to develop a formalized mechanism for coordinating and sharing information related to drug demand reduction activities among the components.

DEA Response. Concur. The DEA supports this initiative and will fully participate in efforts to enhance information sharing for demand reduction. The DEA welcomes the opportunity to work with the OLP to develop a mechanism to coordinate and share information related to demand reduction with other DOJ components.

We recommend that the Administrator, DEA:

10. Evaluate what impact it can achieve on its stated objective “to educate local audiences with aggressive drug demand reduction programs” with such a small percentage of its funding devoted to drug demand reduction activities.

DEA Response. Concur; corrective actions initiated. The FR currently evaluates the frequency with which the DRCs conduct presentations to communities. The desired outcome is to identify the *contribution* to reduction in drug use and availability. The evaluation of the degree to which the strategic objective can be achieved will be assessed in the context of existing resources, i.e., performance efficiency and

effectiveness will be evaluated within the scope and size of the resources allocated to DEA's demand reduction activities.

The DEA will continue to track these recommendations and provide status reports to your office until all corrective actions are completed. If you have any questions regarding this response, please contact Marjorie Snider, Audit Liaison, at 202-307-4119.

Attachment

cc: Vickie Sloan, Director
Audit Liaison Office

PERFORMANCE MEASUREMENT TABLE (REQUIRED INFORMATION)											
Decision Unit/Program: State and Local Assistance											
Department of Justice Strategic Goal: #2 Keep America Safe by Enforcing Federal Criminal Laws											
Primary Strategic Objective: #2.2 Drugs - Reduce the threat, trafficking and related violence of illegal drugs by identifying, disrupting, and dismantling drug trafficking organizations											
2.2A Reduction in the Supply and Use of Drugs within the U.S.											
2.2B Disrupt and Dismantle Major Drug Trafficking Criminal Enterprises											
WORKLOAD/RESOURCES											
		Actual		Projected		Requested (Deltas)				Request (Total)	
		FY 2002		FY 2003		FY 2004 Program		Change		FY 2004	
		Request/Revised		Request/Revised		Current Services		FY 2004 Program		Enhanced	
		FTE		FTE		FTE		FTE		FTE	
		\$000		\$000		\$000		\$000		\$000	
Workload		334	\$95,312	359	\$102,776	359	\$106,155	(301)	\$(81,831)	58	\$24,324
Total Costs and FTE											
PERFORMANCE/RESOURCES											
TYPE/		FY 2002		FY 2003 Appropriation		Current Services		FY 2004 Program		FY 2004	
		Adjusted		Adjusted		Improvements/Offsets		Enhanced			
		FTE		FTE		FTE		FTE		FTE	
		\$000		\$000		\$000		\$000		\$000	
Program Activity		297	\$87,679	319	\$92,856	319	\$95,885	(290)	\$(76,831)	29	\$18,054
PERFORMANCE MEASURES											
Output		3,304,780		3,100,000						3,100,000	
Output		9,530		10,000						10,000	
Output		28,133,496		24,000,000						24,000,000	
Output		64,522		73,000						73,000	
Program Activity		37	\$7,633	40	\$9,922	40	\$10,270	(11)	\$(5,000)	28	\$5,270
PERFORMANCE MEASURES											
Output		2,500		3,400						1,100	
Outcome		Contribution to reduction in drug use and availability.									

Data Definition: Disruption occurs when the normal and effective operation of an identified organization is significantly impacted so that it is unable to conduct criminal operations for a significant period of time. This disruption must be the result of an affirmative law enforcement action including, but not limited to the arrest, indictment, and conviction of the organization's leadership or a substantial seizure of the organization's assets. Dismantlement occurs when an identified organization is incapacitated and no longer capable of operating as a coordinated criminal enterprise. This dismantlement must be the result of an affirmative law enforcement action including, but not limited to, the arrest, indictment, and conviction of all or most of the principal leadership, the elimination of its criminal enterprises and supporting networks and the seizure of its assets. The organization must be impacted to the extent that it is incapable of reforming.

Data Collection and Storage: Each Special Agent-in-Charge (SAC) nominates organizations to qualify as priority targets (based on intelligence information). Headquarters staff will ensure that the nominated targets are tracked, as all nominations will be supported by data and information stored in the Priority Target Activity and Resource Reporting System (PTARRS).

Data Validation and Verification: The threat assessment of these nominated organizations will be forwarded to the Headquarters, Chief, Operations Division, who will validate the selections. Headquarters staff will ensure that the approved targets are tracked, as all disruptions and dismantlements will be supported by data and information stored in the Priority Target Activity and Resource Reporting System (PTARRS).

Data Limitations: DEA is currently working to capture the actual direct costs of investigating, disrupting, and dismantling Priority Drug Trafficking Organization (PDTO). Currently, DEA is focusing on improving reporting systems that capture investigative work hours and cost data. DEA also recently initiated a Managerial Cost Accounting Study that will eventually allow the agency to capture actual full costs of investigating, disrupting, and dismantling PDTOs. DEA anticipates that actual direct costs will be reported during FY 2002, and that actual full costs could be reported during FY 2004.

*These numbers include a proportionate distribution of overhead between Demand Reduction and Assistance; and the internal redistribution of appropriated funds for the IDEA initiative.



U.S. Department of Justice

Office of Justice Programs

Office of the Assistant Attorney General

Washington, D.C. 20531

JAN 17 2003

MEMORANDUM TO: Guy K. Zimmerman
Assistant Inspector General for Audit
Office of the Inspector General

FROM: Deborah J. Daniels *D. Daniels*
Assistant Attorney General

SUBJECT: Draft Audit Report on Department of Justice Drug Demand
Reduction Activities

This memorandum responds to report recommendations directed to the Office of Justice Programs (OJP) for action, included in the Office of the Inspector General's (OIG's) draft audit report entitled "Department of Justice Drug Demand Reduction Activities." The draft report contains 10 recommendations; however, only Recommendations 2, 3, 8, and 9 are applicable to OJP. For ease of review, Recommendations 2, 3, 8, and 9 are restated in bold, followed by our response to the recommendation.

Recommendation 2: Ensure that the Drug Courts Program is reported as drug demand reduction in future ONDCP submissions.

We agree with this recommendation. Consistent with the Office of the National Drug Control Policy's (ONDCP's) definitions of the prevention, intervention, and treatment aspects of demand reduction, OJP agrees to report the Drug Courts Program as a demand reduction program beginning in Fiscal Year (FY) 2003.

In the *OJP Response to National Drug Control Strategy* submitted in April 2002, OJP proposed scoring the Drug Courts program as a demand reduction program, moving it from the state and local assistance drug control function to treatment because it provides drug abusing, non-violent offenders with comprehensive, judicially supervised drug treatment, drug testing, incentives, and sanctions, as an alternative to incarceration. Drug courts are a community-based response to the increasing numbers of nonviolent, alcohol and other drug abusing offenders who contribute to pervasive problems of prison and jail overcrowding and who maintain a high rate off recidivism. This collaborative effort is an intervention/treatment effort designed to reduce addiction and crime.

Recommendation 3: Ensure that the estimates used to report the Weed and Seed Program obligations to the ONDCP are reasonable and supported by adequate documentation.

We agree with this recommendation. The May 2002 ONDCP Circular, *Budget Formulation*, lists the Weed and Seed Program as one of the budget decision units included in the drug budget. Based on this ONDCP guidance, 100 percent of the funding for the Weed and Seed program is to be included in the National Drug Control Budget. Prior to the May 2002 Circular, only 50 percent of the Weed and Seed program funds were scored as drug-related.

The Weed and Seed program is a community-based initiative that provides an innovative, comprehensive multi-agency approach to law enforcement, crime prevention, and community revitalization. Based on ONDCP guidance and the ONDCP functional definitions, OJP will score approximately 89 percent of the \$58.925 million in Weed and Seed funding as state and local law enforcement assistance, which includes all enforcement, adjudication, prosecution, and supervision activities designed to target, apprehend, and incapacitate violent street criminals who terrorize neighborhoods and account for a disproportionate percentage of criminal activity. The remaining 11 percent (\$6.675 million) is scored as drug prevention as detailed in the chart below.

Weed and Seed Drug Prevention Programs and Activities

Drug Prevention Programs and Activities	Funding
Drug Education for Youth Program	\$850,000
Special Emphasis Areas:	
Substance Abuse Prevention (26 sites @ \$50,000)	\$1,300,000
Mentoring (27 sites @ \$50,000 x 50 percent)	\$675,000
Power of Prevention Training Conferences	\$500,000
National Crime Prevention Council Training/Technical Assistance	\$200,000
Site Safe Haven Drug Prevention Expenditures (210 sites funded in FY 2002 @ \$15,000)	\$3,150,000
Total	\$6,675,000

Recommendation 8: Ensure that verifiable and measurable outcome-based performance indicators are established for each of its 12 programs identified in this audit report.

We agree with this recommendation. As mandated by the Government Performance and Results Act (GPRA), the Office of Budget and Management Services (OBMS) implemented procedures during FY 2002 for annually verifying performance metric indicator data by the end of March each year. The new procedures require that OBMS coordinate with the appropriate Bureau/Program Office to obtain and review performance data source documentation submitted by the grantee organization. Based on OBMS' review, if necessary, OBMS will prepare a Corrective Action Report, which states the finding/recommendation, the action to be taken to correct the problem(s) detected, and a timetable for correcting the problem. To ensure prompt action has been taken by the Bureau/Program Office, OBMS will follow up with the Bureau/Program within 30 days. If corrective action is not taken by the Bureau/Program Office, OBMS will continue to follow up until corrective action is fully implemented. The Office of Budget and Management Services will continually review and enhance its process for verifying performance measures of its program activities.

We are fully committed to improving performance management of our programs and activities, and ensuring that meaningful outcomes to measure the efficiency and effectiveness of our programs are established. We are prepared to dedicate resources towards accomplishing this effort. In FY 2003, OJP will develop an agency level strategic and performance plan, which will yield, for the first time, outcome performance measures specific to OJP's strategic goals and objectives.

As stated in the ONDCP guidance issued in May 2002, only the following seven OJP programs are included in the National Drug Control Budget, and four of these, in whole or in part, are proposed to be scored as demand reduction activities.

OJP Programs Reported to ONDCP as of May 2002 ONDCP Guidance

Program	OJP Bureau/Program Office
Regional Information Sharing System	Bureau of Justice Assistance
Arrestee Drug Abuse Monitoring System	National Institute of Justice
JJ Drug Prevention Program*	Office of Juvenile Justice and Delinquency Prevention
Incentive Grants to Prevent Juvenile Crime - Enforcing Underage Drinking Laws Program	Office of Juvenile Justice and Delinquency Prevention
Weed and Seed Program*	Executive Office for Weed and Seed
Drug Courts Program*	Bureau of Justice Assistance
Residential Substance Abuse Treatment Program*	Bureau of Justice Assistance

* These programs are proposed to be scored, in whole or in part, as demand reduction activities.

Recommendation 9: Work with the OLP (Office on Legal Policy) to develop a formalized mechanism for coordinating and sharing information related to drug demand reduction activities among the components.

We agree with this recommendation. The Office of Justice Programs welcomes the opportunity to coordinate and share information related to drug demand reduction activities among the components, and will fully participate in efforts to develop and implement this mechanism.

We appreciate the opportunity to provide comments to the draft report. If you have any questions about this response, please feel free to contact me on (202) 307-5933, or LeToya Johnson, OJP Audit Liaison, on (202) 514-0692.

cc: Patricia Thackston, Director
Office of Budget and Management Services
Office of Justice Programs

Richard Nedelkoff, Director
Bureau of Justice Assistance

Robert Samuels, Acting Director
Executive Office for Weed and Seed

Cynthia J. Schwimer, Comptroller
Office of Justice Programs

LeToya A. Johnson, Audit Liaison
Office of Justice Programs

Vickie L. Sloan, Audit Liaison
Department of Justice

Executive Secretariat
Control Number 20030013

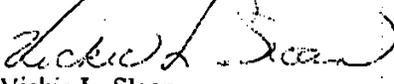


U.S. Department of Justice

Washington, D.C. 20530

MEMORANDUM

TO: David M. Sheeren
Regional Audit Manager
Denver Regional Audit Office
Office of the Inspector General

FROM: 
Vickie L. Sloan
Director
Audit Liaison Office
Justice Management Division

RE: Comments from the Office of the Deputy Attorney General on the Office of Inspector General Draft Report "Department of Justice Demand Reduction Activities"

The Office of the Deputy Attorney General (ODAG) provided my office the following two comments on the subject Office of the Inspector General (OIG) draft report. I am forwarding them to you for your consideration.

On pages 37 and 38 the ODAG notes that the draft report relies on National Household Survey trend data and suggests that the OIG consider the November 4, 2002 Department of Health and Human Services letter that advises the National Household Survey changed its methodology and cannot be relied upon for trend information. (See letter attached.)

On pages 36 through 39 the ODAG notes that the audit quotes the Office of National Drug Control Policy (ONDCP) 2001 Performance Report in reporting that no progress has been made in reducing youth drug use and suggests that the OIG consider the upcoming ONDCP National Drug Strategy which reflects significant progress based upon the December 2002 Monitoring the Future report. (See excerpts attached.)

If you have any questions concerning this information you may contact me on (202) 514-0469.

Attachments



DEPARTMENT OF HEALTH & HUMAN SERVICES

Substance Abuse and Mental
Health Services Administration

Center for Mental Health Services
Center for Substance Abuse
Prevention
Center for Substance Abuse
Treatment
Rockville MD 20857

November 4, 2002

Terry Zobeck, Ph.D., ONDCP
314 Missouri Avenue
Herndon, VA 20170

Dear Mr. Zobeck,

The Substance Abuse and Mental Health Services Administration (SAMHSA), DHHS, recognizes that the Office of National Drug Control Policy (ONDCP) is an important consumer of data produced by the Office of Applied Studies (OAS). SAMHSA is also aware that ONDCP uses SAMHSA data to assess the progress that has been made in attaining the goals incorporated in the National Drug Control Strategy. Several important goals such as reducing youth and adult drug use are measured with the data from the National Survey on Drug Use and Health (NSDUH), formerly the National Household Survey on Drug Abuse (NHSDA). It is, therefore, important that ONDCP be kept informed of technical changes in the survey and decisions that might affect the ability to generate trends based on these data. We have already advised you during a recent meeting with OMB of our concerns about comparing estimates based on data from the 2002 NSDUH with estimates based on data from surveys conducted prior to 2002. This memorandum is a response to your request for written comments on the best approach for dealing with this issue.

Three changes were made to the NSDUH at the outset of the 2002 survey. First, respondents were offered \$30 to encourage them to participate. This incentive was introduced because of a decline in response rates. Second, the survey introduced new field procedures and training to increase adherence to survey protocol. Methodological studies have demonstrated that interviewers unilaterally alter field procedures, a practice that can affect the way people answer survey questions. Finally, SAMHSA was ordered by a former Secretary, DHHS, to change the name of the survey, a decision that required two years to implement. All of these changes were designed to increase the quality of the data and the accuracy of the estimates.

An experiment was conducted in 2001 to assess the probable impact of incentives on response rates and data content and analyses were employed to examine the impact of the changes in field procedures and training of field interviewers on the quality of the data. However, it was not possible to examine the consequences of introducing these changes simultaneously. Nor was it possible to study how the change in the name of the survey would either independently or in conjunction with the other modifications affect the estimates.

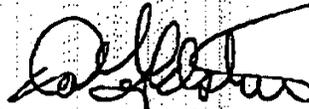
In analyzing data from the 2001 NSDUH, OAS found that the incentive and the change in field procedures had some effect on the estimates. Extensive studies of this matter showed these

effects were small. However, with these two methodological changes in place questions were raised about how OAS could adjust estimates based on the 2002 NSDUH data to make them comparable to estimates produced from earlier surveys. The problem is further complicated by the change in the name of the survey, which also took effect in 2002. To address the problem of making comparisons, OAS met with several nationally recognized experts in the area of survey methodology in September, 2002.

A summary of this meeting was provided to you under separate cover. Briefly, the panel noted that there is no simple way to quantify the impact of the changes implemented in the 2002 NSDUH. There is no question that the changes have improved response rates, probably improved the quality of the data, and somewhat lowered the costs of the survey. However, it is also clear that the quantitative adjustments necessary to compare the results of the 2002 survey with those of earlier surveys cannot be developed with the information now available. The impact of these changes on survey results can only be measured by conducting a very large, complicated, and costly experiment, for which there is neither time nor money.

Therefore, OAS is recommending that users of the NSDUH data not try to compare estimates based on the 2002 NSDUH with estimates produced prior to 2002. OAS continues to assess the preliminary data from 2002 and the possible methodological artifacts to determine if there are NSDUH measures that might not be affected by the changes in the survey. However, based on the analyses completed at this time, it appears the changes have affected the estimates of the prevalence of illicit drug use; and comparisons across years for these particular estimates will not be valid.

SAMHSA has informed DHHS of this decision and will document the analyses and deliberations leading to it in the forthcoming 2002 NSDUH report. SAMHSA does not at this time anticipate further changes of the NSDUH in the near future.



Donald Goldstone, M.D.
Director, Office of Applied Studies
Substance Abuse and Mental Health Services
Administration

cc: Charles Curie
Gregory Morris
Joseph Autry

**OFFICE OF THE INSPECTOR GENERAL
COMMENTS ON THE JUSTICE MANAGEMENT DIVISION
RESPONSE TO THE DRAFT REPORT**

The OIG has identified two issues in JMD's response to our draft report, (see Appendix XII), that we believe should be addressed. As a result, we are providing the following comments on JMD's response to the draft report.

The first comment in JMD's response states, ". . . *the OIG consider the November 4, 2002 Department of Health and Human Services letter that advises the National Household Survey Changed its methodology and cannot be relied upon for trend information.*"

The November 4, 2002, Department of Health and Human Services letter, (see Appendix XIII, page 95), identifies changes in the methodology used to conduct the National Survey on Drug Use and Health (NSDUH), formerly the National Household Survey on Drug Abuse. The letter also identifies concerns related to comparing estimates based on data from the 2002 NSDUH with estimates based on data from surveys conducted prior to 2002 because of the methodology changes. Since our audit report only includes estimates based on data from surveys conducted during 1985 through 2001, the changes to the 2002 survey methodology do not affect the data included in our report.

The second comment in JMD's response states, ". . . *the audit quotes the Office of National Drug Control Policy (ONDCP) 2001 Performance Report in reporting that no progress has been made in reducing youth drug use and suggests that the OIG consider the upcoming ONDCP National Drug Strategy which reflects significant progress based upon the December 2002 Monitoring the Future report.*"

The OIG has reviewed the upcoming **draft** National Drug Control Strategy attached to JMD's response. It should be noted that the document provided by JMD was marked as a draft for "Internal Use Only - Not for Dissemination outside ONDCP"; as a result, we did not include this document in our report. In our audit report we note that teen drug use has increased since 1992. Although the December 2002 Monitoring the Future report includes findings that indicate teens who report using certain illicit drugs has

been reduced from peak levels in 1995, 1996 and 1997, there is no indication that teen drug use is down from the lower percentages reported in 1992.

**ANALYSIS AND SUMMARY OF ACTIONS
NECESSARY TO CLOSE THE REPORT**

1. **Resolved.** This recommendation can be closed when we receive copies of the approved FY 2002 Management Assertion Statement and the Attestation Report prepared by a certified public accounting firm, supporting that the DEA has revised its methodology to ensure that financial obligations reported to the ONDCP more accurately reflect its demand reduction programs.
2. **Resolved.** This recommendation can be closed when we receive documentation from OJP supporting that its Drug Courts Program has been reported to the ONDCP as a demand reduction program.
3. **Resolved.** This recommendation can be closed when we receive documentation from OJP supporting the amounts used in calculating the \$6.675 million in Weed and Seed Program funding determined to be related to drug demand reduction activities.
4. **Resolved.** This recommendation can be closed when we receive documentation from the BOP supporting that verifiable and measurable outcome based performance indicators have been established for its drug demand reduction programs.
5. **Closed.**
6. **Resolved.** This recommendation can be closed when we receive documentation from the COPS Office supporting that verifiable and measurable outcome based performance indicators have been established for the COPS program that encompass the COPS in Schools Program.
7. **Resolved.** This recommendation can be closed when we receive documentation supporting the data source and methodology that the DEA plans to use for reporting on the performance indicators established for its drug demand reduction programs as a result of our report.
8. **Resolved.** This recommendation can be closed when we receive documentation from OJP supporting that verifiable and measurable

outcome based performance indicators have been established specific to OJP's strategic goals and objectives.

9. **Resolved.** This recommendation can be closed when we receive documentation supporting that the BOP, DEA and OJP, in conjunction with the OLP, have developed a formalized mechanism for coordinating and sharing information related to drug demand reduction activities.
10. **Resolved.** This recommendation can be closed when we received documentation supporting that the DEA has completed an evaluation of the degree to which its drug demand reduction strategic objectives can be achieved based on its existing resources, and that any recommendations that may from the evaluation have been implemented.