

# **OFFICE OF NATIONAL DRUG CONTROL POLICY**

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Fiscal Year 2012 Budget

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**EXECUTIVE OFFICE OF THE PRESIDENT**  
**OFFICE OF NATIONAL DRUG CONTROL POLICY**

**I. EXECUTIVE SUMMARY**

The Office of National Drug Control Policy (ONDCP) advises the Administration on national and international drug control policies and strategies, and works to ensure the effective coordination of drug programs within the National Drug Control Program agencies.

For the period October 1, 2011 through September 30, 2012, ONDCP is requesting \$355,685,000 and 99 full-time equivalent (FTE). The Fiscal Year (FY) 2012 budget request reflects three appropriations: the Salaries and Expenses (S&E); Other Federal Drug Control Programs; and High Intensity Drug Trafficking Areas (HIDTA). This request also includes a rescission of \$11,328,000 in unobligated prior year balances for the Counterdrug Technology Assessment Center (CTAC) program.

The FY 2012 request for S&E is \$23,413,000 and 98 FTE. This request includes \$23,163,000 for Operations and \$250,000 for Policy Research.

The FY 2012 request for the Other Federal Drug Control Programs is \$143,600,000 and one FTE. This request includes funds for the National Youth Anti-Drug Media Campaign program, the Drug Free Communities program, Anti-Doping Activities, and the World Anti-Doping Agency dues. This request also includes one FTE for the Drug Free Communities program.

The FY 2012 request for the High Intensity Drug Trafficking Area program is \$200,000,000. This request includes \$197,300,000 for grants and Federal transfers, and up to \$2,700,000 for HIDTA auditing services and associated activities.

NOTE: The FY 2011 CR funding reflects the annualized levels authorized under the Continuing Resolution (CR), pursuant to the Continuing Appropriations Act, 2011, Public Law (P.L.) 111-242, as amended).

**ONDCP FUNDING SUMMARY**  
(\$ in thousands)

	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>	<b>FY 11/12 % Difference</b>
<b>Salaries &amp; Expenses:</b>					
Operations	\$28,275	\$28,275	\$23,163	(\$5,112)	(18%)
Policy Research	\$1,300	\$1,300	\$250	(\$1,050)	(81%)
<b>Subtotal, Salaries &amp; Expenses</b>	<b>\$29,575</b>	<b>\$29,575</b>	<b>\$23,413</b>	<b>(\$6,162)</b>	<b>(21%)</b>
<b>Counterdrug Technology Assessment Center (CTAC)</b>	<b>\$5,000</b>	<b>\$5,000</b>	<b>(\$11,328)</b>	<b>(\$16,328)</b>	<b>(327%)</b>
<b>Other Federal Drug Control Programs:</b>					
National Youth Anti-Drug Media Campaign	\$45,000	\$45,000	\$45,000	\$0	0%
Drug Free Communities Program	\$95,000	\$95,000	\$88,600	(\$6,400)	(7%)
Anti-Doping Activities	\$10,000	\$10,000	\$8,100	(\$1,900)	(19%)
National Drug Court Institute	\$1,000	\$1,000	\$0	(\$1,000)	(100%)
Performance Measures Development	\$250	\$250	\$0	(\$250)	(100%)
National Alliance for Model State Drug Laws	\$1,250	\$1,250	\$0	(\$1,250)	(100%)
World Anti-Doping Agency (WADA) Membership Dues	\$1,900	\$1,900	\$1,900	\$0	0%
<b>Subtotal, Other Federal Drug Control Programs</b>	<b>\$154,400</b>	<b>\$154,400</b>	<b>\$143,600</b>	<b>(\$10,800)</b>	<b>(7%)</b>
<b>HIDTAs:</b>					
Grants and Federal Transfers	\$236,300	\$236,300	\$197,300	(\$39,000)	(17%)
HIDTA Auditing Services and Associated Activities	\$2,700	\$2,700	\$2,700	\$0	0%
<b>Subtotal, HIDTAs</b>	<b>\$239,000</b>	<b>\$239,000</b>	<b>\$200,000</b>	<b>(\$39,000)</b>	<b>(16%)</b>
<b>Total</b>	<b>\$427,975</b>	<b>\$427,975</b>	<b>\$355,685</b>	<b>(\$72,290)</b>	<b>(17%)</b>

Totals may not add due to rounding.

## II. MISSION

ONDCP advises the Administration on national and international drug control policies and strategies, and works to ensure the effective coordination of anti-drug programs within the Federal government. ONDCP seeks to foster healthy individuals and safe communities by effectively leading the Nation's effort to reduce drug use and its consequences.

ONDCP's major responsibilities include:

- Developing the *National Drug Control Strategy (Strategy)*;
- Overseeing a consolidated *National Drug Control Budget (Budget)* to implement the *Strategy* and certifying whether the drug control budgets proposed by National Drug Control Program agencies are adequate to carry out the *Strategy*;
- Coordinating, overseeing, and evaluating the effectiveness of Federal anti-drug policies and programs of National Drug Control Program agencies responsible for implementing the *Strategy*;
- Conducting policy analysis and research to determine the effectiveness of drug-control programs and policies in accomplishing the *Strategy's* goals;
- Encouraging private sector, state, local, and tribal initiatives for drug prevention, treatment, and law enforcement;
- Designating High Intensity Drug Trafficking Areas (HIDTA) and providing overall policy guidance and oversight for the award and management of Federal resources to HIDTAs in support of Federal, state, local, and tribal law enforcement partnerships within these areas;
- Overseeing the Drug-Free Communities (DFC) program, which provides grants to community anti-drug coalitions to reduce substance abuse among youth;
- Managing the National Youth Anti-Drug Media Campaign (Media Campaign), designed to prevent youth drug use with messages for youth and their parents and mentors;
- Developing and issuing the National Interdiction Command and Control Plan (NICCP) to ensure the coordination of the interdiction activities of all the National Drug Control Program agencies, and ensure consistency with the *Strategy*; and,
- Overseeing the creation and implementation of the *National Southwest Border Counternarcotics Strategy*, which aims to stem the flow and illegal drugs and their illicit proceeds across the southwest border and reduce associated crime and violence in the region. ONDCP coordinates interagency implementation of the strategy by chairing the Southwest Border Strategy Executive Steering Group (SWB-ESG).

ONDCP's three primary responsibilities are developing the *Strategy*; developing the *Budget*; and evaluating the effectiveness of the implementation of the *Strategy*.

## **National Drug Control Strategy**

Pursuant to the Office of National Drug Control Policy Reauthorization Act of 2006 and ONDCP's annual appropriations, ONDCP develops the President's *Strategy* for submittal to Congress. The *Strategy* sets forth a comprehensive plan for the year to reduce illicit drug use and the consequences of such illicit drug use in the United States (U.S.) by limiting the availability of, and reducing the demand for, illegal drugs.

ONDCP's reauthorizing statute requires the Office, in preparation of the *Strategy*, to consult with the heads of the National Drug Control Program agencies; Congress; state, local, and tribal officials; private citizens and organizations, including community and faith-based organizations with experience and expertise in demand reduction; private citizens and organizations with experience and expertise in supply reduction; and appropriate representatives of foreign governments.

The Administration's *Strategy* comprises a broad range of initiatives for reducing drug use and sets two goals to be attained by 2015:

- Curtail illicit drug consumption in America, including 15 percent reduction in current drug use among 12 to 17 year olds; and
- Improve the public health and public safety of the American people by reducing the consequences of drug abuse.

## **Federal Drug Control Budget**

The *Budget* identifies resources and performance indicators for programs within the Executive Branch that are integral to the *Strategy*, categorizing the resources for activities of agencies into common drug-control areas. With the President's FY 2012 Request, the *Budget* has been restructured to establish and display an accurate and reliable accounting of Federal resources spent to reduce drug use and its consequences. The *National Drug Control Strategy: FY 2012 Budget and Performance Summary* will reflect the new budget structure and framework, providing an accurate description of Federal funding dedicated to the drug-control mission.

To advise National Drug Control Program agencies of ONDCP's legal authorities and to ensure uniform reporting compliance, ONDCP has issued the following circulars: Budget Formulation, Drug Control Accounting, Budget Execution, and Policy Coordination. These circulars include instructions for agencies and bureaus in preparing budget proposals for ONDCP's review and certification, reprogramming requests, transferring of drug control funds between accounts, developing financial plans, and reporting requirements for the Annual Accounting of Drug Control Funds report.



Budget certification is the statutory process by which ONDCP reviews and shapes drug control budget proposals. ONDCP is required to determine the adequacy of an agency's proposed budget to implement the objectives of the *Strategy*. Certification affects the formulation of agency budgets that are incorporated into the President's proposed budget to Congress each year.

To be certified, agency budgets must support the priorities identified in the *Strategy*. The Director of ONDCP provides specific guidance to National Drug Control agencies on how best to support these priorities in the form of Funding Guidance letters. National Drug Control Program agencies will consider this guidance when formulating budgets.

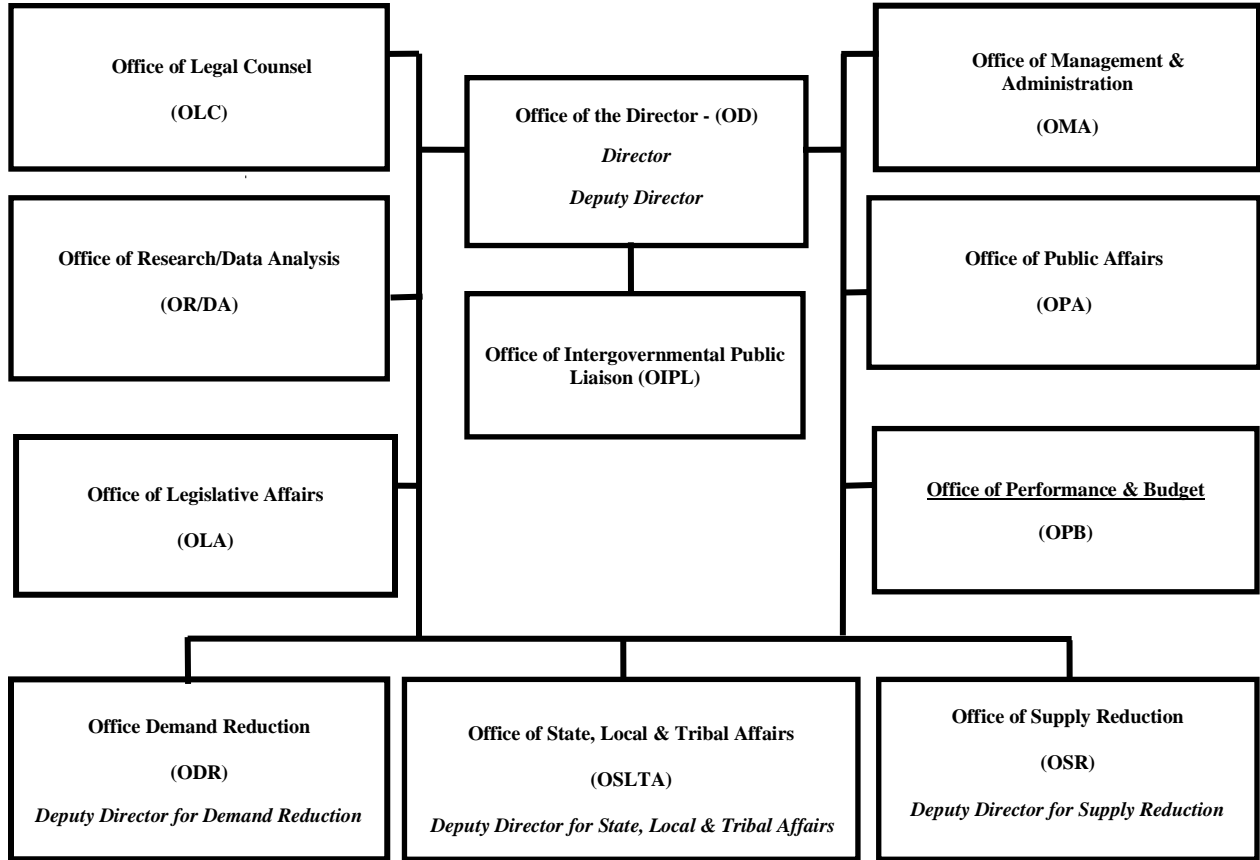
### **Evaluating the Effectiveness of the *Strategy***

Performance represents a key tool for ONDCP in its oversight of Federal agencies – it enables ONDCP to assess the extent to which the national *Strategy* meets its goals and the relative contributions of drug control agencies. Two laws, the Office of National Drug Control Policy Reauthorization Act of 2006 (P.L. 109-469), and the Government Performance and Results Act (GPRA) of 1993 set the framework for a range of performance requirements.

Monitoring the progress of the *Strategy* is done in several ways. The current performance system utilizes existing agency data systems in accordance with the GPRA as well as national studies and surveys such as Monitoring the Future and the National Survey on Drug Use and Health. Additional information is drawn from budget justifications, program assessments, surveys and evaluations, and internal management documents.

The drug budget restructuring effort includes the development of performance measures that monitor each new agency's drug-related contribution to the *Strategy*. ONDCP is actively working with new agencies to identify current measures that may be appropriate and to develop new metrics, where necessary. Monitoring the performance of drug-related agencies is critical to track both program level accomplishments and progress towards achieving the *Strategy's* overall goals and objectives.

### III. ORGANIZATION CHART



The following are summary descriptions of the ONDCP offices. The information is not intended to serve as a comprehensive description for each office.

#### **OFFICE OF THE DIRECTOR (OD)**

This office supports the Director in the management of the Office and the development and coordination of drug control policy.

#### **OFFICE OF INTERGOVERNMENTAL PUBLIC LIAISON (OIPL)**

This office works closely with national, state, local, and tribal leaders and law enforcement and substance abuse organizations to provide strategic outreach as ONDCP establishes policies, priorities and objectives for the Nation’s drug control program.

## **OFFICE OF LEGAL COUNSEL (OLC)**

This office provides legal advice on all aspects of the Office business and policy development.

## **OFFICE OF RESEARCH/DATA ANALYSIS (OR/DA)**

This office provides the Director and senior ONDCP staff with analysis of data and recent research results pertaining to drug policy. Additionally, the component oversees the Office's Policy Research program, which conducts research projects, *via* contractors, to inform policy formulation and assessment.

## **OFFICE OF LEGISLATIVE AFFAIRS (OLA)**

This office works to advance the Administration's drug policy with the Congress through outreach to Members of Congress and their staff, involvement in Congressional hearings, and the development of legislative strategies for bills and issues.

## **OFFICE OF MANAGEMENT AND ADMINISTRATION (OMA)**

This office provides financial management, human resources, administrative support and travel services, as well as security and information technology resources for the Office.

## **OFFICE OF PUBLIC AFFAIRS (OPA)**

This office develops and implements communications strategies to convey the Administration's drug policy priorities to the media and the public.

## **OFFICE OF PERFORMANCE AND BUDGET (OPB)**

This office coordinates policy and budget development, research, and evaluation for the Federal Drug Control Program.

## **OFFICE OF DEMAND REDUCTION (ODR)**

This office coordinates prevention, treatment, and recovery support policies for Federal agencies, and supports state and local efforts to enhance prevention treatment.

## **OFFICE OF STATE, LOCAL AND TRIBAL AFFAIRS (OSLTA)**

This office coordinates Federal efforts to disrupt the domestic market of illegal drugs. In addition, this office manages the High Intensity Drug Trafficking Areas, Drug Free Communities, and National Youth Anti-Drug Media Campaign programs.

## **OFFICE OF SUPPLY REDUCTION (OSR)**

This office coordinates international efforts to disrupt the market for illegal drugs with strategic

actions and relations with other countries. OSR provides analytic support of international issues to the Director and senior ONDCP staff and coordinates Intelligence Community and law enforcement intelligence counter-drug efforts.

## IV. HISTORICAL FUNDING OVERVIEW

**FY 2002 - FY 2012**  
(\$ in millions)

### FISCAL YEAR

	2002 Enacted	2003 Enacted	2004 Enacted	2005 Enacted	2006 Enacted	2007 Enacted	2008 Enacted	2009 Enacted	2010 Enacted	2011 CR	2012 Request
<b>Salaries &amp; Expenses</b>											
Operations	\$22.9	\$23.9	\$25.0	\$25.4	\$25.3	\$25.5	\$26.2	\$25.9	\$28.3	\$28.3	23.2
Model State Drug Laws	1.0	1.0	1.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Policy Research	1.4	1.3	1.3	1.3	1.3	1.3	0.3	1.3	1.3	1.3	0.2
Subtotal, Salaries & Expenses	25.2	26.3	27.8	26.8	26.6	26.8	26.4	27.2	29.6	29.6	23.4
<b>CTAC</b>	42.3	46.5	41.8	41.7	29.7	20.0	1.0	3.0	5.0	5.0	(11.3)
<b>HIDTA 1/</b>	226.3	226.0	225.0	226.5	224.7	224.7	230.0	234.0	239.0	239.0	200.0
<b>Other Federal Drug Control Programs 2/</b>	239.3	221.7	227.6	212.0	193.0	193.0	164.3	174.7	154.4	154.4	143.6
<b>Total ONDCP Resources</b>	<b>\$533.1</b>	<b>\$520.6</b>	<b>\$522.2</b>	<b>\$507.0</b>	<b>\$474.0</b>	<b>\$464.4</b>	<b>\$421.7</b>	<b>\$438.9</b>	<b>\$428.0</b>	<b>\$428.0</b>	<b>\$355.7</b>

1/ In FY 2003, \$1.15 million was transferred from CTAC to HIDTA.

2/ In FY 2005, funding for Model State Drug Laws was realigned to the Other Federal Drug Control Programs. Beginning in FY 2004, the Special Forfeiture Fund was renamed Other Federal Drug Control Programs.

Totals may not add due to rounding.

## V. SALARIES AND EXPENSES

### A. PROGRAM OVERVIEW

<b>Salaries &amp; Expenses: (\$ in thousands)</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
Operations	\$28,275	\$28,275	\$23,163	(\$5,112)
Policy Research	\$1,300	\$1,300	\$250	(\$1,050)
<b>Total, Salaries &amp; Expenses</b>	<b>\$29,575</b>	<b>\$29,575</b>	<b>\$23,413</b>	<b>(\$6,162)</b>
<b>Staffing (FTE)</b>	<b>118</b>	<b>118</b>	<b>98</b>	<b>(20)</b>

Funding requested for the S&E account provides personnel compensation and operational support for ONDCP. S&E funds support ONDCP's ability to meet its responsibilities, advise the President on drug control issues, and ensure the efficient and effective coordination and oversight of National Drug Control Program agencies' programs and policies. ONDCP's organization and mission include the following core beliefs:

- Illicit drug use is harmful.
- Drug availability can be reduced.
- Drug abuse can be prevented.
- Drug addiction can be treated.
- Recovery is sustainable.
- Illicit drug production, trafficking, and its associated violence at home and abroad can be reduced.
- Effective and emerging approaches are available to address these problems.

## **B. APPROPRIATION LANGUAGE**

### **General and special funds:**

Office of National Drug Control Policy

Salaries and Expenses

*For necessary expenses of the Office of National Drug Control Policy; for research activities pursuant to the Office of National Drug Control Policy Reauthorization Act of 2006 (Public Law 109-469); not to exceed \$10,000 for official reception and representation expenses; and for participation in joint projects or in the provision of services on matters of mutual interest with nonprofit, research, or public organizations or agencies, with or without reimbursement, \$23,413,000; of which \$250,000 shall remain available until expended for policy research and evaluation: Provided, That the Office is authorized to accept, hold, administer, and utilize gifts, both real and personal, public and private, without fiscal year limitation, for the purpose of aiding or facilitating the work of the Office.*

## C. SALARIES & EXPENSES FY 2012 BUDGET REQUEST

### Narrative Overview – Salaries and Expenses

The estimated fiscal year (FY) 2012 funding requirement for the ONDCP Salaries and Expenses is \$23,413,000 and supports an FTE level of 98. Whereas, the requested funding represents a net decrease of \$6,162,000 or 20.8 percent, from the FY 2010 enacted level, the reduction reflects a reprioritization of resources within the larger Federal Drug Control Program agencies. In addition to its 98 FTE, ONDCP makes use of intergovernmental personnel and reimbursable detailees to help support its mission. ONDCP has been instrumental in shifting and expanding resources available to priorities in support of the Administration's National Drug Control Strategy. ONDCP continues to focus on the core goals of the Strategy by providing guidance to, and oversight and coordination of the Federal Drug Control Program agencies. This FY 2012 budget request, in conjunction with an increase of \$334 million for Federal Drug Control Program agencies, supports ONDCP's mission.

### ONDCP S&E Operations

The FY 2012 request for ONDCP Operations is \$23,163,000, which is a decrease of \$5,112,000 or 18.1 percent from the FY 2010 enacted level. The FY 2012 request for ONDCP Operations is \$23,163,000, which is a decrease of \$5,112,000 or 18.1 percent from the FY 2010 enacted level. This funding level will allow ONDCP to continue to pursue achieving the *Strategy's* goals of reducing drug use and its consequences and ensuring improvements in fostering healthier individuals and safe communities by sustaining and building upon significant accomplishments. Since release of the *Strategy*, ONDCP has forged an unprecedented government-wide public health and public safety approach to reduce drug use and its consequences in the U.S. This budget will support the focused coordination and oversight of interagency drug control programs and policies. Below are several accomplishments in support of the *Strategy*:

#### Prescription Drug Abuse:

- Led interagency effort to secure bi-partisan passage of prescription drug take-back legislation. The legislation, entitled the Secure and Responsible Drug Disposal Act of 2010, was enacted October, 2010;
- Partnered with Drug Enforcement Agency, who led the National Take Back Initiative, in which 121 tons of prescription drugs were collected at over 4,000 sites across the nation in a *four-hour* period; and
- Raised awareness of the high rate of prescription drug abuse among active duty military and veterans.

#### Drugged Driving:

- Expanded the capacity of state and local law enforcement personnel to identify and enforce drugged driving by expanding their access to online Advanced Roadside Impaired Driving Enforcement (ARIDE) training material; and
- Enhanced awareness of drugged driving through increased news media outreach and



public engagements that highlighted an alarming number of drivers on the roadways with drugs in their system.

#### Drug Prevention:

- Revamped ONDCP's National Youth Anti-Drug Media Campaign to include a broader focus on substances most often abused by teens, including prescription drugs, marijuana, and alcohol and partnering with communities to reach at-risk youth populations in rural, suburban, and urban communities;
- Provided \$800,000 in discretionary grants to support local initiatives that prevent drug use among local populations; and
- Awarded \$85.6 million to 741 local and community-based drug prevention coalitions which includes 16 new mentoring coalitions, as part of the Drug Free Communities program.

#### Increased Transparency and Outreach:

- Launched first-ever agency blogger roundtable series to provide blogger access to key ONDCP officials and to share anti-drug data and resources with citizen journalists and online partners; and
- Expanded the frequency and use of social media platforms, including ONDCP blog, Twitter, Flickr, and video content to share ONDCP drug policy events and information across the Internet.

#### Improved International Relations and Reduced Drug Supply:

- Developed and oversaw implementation of the *National Southwest Border Counternarcotics Strategy* to stem the flow of illegal drugs and their illicit proceeds across the Southwest border and reduce associated crime and violence in the region;
- Fostered stronger international counterdrug partnerships with nations in the Western Hemisphere, Russia, and Afghanistan; and
- Achieved 31 percent cocaine removal rate in the Western Hemisphere Transit Zone, marking the highest rate of reduction in the supply of cocaine in the last decade.

#### Improved Interagency Communications:

- Established and maintained a formal interagency process to ensure all 106 Action Items in the *Strategy* are on track for completion and designed to achieve the *Strategy* goals of reducing drug use and its consequences; and
- Increased internal collaborations among ONDCP components.

### **ONDCP Policy Research**

ONDCP is requesting funding of \$250,000 for Policy Research in FY 2012, which is a decrease of \$1,050,000 or 80.8 percent, from the FY 2010 enacted level. ONDCP will use \$4.9 million in prior year accumulated balances to continue to conduct short-turnaround contract analysis projects to address specific issues concerning policy and support of the *Strategy*. The goal of the Policy Research program is to conduct rigorous and timely research projects that produce results to inform the drug policy formulation and assessment process. ONDCP requires Policy Research funds to inform the ONDCP Director, senior staff, the interagency community,

and the public of the current trends in drug use, drug supply, and related consequences.

This research involves collecting drug indicator data from across the public and private sectors, then assessing the magnitude of various aspects of drug problems and variations in trends over time and location. These analyses provide indications of how policies or programs may be affecting drug problems, and insights into opportunities for policy to reduce the consequences of drug use. Results of these analyses are disseminated as reports and briefings.

Policy Research contract analyses include recurring development of drug price and purity time series, estimation of drug consumption and supply in the United States, and investigation into the relationship between drugs and crime. Currently, of particular interest are research projects focusing on ONDCP's three Signature Initiatives: drugged driving, abuse of prescription drugs; and drug abuse prevention.

### **Gifts and Donations**

The FY 1990 appropriation for Salaries and Expenses and subsequent authorization language established a Gift Fund (GF) for ONDCP. The GF includes a trust fund into which all private monetary gifts and donations made to ONDCP are deposited.

**D. SUMMARY TABLES OF PROGRAM AND FINANCING**

**Salaries and Expenses  
(\$ in thousands)**

<b>Line Number</b>	<b>Program by activities</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
00.01	Salaries & Expenses	\$28,275	\$28,275	\$23,163	(\$5,112)
00.01	Policy Research	\$1,300	\$1,300	\$250	(\$1,050)
<b>10.00</b>	<b>Total Obligations</b>	<b>\$29,575</b>	<b>\$29,575</b>	<b>\$23,413</b>	<b>(\$6,162)</b>
	<b>Financing:</b>				
39.00	Budget Authority	\$29,575	\$29,575	\$23,413	(\$6,162)
	<b>Budget Authority:</b>				
40.00	Appropriation	\$29,575	\$29,575	\$23,413	(\$6,162)
	<b>Relation of Obligations to Outlay:</b>				
90.00	Total Outlays	\$29,575	\$29,575	\$23,413	(\$6,162)

(SUMMARY TABLES OF PROGRAM AND FINANCING, Continued)

**Gifts and Donations**  
(\$ in thousands)

<b>Line Number</b>	<b>Financing Schedule</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
21.40	Unobligated Balance Available, Start of Year	\$79	\$59	\$49	(\$10)
24.40	Unobligated Balance Available, End of Year	\$59	\$49	\$39	(\$10)
	<b>Relation of Obligations to Outlays:</b>				
90.00	Outlays (net)	\$20	\$10	\$10	\$0

**E. SUMMARY TABLES OF PERSONNEL**

<b>PERSONNEL</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
Total Number of Appropriated Full-Time Permanent Positions	118	118	98	(20)

**F. DETAIL OF PERMANENT POSITIONS – STAFFING PLAN**

<b>Permanent Positions</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR Level</b>	<b>FY 2012 Request</b>	<b>FY11/12 Difference</b>
EX 1	1	1	1	0
EX 2	1	1	1	0
EX 3	3	3	3	0
SES	15	15	13	(2)
GS-15	31	31	30	(1)
GS-14	26	26	21	(5)
GS-13	14	14	8	(6)
GS-12	10	10	9	(1)
GS-11	7	7	6	(1)
GS-10	6	6	3	(3)
GS-9	3	3	2	(1)
GS-8	0	0	0	0
GS-7	1	1	1	0
<b>Total Appropriated Permanent Positions</b>	<b>118</b>	<b>118</b>	<b>98</b>	<b>(20)</b>

**G. SUMMARY TABLES OF BUDGET AUTHORITY BY OBJECT CLASS**  
(\$ in thousands)

**Salaries and Expenses - Operations**

<b>Line Number</b>	<b>Salaries and Expenses Operations</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
10.0	Personnel Compensation & Benefits	\$17,629	\$17,629	\$15,368	(\$2,261)
21.0	Travel & Transportation of Persons	\$980	\$980	\$600	(\$380)
22.0	Transportation of Things	\$38	\$38	\$37	(\$1)
23.1	Rental Payments to GSA	\$3,174	\$3,174	\$3,174	\$0
23.3	Communications, Utilities, & Miscellaneous Charges	\$336	\$336	\$331	(\$5)
24.0	Printing & Reproduction	\$150	\$150	\$130	(\$20)
25.0	Other Contractual Services	\$5,677	\$5,677	\$3,293	(\$2,384)
26.0	Representation Funds	\$10	\$10	\$10	\$0
26.0	Supplies & Materials	\$231	\$231	\$210	(\$21)
31.0	Equipment	\$50	\$50	\$10	(\$40)
<b>99.0</b>	<b>Total Obligations</b>	<b>\$28,275</b>	<b>\$28,275</b>	<b>\$23,163</b>	<b>(\$5,112)</b>

**Salaries and Expenses – Policy Research**

<b>Line Number</b>	<b>Program by activity</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
40.05	Policy Research	\$1,300	\$1,300	\$250	(\$1,050)
<b>99.00</b>	<b>Total Budget Authority</b>	<b>\$1,300</b>	<b>\$1,300</b>	<b>\$250</b>	<b>(\$1,050)</b>



**(SUMMARY TABLES OF BUDGET AUTHORITY BY OBJECT CLASS, Continued)**  
**(\$ in thousands)**

**Gifts and Donations**

<b>Line Number</b>	<b>Gifts and Donations</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
26.00	Supplies & Materials	\$79	\$59	\$49	(\$10)
<b>99.00</b>	<b>Total Budget Authority</b>	<b>\$79</b>	<b>\$59</b>	<b>\$49</b>	<b>(\$10)</b>

**H. EXPLANATION OF BUDGET REQUEST BY OBJECT CLASS**

(\$ in thousands)

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Personnel Compensation &amp; Benefits</b>	<b>\$17,629</b>	<b>\$15,368</b>	<b>(\$2,261)</b>

Funds in this object class provide full-year salaries and benefits for 98 FTE. In addition to its 98 FTE, ONDCP makes use of intergovernmental personnel and reimbursable detailees to help support its mission. ONDCP has been instrumental in shifting and expanding resources available to priorities in support of the Administration’s National Drug Control Strategy. ONDCP continues to focus on the core goals of the Strategy by providing guidance to, and oversight and coordination of the Federal Drug Control Program agencies. This FY 2012 budget request, in conjunction with an increase of \$334 million for Federal Drug Control Program agencies, supports ONDCP’s mission.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Travel and Transportation</b>	<b>\$980</b>	<b>\$600</b>	<b>(\$380)</b>

The requested amount funds the full-year cost of travel for ONDCP staff and invitational travel. This amount also includes travel for the U.S. Marshal Service Investigators serving under the Director’s protection detail. The decrease in this object class represents a commitment to reduce costs.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Transportation of Things</b>	<b>\$38</b>	<b>\$37</b>	<b>(\$1)</b>

This object class includes express mail and miscellaneous moving expenses. The decrease in this object class represents a commitment to reduce costs.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Rental Payments to GSA</b>	<b>\$3,174</b>	<b>\$3,174</b>	<b>\$0</b>

This amount includes an estimated \$3,174,000 for the full year cost of office space at rates established by the General Services Administration (GSA) for office space in the Washington, D.C. central business district. The building is privately owned and ONDCP is located on five

separate floors (57,130 rentable square feet of space and 13 structured/reserved parking spaces). The building includes office space, four conference rooms, video teleconferencing center, mapping center, and a Sensitive Compartmented Information Facility (SCIF). Note: The FY 2012 rent level will support option five of a five-year lease agreement, ending on April 30, 2012. GSA is working on negotiating a new lease agreement for ONDCP. GSA expects the FY 2012 rent to be approximately the same as FY 2011.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Communications, Utilities, and Miscellaneous Charges</b>	<b>\$336</b>	<b>\$331</b>	<b>(\$5)</b>

The requested amount funds commercial and wireless services, including blackberry service charges, parking space rental charges, video teleconferencing center Internet charges, miscellaneous rental charges, and television charges. The decrease in this object class represents a commitment to reduce costs.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Printing and Reproduction</b>	<b>\$150</b>	<b>\$130</b>	<b>(\$20)</b>

This requested amount reflects basic printing needs to include the publication of the *Strategy*, the *Budget*, *National Southwest Border Counternarcotics Strategy*, research reports, as well as the Federal Register and the Code of Federal Regulations. Printing services are provided by the U.S. Government Printing Office and the Defense Automated Printing Service. The decrease in this object class represents a commitment to reduce costs.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Other Services</b>	<b>\$5,677</b>	<b>\$3,293</b>	<b>(\$2,384)</b>

This requested amount reflects contract services including: Clearinghouse Services for stakeholder outreach, information resource distribution, response center operations, systems/application development, and website hosting and management; staff training to provide professional development opportunities and enhance employees' ability to accomplish the objectives of the *Strategy*; guard services through the Federal Protective Services' contract; Director's protection through the U.S. Marshal Service; information technology (IT) contract support services; copier rental and support agreements; building maintenance; service and equipment maintenance renewal; state legislative tracking service; transcription services; and

foreign language translation services. The decrease in this object class represents a commitment to reduce costs. Major services such as the Clearinghouse, guard services, Director's protection, and IT contract support services will need to be reduced in order to allow for adequate funding of 98 FTE.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Supplies and Materials</b>	<b>\$241</b>	<b>\$220</b>	<b>(\$21)</b>

This requested amount reflects office supplies, materials, electronic subscriptions, and publications. This also includes \$10,000 for Reception and Representation funds which would allow the Director to host meetings with non-Federal partners and stakeholders participating in the effort to reduce drugs and its consequences. The decrease in this object class represents a commitment to reduce costs.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Equipment</b>	<b>\$50</b>	<b>\$10</b>	<b>(\$40)</b>

This amount funds the purchase of only miscellaneous equipment that needs replacement. The decrease in this object class represents a commitment to reduce costs.

	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>Net Change</b>
<b>Total All Object Classes</b>	<b>\$28,275</b>	<b>\$23,163</b>	<b>(\$5,112)</b>

## **VI. COUNTERDRUG TECHNOLOGY ASSESSMENT CENTER (CTAC)**

### **A. FY 2012 BUDGET REQUEST**

An amount of \$11,328,000 is being proposed for rescission for the CTAC program from prior year unobligated funds.

<b>CTAC Total Request (\$ in thousands)</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
Research & Development	\$5,000	\$5,000	(\$11,328)	(\$16,328)

**B. APPROPRIATION LANGUAGE**

**COUNTERDRUG TECHNOLOGY ASSESSMENT CENTER**

(cancellation)

*Of the unobligated balance available under this heading from prior year appropriations for research activities pursuant to the Office of National Drug Control Policy Reauthorization Act of 2006 (Public Law 109-469), \$11,328,000 are hereby permanently cancelled: Provided further, That no amounts may be cancelled from amounts that were designated by the Congress as an emergency requirement pursuant to the Concurrent Resolution on the Budget or the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.*

## **VII. OTHER FEDERAL DRUG CONTROL PROGRAMS**

### **A. APPROPRIATION LANGUAGE**

#### **FEDERAL DRUG CONTROL PROGRAMS Federal Funds**

#### **General and special funds:**

#### **Other Federal Drug Control Programs**

#### **(including transfer of funds)**

*For other drug control activities authorized by the Office of National Drug Control Policy Reauthorization Act of 2006 (Public Law 109-469), \$143,600,000, to remain available until expended, of which the amounts are available as follows: \$45,000,000 to support a national media campaign; \$88,600,000 for the Drug-Free Communities Program, of which \$2,000,000 shall be made available as directed by section 4 of Public Law 107-82, as amended by Public Law 109-469 (21 U.S.C. 1521 note); \$8,100,000 for the anti-doping activities; \$1,900,000 for the United States membership dues to the World Anti-Doping Agency: Provided, That amounts made available under this heading may be transferred to other Federal departments and agencies to carry out such activities.*

**B. SUMMARY TABLES OF PROGRAM AND FINANCING**

**OTHER FEDERAL DRUG CONTROL PROGRAMS  
(\$ in thousands)**

<b>Line Number</b>	<b>Program by Activities</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
00.01	National Youth Anti-Drug Media Campaign	\$45,000	\$45,000	\$45,000	\$0
00.01	Drug Free Communities Support Program	\$95,000	\$95,000	\$88,600	(\$6,400)
00.01	Anti-Doping Activities	\$10,000	\$10,000	\$8,100	(\$1,900)
00.01	National Drug Court Institute	\$1,000	\$1,000	\$0	(\$1,000)
00.01	National Alliance for Model State Drug Laws	\$1,250	\$1,250	\$0	(\$1,250)
00.01	Performance Measures Development	\$250	\$250	\$0	(\$250)
00.01	World Anti-Doping Agency (WADA) Membership Dues	\$1,900	\$1,900	\$1,900	\$0
<b>10.00</b>	<b>Total Obligations</b>	<b>\$154,400</b>	<b>\$154,400</b>	<b>\$143,600</b>	<b>(\$10,800)</b>
	<b>Financing:</b>				
39.00	Budget Authority	\$154,400	\$154,400	\$143,600	(\$10,800)
	<b>Budget Authority:</b>				
40.00	Appropriation	\$154,400	\$154,400	\$143,600	(\$10,800)
	<b>Relation of Obligations to Outlay:</b>				
90.00	Total Outlays	\$154,400	\$154,400	\$143,600	(\$10,800)



### C. PERSONNEL

Personnel associated with the administration of Other Federal Drug Control Programs are funded from ONDCP's Salaries and Expenses account, except one reimbursable position authorized from the Drug Free Communities Act.

<b>PERSONNEL</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
Total Number of Appropriated Full-Time Permanent Positions	1	1	1	0

### D. OTHER FEDERAL DRUG CONTROL PROGRAMS

#### FY 2012 BUDGET REQUEST

The FY 2012 request for the Other Federal Drug Control Programs account is \$143,600,000. These funds will be used to carry out four programs:

- National Youth Anti-Drug Media Campaign;
- Drug Free Communities Program;
- Anti-Doping Activities; and
- World Anti-Doping Agency (WADA) Membership Dues.

The following FY 2012 Performance Plans and FY 2010 Reports are presented in this section with the budget request:

- National Youth Anti-Drug Media Campaign; and
- Drug Free Communities Program.

## **1. NATIONAL YOUTH ANTI-DRUG MEDIA CAMPAIGN**

### **a. MISSION STATEMENT**

The mission of the National Youth Anti-Drug Media Campaign (Campaign) is to educate and enable America's youth to reject illicit drugs. Specifically, the authorizing statute (Treasury-Postal Appropriations Act of 1998, P.L. 105-61) "Drug-Free Media Campaign Act of 1998" (21 USC 1801 et. seq.), as amended, and the ONDCP Reauthorization Act of 2006, direct ONDCP to conduct a national media campaign to prevent and reduce youth drug use.

The Campaign is re-authorized within Title V of the ONDCP Reauthorization Act of 2006, for the purpose of (i) preventing drug abuse among young people in the United States, (ii) increasing the awareness of adults of the impact of drug abuse on young people; and (iii) encouraging parents and other interested adults to discuss with young people the dangers of illegal drug use.

### **b. PROGRAM DESCRIPTION**

Congress created the Campaign in 1998, with the goal of preventing and reducing youth drug use across the Nation. Additionally, in 2006, Congress added a requirement to address methamphetamine.

The Campaign has two distinct areas of focus: a teen-targeted "Above the Influence" (ATI) campaign (including a component to reach influencers of youth, such as parents and coaches) and a young adult-targeted Anti-Methamphetamine (Meth) campaign.

This requested level of funding enables the Campaign to build upon the high level of awareness of its ATI brand with teens to execute the new approach called for in the *Strategy* – a two-tiered prevention approach for the teen-targeted ATI campaign. This new approach also includes a broadening of the ATI campaign's messaging to teens to address youth drug use generally, as well as those substances typically associated with first use, such as alcohol, prescription drugs, and marijuana.

The new two-tiered message delivery strategy strikes a more effective balance between broad, national-level ATI prevention messaging (Tier One) and more targeted and customizable efforts focusing on local communities (Tier Two). This allows the Campaign to continue to reach all teens across the country with a highly visible national media presence (Tier One), while actively engaging youth at the community level with messaging most relevant to them and seeking their participation in the ATI campaign (Tier Two).

#### ATI Tier One – National-level Prevention Campaign

National-level ATI advertising continues, as in past years, to provide a base level of prevention messaging targeted to teens 14 to 16 years old, representing key transition years from middle school to high school, when teens are most susceptible to substance abuse. The national-level campaign remains the sole, persistent anti-drug messaging vehicle to counter the abundance

of pro-drug messaging in today's pop culture and provides messaging to youth about the risks associated with drug use. To deliver its national-level ATI messaging, the Campaign continues to place its anti-drug advertising in traditional media outlets, such as television and cinema. But as digital media outlets have become a major part of most teens' lives, the Campaign now places a greater emphasis on online media and social networking outlets, such as Google, YouTube, and Facebook.

### ATI Tier Two – Working with Community Partners to Localize and Amplify ATI

While a national Tier One advertising campaign is a valuable asset to which communities can anchor their individual youth substance abuse prevention programs, the Campaign recognizes that it is at the community level where youth substance abuse prevention messaging is most needed. In FY 2010, the Campaign began the localized ATI messaging (Tier Two) portion of its new multi-tiered vision. Tier Two initiatives provide a model for combining localized ATI advertising with additional youth-serving, partner-led communication efforts. The model includes partnerships with local youth-serving organizations that administer on-the-ground ATI activities with their youth, provides paid advertising that utilizes teen-generated messaging and artwork in ads that will be placed back in the community, and conducts outreach to local news media to increase awareness of the localized ATI activities within the community.

In Tier Two, the Campaign works closely with community-level, youth-serving partner organizations (e.g., Student Against Destructive Decisions (SADD) chapters, Boys and Girls Clubs of America, Y's (formerly the YMCA), ASPIRA (a national Hispanic organization dedicated to developing the educational and leadership capacity of Hispanic youth) and Drug-Free Communities grantees to localize and customize the widely-recognized ATI brand. This coordination helps these "on-the-ground" partners address the drug issue with youth in their respective communities. Youth-serving partner organizations are critical to implementing the Campaign's ATI Tier Two initiative, allowing the Campaign to leverage the reach, contacts, and local expertise of the partnering organizations so youth can engage in ATI in new and engaging ways. The Campaign also supports local communities by providing technical assistance to groups so they can implement ATI activities with their youth. To foster youth participation at the community level, the Campaign has partnered with more than 40 youth-serving organizations in over 20 cities across the country and provided technical assistance and training to over 500 community organizations through conference workshops and webinars.

### Meth Campaign

In addition to the teen-targeted "Above the Influence" efforts, the Campaign also conducts an Anti-Meth Campaign targeted to the friends and family of young adults (ages 18-34) who may be using methamphetamine, as well as non-habitual users of methamphetamine, with anti-methamphetamine messages in those states with high methamphetamine use rates. Additional culturally-relevant anti-methamphetamine messages are directed to those states with the highest percentage of American Indians and Native Alaskans because methamphetamine use rates for this population remains among the highest among any race/ethnicity – almost two times higher than other groups, according to the recent National Survey on Drug Use and Health. See Figure 1 for an overview of recent Campaign history and the new direction.

**Figure 1: Campaign Overview and Direction**

	<b>FY 2009</b>	<b>FY 2010</b>	<b>FY 2011</b>	<b>FY2012</b>
<b>Youth</b>	<i>Above the Influence</i> (ATI) with a historical focus on marijuana and primarily a national advertising campaign.	Strategic redirection of <i>Above the Influence</i> (ATI): <ul style="list-style-type: none"> <li>• Employ two-tier outreach approach: a national campaign (Tier One) with additional advertising and activities targeting local communities (Tier Two).</li> <li>• Evolve ATI messaging beyond marijuana to a broader focus on those substances typically first used by teens (e.g. alcohol, prescription drugs, as well as marijuana and other emerging drug threats.)</li> </ul>		
<b>Parents/ Adult Influencers of Teens</b>	Teen prescription drug abuse campaign to make parents aware of the issue and how to take appropriate steps. Two four-month campaign flights: one in FY 2008 and one in FY 2009.	Paid advertising effort to parents has been discontinued as ONDCP focuses full resources on the youth strategy outlined above.  Adult influencers of teens, including parents, will continue to be provided resources and information through outreach to partnering organizations, as well as online via TheAntiDrug.com. A new “influencer” site is planned for the fourth quarter of FY 2011.		
<b>Young adults/meth</b>	Anti-Meth campaign targeting the friends and family of young adults (ages 18-34) who may be using methamphetamine, as well as non-habitual users of methamphetamine, runs annually in those areas of the country hardest hit by methamphetamine. The Campaign has run for the past four years and will continue as a requirement of the Reauthorization Act of 2006.			

### c. FY 2012 BUDGET REQUEST

ONDCP is requesting \$45,000,000 in FY 2012 for the National Youth Anti-Drug Media Campaign, which is no change from the FY 2010 enacted level. In FY 2006 and FY 2007, the funding level was \$99,000,000; in FY 2008 the funding level was \$60,000,000; and in FY 2009 the funding level was \$70,000,000.

The FY 2012 request of \$45,000,000 will sustain the Campaign's ability to reach teens via a national-level (ATI Tier One) anti-drug advertising campaign to counter the abundance of pro-drug messages in teens' lives and provide messages to youth about the risks associated with drug use. This is especially important given the recent National Survey on Drug Use and Health data showing illicit drug use is up sharply in 2009 to the highest level since the earliest comparable data (2002). The requested funds will also ensure the Campaign is able to use ATI Tier Two resources, outreach, and activities in local communities. Tier Two also includes the development of partnerships with youth-serving organizations such as the Boys and Girls Clubs, Y's, SADD chapters and coalitions from ONDCP's Drug Free Communities program – all capable of tailoring and delivering the Campaign's ATI messaging to teens in their individual communities.

Campaign tracking surveys find that teens who report exposure to Campaign messaging also report stronger anti-drug attitude and intentions. Evidence for the effectiveness of the "Above the Influence" Campaign appeared in a study published by the peer-reviewed journal *Prevention Science* at (<http://www.springerlink.com/content/ljl437nx38745452/fulltext.pdf>.) The print version will be published later this spring. This independent scientific analysis, funded through a grant by the National Institutes on Drug Abuse, concluded that "exposure to the ONDCP (ATI) campaign predicted reduced marijuana use." The analysis, across 40 middle schools in 20 U.S. communities, showed that those youth who reported exposure to the ATI campaign were less likely to begin use of marijuana compared to those not exposed to the ATI campaign – a finding consistent with the Campaign's own year-round Youth Ad Tracking Survey results. Further, the implementation of the Campaign's ATI Tier Two initiative (a community-level effort centered on youth-serving organizations conducting "Above the Influence" activities with youth) has been underway since the Fall of 2010 (prior to the release of the independent study) and is designed to amplify the effects of the national ATI campaign.

After the successful launch of Tier Two, ONDCP expanded to additional cities and looks to continue this approach in the future. The FY 2012 Budget request is required to continue this high level of engagement of ATI messaging with teens and youth-serving organizations in their local communities. At the requested budget level, ONDCP expects 20-25 new Tier Two communities to be served each fiscal year. This funding will also provide online resources and technical assistance to any community group (outside of the 20-25 designated Tier Two communities each fiscal year) wishing to participate in ATI activities and the localization of the Campaign's ATI messaging.

In addition to Tier One and Tier Two ATI messaging, the Campaign also has a Congressional requirement to spend at least 10 percent of each year's appropriation on a campaign to reduce the use of methamphetamine. The Anti-Meth Campaign reaches young adults, ages 18-34, and their friends and families with anti-methamphetamine messages in those states with high meth use rates. Additional culturally relevant anti-methamphetamine messages are directed to those states with the highest percentage of American Indians and Native Alaskans. ONDCP will continue to meet this requirement at the requested budget level.

<b>National Youth Anti-Drug Media Campaign</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
(\$ in thousands)	\$45,000	\$45,000	\$45,000	\$0

## d. FY 2012 PERFORMANCE PLAN, FY 2010 REPORT, AND FY 2012 MEANS AND STRATEGIES

### a. FY 2012 Performance Plan and FY 2010 Report

#### 1. FY 2012 Performance Plan

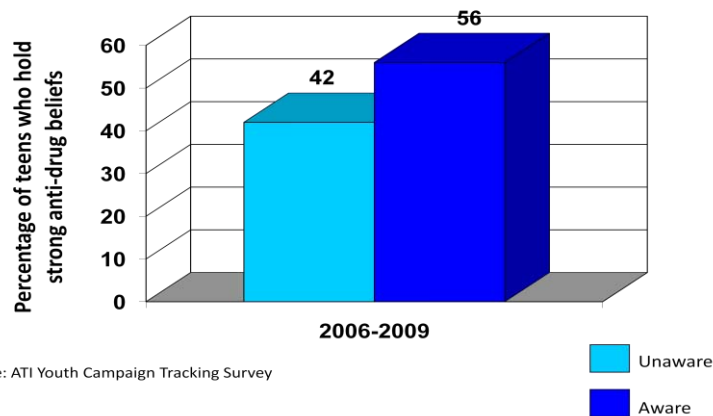
Beginning in FY 2010, ONDCP moved away from its three marijuana-centric measures to new measures that are more closely aligned with the Campaign's new approach. The three new measures include two new youth-related measures (for the ATI campaign) and one new young adult-related measure (for the Anti-Meth Campaign). The new measures are also consistent with the focus of the *Strategy* to strengthen efforts to prevent drug use in communities by using the Campaign to provide sound information to young people about the dangers of drug use.

#### ATI Campaign Measurement

The ATI campaign measurement survey results from the past four years (Figure 2) show that teens who are aware of, or engaged with, ATI are more likely to hold stronger anti-drug beliefs – suggesting the ATI messaging is resonating with teens and appears to be demonstrating positive Campaign effects. The FY 2012 Budget request is needed to maintain the Campaign's ability to reach as many teens, as often as possible, with the salient ATI messaging as part of a robust and highly visible national media plan (i.e. Tier One) that includes a mix of digital (e.g. online and mobile) and traditional media (e.g. TV). The highly fragmented teen media consumption patterns necessitate a diversified media plan similar to those in use by other leading youth brands, e.g. Nintendo Wii, Mountain Dew, Proactive (skin care), Taco Bell and the Armed Services. By partnering with local organizations to customize ATI messaging, ATI will continually evolve and grow more relevant to teens around the country.

#### ANTI-DRUG BELIEFS ARE STRONGER WITH AD EXPOSURE

– Youth who are *aware* of ATI advertising are consistently more likely to have stronger anti-drug beliefs compared to those *unaware* of the Campaign's advertising.



**Figure 2: Four Years of Above the Influence (2006-2009)**

Since the implementation of a redesigned Campaign (with an ATI campaign re-launch in June 2010), data for the new performance measures for the FY 2010 reporting period became available in December 2010. The charts in Figure 3 describe the three new measures that will be in place for FY 2010-2012.

**Figure 3: New GPRA Measures for FY 2010-2012**

**Youth measure #1: Composite<sup>1</sup> measure of 19 anti-drug belief statements related to risks of drug use and alternative positive life choices**

FY	Measure	Target	Date Actual Data Available	Source (Study)
2010-2012	Stronger anti-drug beliefs for those youth ages 14-16 who are more exposed vs. less exposed to the Campaign	Percentage point difference: 10 percentage points	December following the close of each FY	Youth Tracking Survey

**Youth measure #2: Composite<sup>2</sup> measure of 13 anti-drug belief statements related to relevance and importance of the Campaign’s messaging to teens**

FY	Measure	Target	Date Actual Data Available	Source (Study)
2010-2012	Stronger ATI beliefs (find the Campaign messaging relevant and important in keeping them away from drugs) for those youth ages 14-16 more engaged with the ATI campaign vs. those youth less engaged with the ATI campaign	Percentage point difference: 10 percentage points	December following the close of each FY	Youth Tracking Survey

**Meth Measure: Composite<sup>3</sup> measure of 12 anti-meth belief statements related to risks associated with meth use and the hope for recovery**

FY	Measure	Target	Date Actual Data Available	Source (Study)
2010-2012	Stronger anti-meth beliefs for those adults 18-35 more exposed vs. those adults less exposed to the Campaign	Percentage point difference: 5 percentage points	December following the close of each FY	Meth Tracking Survey

Four years of the ATI youth tracking survey data from FY 2006-2009 suggest favorable Campaign effects occur when teens are aware of the ATI campaign, as compared to teens who are not aware, i.e. higher levels of awareness of the Campaign yield stronger anti-drug beliefs (as illustrated in Figure 2 above).

The new percentage point “difference”-type measures rely on identifying members of the

<sup>1</sup>Composite measure of anti-drug belief statements is a straight average of 19 anti-drug belief statements related to risks of drug use and alternative positive life choices.

<sup>2</sup>Composite measure of anti-drug belief statements is a straight average of 13 anti-drug belief statements related to relevance and importance of the Campaign’s messaging to teens.

<sup>3</sup>Composite measure of anti-meth belief statements is a straight average of 12 anti-meth belief statements related to the risks associated with meth use and the hope for recovery from meth addiction.



target audience (e.g. either youth for “Above the Influence” or young adults for the Anti-Meth campaign) that have varying levels of Campaign exposure to illustrate Campaign effects that are statistically significant. A “difference”-type measure looks at the percentage point difference in strength of anti-drug beliefs between those with varying levels of Campaign awareness (e.g. those with greater awareness of the Campaign versus those unaware of the Campaign). Further, the Campaign anticipates there being a continual “difference” in awareness levels of the Campaigns (for either the “Above the Influence” Campaign or the Anti-Meth campaign), thus this new type of measure also provides a level of adaptability to accommodate any potential changes in the focus of the messaging (e.g. to newer drug threats such as prescription drug abuse).

Further, the positive Campaign effects shown in Figure 2 have continued during the modernization of the tracking survey methodology<sup>4</sup> from a mall-based methodology (i.e. “mall intercepts” of teens from FY 2006-2009 conducted by a leading third party research vendor, Millward-Brown) to an online methodology (i.e. “online panels” of teens beginning in the third quarter of FY 2010 conducted by another leading third-party research vendor, OTX Research). ONDCP and the Campaign have established reasonable targets for both the ATI and Meth campaigns based on the complete FY 2010 tracking survey results and analysis of the mall-based and online methodologies to ensure reliability and consistency of results between the two methodologies.

## **2. FY 2010 Report**

A redesigned “Above the Influence” youth campaign – as a key part of the prevention component of the *Strategy* – provides teens with sound information about the risks of substance abuse and how to rise above the negative influences that can place them at risk. With the “ATI” brand, the Campaign’s messaging continues to challenge youth perceptions that drug use is a common and socially-accepted behavior, particularly in light of the preponderance of pro-drug messaging that exists in today’s pop culture and online media environment.

The Campaign’s new measures focus on favorably impacting anti-drug-related beliefs as a necessary precursor to lowering intentions to use drugs and ultimately contributing to lower teen drug use, along with other key prevention-related elements of the *Strategy* (i.e. strengthening efforts to prevent drug use in communities). Further, the new Campaign vision and its multi-tiered initiatives, as described in the Program Description section, do more to assist local communities and “on-the-ground” partners in their efforts to prevent drug use.

Two new youth-related measures and one new young adult meth-related measure are listed below in Figure 4 as the new performance measures for FY 2010-2012. The data source for all three measures is the Media Campaign’s Ad Tracking Survey. Results for each fiscal year will be available in December, following the close of each fiscal year.

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<sup>4</sup> In accordance with the February 2010 OIRA-approved Tracking Survey data collection package (OMB 3201-0010).

Performance Goals and Accomplishments

**Figure 4: Performance Goals**

					<b>FY 2010</b> <b>\$45 million</b>	<b>FY 2011</b> <b>\$45 million</b> <b>CR Level</b>	<b>FY 2012</b> <b>\$45 million</b> <b>Request</b>
					<b>Target</b> <b>Actual</b>	<b>Target</b> <b>Actual</b>	<b>Target</b> <b>Actual</b>
Difference in strong anti-drug beliefs between youth ages 14-16 who are more exposed vs. less exposed to the ATI.					10 percentage points <i>10 percentage points</i> (Ad Tracking) <sup>5</sup>	10 percentage points <i>Dec 2011</i> (Ad Tracking) <sup>5</sup>	10 percentage points <i>Dec 2012</i> (Ad Tracking) <sup>5</sup>
Difference between youth ages 14-16 more engaged with ATI vs. less engaged with ATI who find ATI messaging relevant and important in keeping them away from drugs.					10 percentage points <i>17 percentage points</i> (Ad Tracking) <sup>5</sup>	10 percentage points <i>Dec 2011</i> (Ad Tracking) <sup>5</sup>	10 percentage points <i>Dec 2012</i> (Ad Tracking) <sup>5</sup>
Difference between adults 18-35 more exposed vs. less exposed to the campaign who hold strong anti-meth beliefs.					5 percentage points <i>6 percentage points</i> (Ad Tracking) <sup>5</sup>	5 percentage points <i>Dec 2011</i> (Ad Tracking) <sup>5</sup>	5 percentage points <i>Dec 2012</i> (Ad Tracking) <sup>5</sup>

<sup>5</sup> Ad Tracking – Media Campaign Tracking Survey

## FY 2010 Accomplishments

In addition to the actual results in Figure 4, the multiple and varied highlights of the FY 2010 accomplishments are briefly outlined below for the youth-targeted ATI campaign and for the young adult-targeted Anti-Meth campaign.

### FY 2010 Youth-targeted Above the Influence Accomplishments

In FY 2010, ONDCP began implementation of its new multi-tiered vision and broader ATI messaging to better align the Campaign with the prevention principles of the *Strategy* by providing sound information to young people about the dangers of drug use and strengthening efforts to prevent drug use in communities.

An off-the-air period of approximately 8 months – from October 1, 2009 to June 6, 2010 – enabled ONDCP to reinvigorate the Campaign into a two-tiered strategy that strikes a more effective balance between broad, national-level prevention messaging (Tier One) and more targeted efforts focusing on local communities (Tier Two).

The ATI campaign re-launched nationally (Tier One) on June 7, 2010 with new advertising and a broader anti-drug message focusing on substances typically associated with first use rather than a singular focus on a specific substance, such as marijuana. New television, print, and Internet advertisements were launched addressing this broader messaging approach. The Campaign also launched an official ATI viewing channel on YouTube and an official ATI fan page on Facebook. The Campaign encouraged increased participation with the ATI brand by encouraging teens to submit teen-generated ATI-themed artwork to deviantART – a leading online art sharing site. Teens submitted over 2,300 artwork submissions to the site; select pieces were featured in a sharable slideshow on the deviantART homepage, as well as on [www.AboveTheInfluence.com](http://www.AboveTheInfluence.com).

Additional Tier Two local messaging (including additional ATI advertising, outreach, and youth events) was delivered in three Tier Two pilot markets: Milwaukee, WI; Bronx, NY and Portland, OR. The re-energized ATI campaign has received strong support from members of the prevention community, particularly those “on-the-ground” youth-serving partners, such as the Boys & Girls Club (Milwaukee), the Mary Mitchell Center (Bronx) and the Oregon Partnership (Portland) that were part of the June 2010 re-launch. A larger rollout of Tier Two local messaging is scheduled for 20 additional communities in Spring FY 2011. The Campaign will be assessing the “on-the-ground” ATI Tier Two activities by asking participating teens to complete pre-post event/activity surveys.

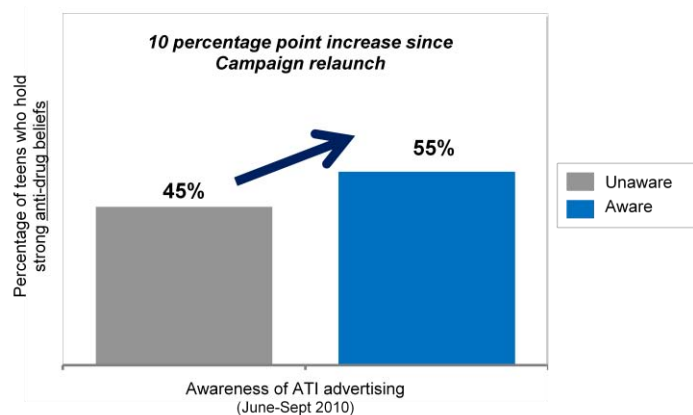
The Youth Ad Tracking Survey and other Campaign measures show that for FY 2010, awareness of the ATI youth brand remained steady during the 8-month dark period and improved to a historically high level of 88 percent in July 2010, shortly after paid advertising recommenced. This resilience in ATI awareness speaks to the relevancy of the brand with teens and how the brand was kept alive and at the top-of-their-mind, often through the online passing/sharing of original user-generated content (e.g. personalized versions of the ATI “up

arrow” logo), through visits to the ATI.com website as a result of online keyword searches (e.g. from Google and Yahoo search), and dozens of unprompted social networking fan pages. In June 2010, as part of the ATI re-launch, the Campaign launched an official ATI Facebook fan page. The ATI Facebook page currently has over 126,000 friends and is adding approximately 2,000 friends per week.

The Campaign also optimized much of the content on its [www.AboveTheInfluence.com](http://www.AboveTheInfluence.com) web pages to increase the likelihood that the ATI website would appear “organically” at, or near, the top of search results pages on Google and Yahoo search. Note: organic search results are those that appear at the top of the search engine results page that are not part of the “sponsored” part of the results page; i.e., not as a result of the Campaign’s paid advertising. During the off-the-air period, the Campaign also continued to develop viral, sharable assets to leverage the social nature of how teens use the Web today – allowing the ATI message to be embraced and shared by teens in the online environment.

Youth Ad Tracking Survey results include:

- In FY 2010, Campaign research indicated an average of 85 percent of the Campaign’s target audience was aware of ATI advertising. This figure places ATI near the top of the list along with other teen targeted national brands such as Coca Cola, Burger King and Nike;
- In addition, an average of 85 percent of teens recognized the ATI brand logo. This logo awareness figure continued to be significantly higher than other national social marketing campaigns including the American Legacy Foundation’s teen-targeted anti-tobacco Truth Campaign, which has an awareness of 57 percent; and
- In addition, according to the Youth Ad Tracking Survey there continues to be a positive association between increased awareness levels of ATI advertising and an increase in the anti-drug beliefs of the teen target. Specifically, teens that were aware of the ATI hold stronger anti-drug beliefs than teens that are unaware of the ATI.



Source: Media Campaign Youth Tracking Study

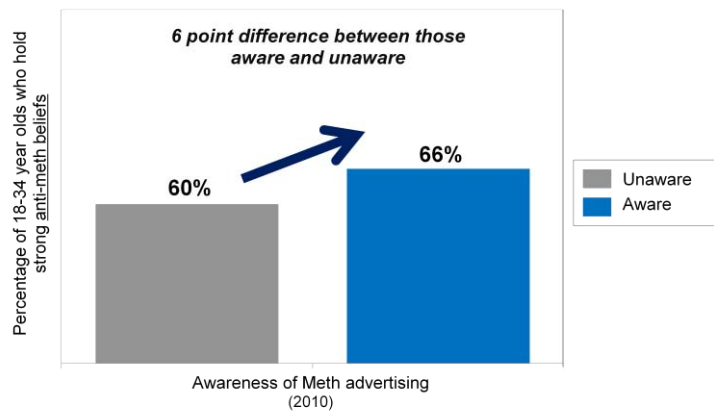
## FY 2010 Anti-Meth Campaign Accomplishments

The Campaign's anti-meth efforts were directed at young adults as national drug prevalence data show substantially higher use rates for 18-25 year olds. The most recent National Survey on Drug Use and Health shows that past-year usage for young adults aged 18-25 remained over two times higher than past-year use rate for teens ages 12-17. Further, average age of first use remained consistent at approximately 19 years of age.

The 2010 Anti-Meth campaign ran from July through September 2010 in 17 states with elevated methamphetamine use and/or evidence of high levels of methamphetamine manufacturing. The Anti-Meth campaign's main objectives were to (1) prevent methamphetamine use, and (2) dispel myths that recovery from meth addiction is hopeless.

Five Midwestern states (Illinois, Indiana, Iowa, Kentucky and Missouri) continue to be part of the pre-/post-advertising awareness tracking survey to gauge the Campaign's anti-meth advertising and its effect on beliefs about meth. Strong anti-drug beliefs are generally the best indicators of future non-use.

Results from the 2010 Tracking Survey show those aware of the Anti-Meth campaign's advertising held statistically significant stronger anti-meth beliefs than those unaware.



Source: Meth Campaign Tracking Study

The Tracking Survey is conducted by The Marketing Workshop, Inc. – a nationally acclaimed, full-service marketing research consultancy in business since 1972. The 2010 Anti-Meth Campaign Tracking Survey included responses from approximately 1,050 respondents over the 5-state area from June through October 2010.

Additionally, the Anti-Meth campaign:

- Reached 83 percent of the target audience an average of seven to eight times during the campaign, through paid advertising in the 17 states receiving the largest advertising weights;

- Placed Native-specific anti-meth advertisements on, or near, tribal lands across the 16 most Native-populated states, including: Alaska, Arizona, California, Idaho, Michigan, Minnesota, Montana, New Mexico, North Dakota, Oklahoma, Oregon, Wyoming, South Dakota, Washington, Wisconsin, and Utah; and
- Provided a mechanism for local organizations and community coalitions to receive free anti-meth resources, including customizable versions of the ads (e.g. TV, print, radio, out-of-home billboards, and posters) for use as public-service announcements.

### **3. FY 2012 Means and Strategies to Accomplish Outcomes**

The Campaign continues to plan the roll out of its new two-tiered strategy as described in the Program Description and FY 2012 Budget Request sections of this document. This new vision will build on the strength of the ATI brand among teens. The Campaign’s broadened messaging will convey the facts that no matter what substances teens may be using, they are still under the influence and that getting high puts them at risk of negative consequences and social disapproval. To reflect this broadened messaging approach, ONDCP has developed new performance measures as outlined in Figures 3 and 4. The new two-tiered strategy also strikes a more effective balance between broad, national-level prevention messaging (Tier One) and more targeted efforts focusing on local communities (Tier Two).

It is important to note that the FY 2012 Budget request is needed to continue Tier Two local ATI messaging with teens and further engage youth-serving partners in additional local communities. At the FY 2012 requested budget level, ONDCP expects 20-25 Tier Two communities would be served during the fiscal year.

The goal of the Campaign remains to reach our target audience(s) as effectively and efficiently as possible, relying on advertising (with an increasing use of interactive online media such as the official ONDCP ATI Facebook fan page and YouTube channel) and public communications and outreach to provide resources and technical assistance to those community organizations interested in participating in the Campaign’s local ATI messaging activities. These strategies and the implications of lower budgets, as appropriate, are outlined below:

#### Advertising

A unique feature of the Campaign continues to be the Media Match Program requirement. Congress has mandated that media outlets selling advertising time or space to the Campaign must match the Campaign’s purchases with an equal value of media time and space, which in effect doubles the amount of media exposure throughout the year. In FY 2010, the Campaign exceeded the one-for-one match requirement by acquiring “matched” media valued at 103 percent of the paid media buy.

Advertisers, including ONDCP, benefit immensely from purchasing advertising time during the “upfront” (an established time period beginning in May to negotiate buying media time prior to the start of each new TV season in September). This allows the Campaign to procure ad time at reduced rates for teen programming – essentially buying media time and space in bulk. Sometimes these rates can be as low as 20-30 percent of standard costs, compared to

prices available during the “scatter” market (leftover after the upfront period, which tends to be during less-desirable programming). Purchasing media during the “upfront” further benefits ONDCP in that it guarantees receipt of the required Media Match, as well as ensures the match is in the best programs to reach our target audiences. Networks may also offer extensive added-value packages (e.g. free advertising on their websites or unique place-based activities/events) during the “upfront” allowing the Campaign to extend its messaging even further. When ad space is purchased in the “scatter” market rather than during the “upfront,” costs are much higher, the match is not guaranteed, and it is more difficult for the Campaign to reach its target audiences.

Unfortunately, “upfront” negotiations occur prior to the new fiscal year appropriations. In order to participate in this desirable “upfront” buying period, the Campaign’s advertising contractors have traditionally held funds in reserve to buy advertising time and space for the following year.

### Testing

The Campaign remains committed to continuing to improve message testing by using the latest online technologies used by the advertising industry. The Campaign has changed its Ad Tracking survey methodology from an in-person mall-based methodology (i.e. “mall intercepts” of teens from FY 2006-2009 conducted by a leading third party research vendor, Milward-Brown) to an online methodology (i.e. “online panels” of teens beginning in the third quarter of FY 2010 conducted by another leading third-party research vendor, OTX Research). This change in methodology will have many benefits, including reducing survey costs and keeping up-to-date with market research best-practices. The cost savings associated with the online methodology will permit an increase in the number of teens surveyed each month – from 400 to 900 teens each month.

A transition period was conducted during which both online panels and mall intercept methods were used simultaneously to determine differences, if any, in responses between the two methodologies (mall intercept/place-based vs. online). The differences between the two methodologies were statistically insignificant and the Campaign now uses online panel data collections as the only method used for the Youth Ad Tracking Survey.

### Interactive Media

The Internet has become a vital component of daily life of teens as they continue to use the Internet for communication, entertainment, and a source of information. After television, the Internet has become the second most-used medium among teens and is rapidly becoming the environment where teen beliefs are formed, shared, and strengthened in a peer-to-peer context.

The Campaign continues to use online search term advertising (e.g. Google and Yahoo) to drive web users to its Campaign websites for detailed information on topics such as the risks of specific drugs, the signs and symptoms of someone abusing drugs, advice from experts, and how to get help for a friend or loved one affected by drugs. A key strategy will be to continue optimizing Internet searches for teens looking for drug information online so their searches are

more likely to result in Campaign websites appearing at the top of the search result lists.

Further, as teens engage more in social media (e.g. Facebook, MySpace, YouTube), the Campaign's presence will continue to expand, building upon its growth and success in this medium and explore new ways the Campaign can create ATI-related content that is easily retrievable from [www.AboveTheInfluence.com](http://www.AboveTheInfluence.com) and sharable with other ATI web properties, such as the ATI Facebook page and YouTube channel. These new sharable, digital assets can then be more easily passed to other teens via their online social networks. While Facebook, YouTube and MySpace are currently the most popular networks, the Campaign and its team of experts are continuously analyzing youth trends and uses of technology to determine new and emerging means of communications. The Campaign anticipates that mobile networks and the need to share teen-relevant content via mobile devices will become much more prevalent in the coming years. As such, the Campaign has already successfully piloted several texting initiatives that the ONDCP intends to roll out on a wider scale as the Campaign expands its mobile initiatives. For example, the Campaign has already placed text-in codes in ATI outdoor advertising that encourages teens to "text ATI to #####" and receive a sharable ATI logo that they can use as their "wallpaper" (i.e. background image) on their cell phone.

#### Public Information and News Media Outreach

In FY 2012, the Campaign will continue to augment paid advertising with public information and news media outreach to highlight local participation with the ATI campaign, particularly for the initial 23 local communities involved in implementing Tier Two. Further, the public communications and outreach contractor will provide technical assistance through webinars and at drug prevention-related conferences to ensure youth-serving organizations that want to be involved with the Campaign can successfully implement the activities in the publicly available ATI Activity Toolkit and garner local media attention. This integrated approach adds reach and credibility to national-level paid advertising efforts.

To extend the Campaign's reach and relevance, the approach described above will be complemented with national-level strategic partnerships with major youth-serving organizations such as the Boys and Girls Club of America, the Y, SADD and Future Farmers of America (FFA). Other health, education, safety, and anti-drug organizations, such as Drug Free Coalitions (e.g. Drug Free Community grantees), the PTA and the National Association of School Resource Officers, as well as corporations, will help to disseminate Campaign messages to both teens and adult influencers, including parents. They will accomplish this through the distribution of materials and resources to their members, employees, customers, and communities through local events and custom programs.

#### Evaluation of Effectiveness

Per the 2006 Reauthorization Act, the ONDCP Director shall:

- Designate an independent entity to evaluate by April 20 of each year (in an Annual Analysis Report) the effectiveness of the Campaign based on data from (I)



the Monitoring the Future Study published by the Department of Health and Human Services; (II) the Attitude Tracking Study published by the Partnership for a Drug-Free America; (III) the National Household Survey on Drug Abuse, published by the Substance Abuse and Mental Health Services Administration; and (IV) other relevant studies or publications, as determined by the Director, including tracking and evaluation data collected according to marketing and advertising industry standards; and

- Ensure the Campaign's effectiveness is evaluated in a manner that enables consideration of whether the Campaign has contributed to the reduction of illicit drug use among youth and such other measures of evaluation as the ONDCP Director determines are appropriate.

Annual Analysis Report: The most recent annual analysis report for FY 2010 is complete and has been sent to the appropriate Congressional committees. The report for FY 2011 is already underway; ONDCP expects to deliver the next annual analysis report to Congress by April 20, 2011. Additionally, Congress requires ONDCP to report each year on the operation and progress achieved with the Campaign; this progress report was completed, and Congress's specific objectives for the Campaign were met and exceeded through a comprehensive media strategy.

Evaluating effectiveness: In July 2010, ONDCP awarded a fixed-price contract to Westat to design, develop, and implement an evaluation of the effectiveness of the Campaign in order to meet the requirement of Section 501 of the 2006 Reauthorization Act. ONDCP's Office of Research and Data Analysis will manage this contract, although funding will come from annual Media Campaign appropriations.

The goal of the evaluation of the effectiveness of the Campaign will be to demonstrate how, and to what extent, the dissemination of paid campaign messages at the national (Tier One) level have contributed to changes in awareness of the Campaign messages, attitudes, beliefs, and intentions to use illegal drugs.

## Conclusion

The Campaign accomplishments documented above are significant and meaningfully contribute to the youth drug prevention component of the *Strategy*. With fewer than 20 percent of American youth receiving evidence-based drug education in school<sup>6</sup> and only 25 percent living in a community served by a Drug Free Communities program grant, the ATI campaign is often-times the only substantive counter to the rising tide of pro-drug content in a teen's media and online environment that normalizes drug use and trivializes its consequences. The youth response to ATI, whether through the Ad Tracking survey, posts to the ATI Facebook page, or submissions to ATI.com, demonstrates that it is reaching youth with clear, consistent, credible messages that strengthens their ability to resist negative social influences and avoid drug use.

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<sup>6</sup> Chris Ringwalt et al., "The Prevalence of Effective Substance Use Prevention Curricula in the Nation's High Schools," *J Primary Prevent* (2008) 29, 479-488.

## **2. DRUG-FREE COMMUNITIES PROGRAM**

### **a. MISSION STATEMENT**

The mission of the Drug-Free Communities program (DFC) is to strengthen local collaboration to achieve and maintain a reduction in local youth drug use in communities across the country. In order to undertake this mission, ONDCP supports community coalitions in the development and implementation of comprehensive, long-term plans to prevent and reduce substance abuse among youth.

### **b. PROGRAM DESCRIPTION**

The DFC program was created by the Drug-Free Communities Act, 1997 (P.L. 105-20), reauthorized through the Drug-Free Communities Reauthorization Act of 2001 (P.L. 107-82) and reauthorized again through the Office of National Drug Control Policy Reauthorization Act of 2006 (P.L. 109-469). The latest reauthorization extended the program for an additional five years until 2012.

The DFC program provides grants to community-based coalitions to construct and solidify a public-private infrastructure to create and sustain population-level change related to youth substance abuse. Overtime, it is the intent of the program to reduce youth substance abuse and, therefore, adult substance abuse through effective community collaboration and leverage of resources. Local problems are solved by local solutions, and coalitions involve multiple sectors of the community, employ a variety of strategies to address their specific drug problems, and determine which drug problems should be priorities for short-term and long-term efforts.

During FY 2010, there were a total of 741 DFC grants in the field. A total of 29 grants will graduate out of the DFC program after receiving 10 years of funding, with 57 completing their first five years of funding in September 2011.

The following categories are tracked for distribution of the DFC grants:

- 37% of FY 2010 new awardees are economically disadvantaged;
- 62% of FY 2010 new awardees are rural;
- 39% of FY 2010 new awardees are urban; and
- 16% of FY 2010 new awardees are tribal.

The DFC program includes what are considered “regular” grantees, which are coalitions not operating under a Mentoring grant. They constitute the bulk of DFC grantees. Mentoring coalitions are DFC-funded coalitions that are receiving up to an additional \$75,000 per year in order to assist in establishing a new coalition that will be able to successfully compete for the DFC funding. In addition, the DFC program provides \$2,000,000 in funding for the National Anti-Drug Coalition Institute. This is the primary source of training and technical assistance for DFC (and non-DFC) grantees.

**Regular DFC Grants.** The DFC program was created to provide funding to community

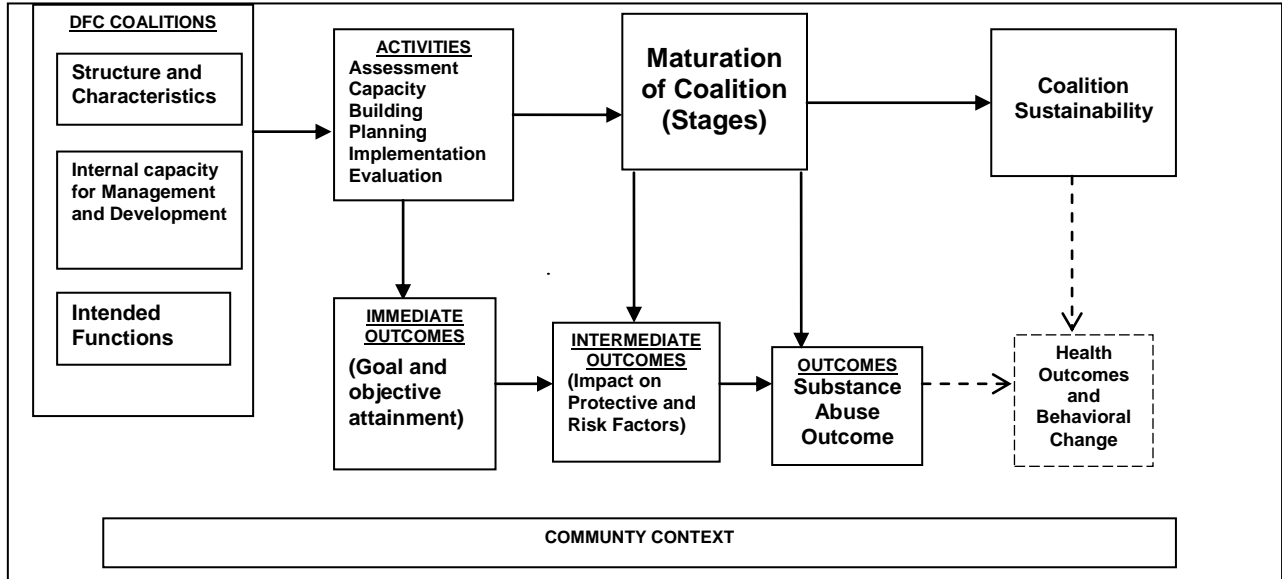
coalitions that focus their efforts on the prevention and reduction of youth substance use. DFC is the only national grant program that provides funding for infrastructure support related to capacity building in communities that are willing to mobilize to effectively change their community environment. Grants are for \$125,000 per year for five years, and coalitions cannot receive more than 10 years of DFC funding. The grant money is to be used to solidify the coalition's structure. The funds must be matched dollar-for-dollar by the grantee, thus doubling the Government's investment. This is to assist the coalition in becoming the community's hub of expertise and mobilization related to youth substance abuse. Together, members of the coalition develop, implement, evaluate, and institutionalize community-based, comprehensive, long-term strategies to create population-level change related to youth substance abuse.

**DFC Mentoring Grants.** The 2001 Reauthorization established the DFC Mentoring Grants program. This program allows for successful, experienced coalitions to help new coalitions become viable DFC program applicants. Existing DFC coalitions that apply to serve as mentors must have been in existence for five years and are required to have demonstrated prior success in developing and implementing strategic plans, as well as provide evidence of reducing youth drug use in their community. These grants are for \$75,000 a year for up to two years. At the requested amount, no new Mentoring awards would be granted.

**National Community Anti-Drug Coalition Institute.** The 2001 Reauthorization also directed ONDCP to create a National Community Anti-Drug Coalition Institute (Institute). The Institute's mission is to increase the knowledge, capacity, and accountability of drug-free community coalitions, to include those funded by DFC as well as those funded through other sources. In December 2006, P.L. 109-469 authorized \$10 million over five years (FYs 2008-2012) to support the Institute. The Institute is responsible for providing training and technical assistance, as well as publications and other resources to community coalitions across the country.

**Logic Model.** The DFC program's Logic Model (Figure 5) is currently under review by ICF International (ICF), the DFC national evaluation contractor, and a Logic Model Workgroup that grew out of the DFC National Cross-site Evaluation Technical Advisory Group (TAG). The current model reflects the conceptual basis for strengthening local collaboration to reduce drug use and maintain this reduction over time. It also displays the continuum of outcomes expected from coalitions and takes into consideration a coalition's stage of development. This typology enables the DFC program to understand how a coalition must stabilize its internal structure prior to being able to create community change. It was determined, however, by the TAG that the current Logic Model is outdated and needs to be more applicable from the local level. To date, there have been meetings of the members of the TAG who volunteered to participate on the Logic Model Workgroup. An updated version of the Logic Model is expected by Spring 2011.

**Figure 5. DFC Logic Model**



### **c. FY 2012 BUDGET REQUEST**

Since 1997, through the signing of the Drug Free Communities Act, the DFC program has provided funding to community-based coalitions that mobilize to address local youth substance abuse problems. The DFC program is built upon the idea that local problems require local solutions. DFC funding provides for the bolstering of community infrastructure to support environmental prevention strategies<sup>7</sup> to be planned, implemented, and evaluated in local communities across the United States, the Territories and Protectorates. The DFC program is committed to the idea that Federal “experts” can provide insight, but that local communities are the real problem solvers in America.

To instigate a grassroots effort, the DFC program requires the gathering and support of 12 community sectors comprised of youth, parents, schools, business, media, law enforcement, faith-based/fraternal organizations, healthcare professionals, civic/volunteer groups, state, local and/or Tribal government, youth-serving organizations, and other organizations address youth substance abuse. To further community change, the DFC program requires funded coalitions to utilize environmental prevention strategies that engage all facets of the community to address existing or missing local policies, practices, and procedures. Through a comprehensive and ongoing community assessment process, DFC coalitions remain abreast of the issues their community faces. In so doing, coalitions are able to address gaps, barriers, and existing conditions that hinder substance abuse prevention or increase overall substance abuse. It is the job of the community coalition to become the hub of efforts related to substance abuse prevention in their targeted area.

At the end of the FY 2010 funding cycle, the DFC program provided grants supporting 741 community coalitions in 49 states, the District of Columbia, Palau, American Samoa, Puerto Rico, and the Federated States of Micronesia. Of these, 169 were new Regular grantees for FY 2010 and 549 were Continuation grantees (within a single five-year cycle). Also of the total 741 coalitions, 16 new DFC Mentor coalition grants were awarded in FY 2010 to encourage mature coalitions to assist in the development and improvement of new or fledgling coalitions. Seven DFC Mentor continuation grants were also awarded. Mentor coalitions receive funding for a period of up to two years. Each of these coalitions represents a community that has identified its local youth substance use problems and is working to address them with locally devised solutions. The DFC program provides the funding necessary to strengthen these efforts and to move toward community-wide change through effective, planned and evidence-based practices, policies, and procedures.

For FY 2012, \$88,600,000 is requested to support the DFC program. Of this amount, \$79,512,000 will fund grants made directly to approximately 643 community-based coalitions focusing on preventing and reducing youth substance abuse throughout the United States. This amount will only include 25 new grants, but will fully fund those within a five-year cycle. The

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<sup>7</sup> Environmental prevention strategies incorporate efforts that change local conditions, systems, structures, institutions, policies, procedures, and practices that lead to long-term, population-level change. An example would be to increase local fines for underage alcohol possession and route the money to substance abuse prevention efforts.

remaining amount of \$2,000,000 will be used to provide a directed grant award to the National Anti-Drug Coalition Institute. The Institute is the primary source of training and technical assistance to DFC coalitions and coalitions working toward submitting a successful DFC application. The remaining \$7,088,000 will fund program support costs, such as program staff, daily oversight of grants and the DFC National Cross-Site Evaluation.

<b>Drug-Free Communities Program</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
(\$ in thousands)	\$95,000	\$95,000	\$88,600	(\$6,400)

**Grants to Communities (\$79,512,000)**

**Regular DFC Grants.** The DFC program was created to provide funding to community coalitions that focus their efforts on the prevention and reduction of youth substance abuse. The DFC program publishes a Request for Applications each year. All grants deemed eligible are sent to peer review for scoring. They are then ranked and grants are awarded to as many applicants as possible, until all grant appropriated funds are exhausted. The DFC program will provide grants to communities using \$79,512,000 of the total request of \$88,600,000. This amount will support nearly 628 community coalitions addressing youth substance abuse located across the U.S., the Territories and Protectorates. This amount will fully fund grants within a current five-year cycle, and will provide minimal funding for 25 new grants. Grants are for \$125,000 per year for five years, and coalitions cannot receive more than 10 years of DFC funding. It will also fund 15 mentoring grants, as shown below.

**DFC Mentoring Grants.** ONDCP estimates that in FY 2012 there will be no new Mentor coalition grants awarded to existing grantees, and approximately 15 in the final year of a two-year cycle would be funded.

**National Community Anti-Drug Coalition Institute. (\$2,000,000)**

The 2001 Reauthorization also directed ONDCP to create a National Community Anti-Drug Coalition Institute. In December 2006, P.L. 109-469 authorized \$10 million over five years (FYs 2008-2012) to support the Institute. The Institute is responsible for providing training and technical assistance, as well as publications and other resources to community coalitions across the country. The Institute is also charged with connecting the research and evaluation community with the DFC Program in order to foster community-based participatory and other research to solidify the coalition movement as a method for addressing substance abuse and other public health problems. The DFC program will provide \$2,000,000 for the Institute.

**Program Administration (\$7,088,000)**

P.L. 109-469 defines administrative costs within the DFC program as expenses that are not grants to communities or to the National Anti-Drug Coalition Institute. ONDCP requests

\$7,088,000, a cap of 8 percent of the total request, to support all other costs associated with the administration of the DFC program, the daily management of grants, and the National Cross-Site Evaluation. ONDCP plans to allocate \$500,000 for costs associated with the position of Administrator, grantee trainings/meetings, grant application workshops, continuing the contacts management database for grantees, and website maintenance; \$4,430,000 for daily grants management, monitoring and oversight; \$1,700,000 for costs related to the DFC National Cross-Site Evaluation; and \$458,000 for supporting coalition development tools and activities.

## **d. FY 2012 PERFORMANCE PLAN, FY 2010 REPORT, AND FY 2012 MEANS AND STRATEGIES**

### **Performance and Strategies.**

As part of its continuing effort to improve the DFC, ONDCP determined that a more valid, thorough accountability system was necessary. ONDCP awarded a contract to ICF on November 19, 2009. The DFC National Evaluation contract is totaled at \$6.9M for five years (base and four option years). ICF's design will assess the extent of youth substance use reduction, as well as the efficacy of community coalitions as change agents and problem solvers. To begin the planning process, ICF convened a TAG that included DFC's Federal and non-Federal partners, coalition evaluation experts, and DFC grantees. This group convened on April 22, 2010, to begin the review of ICF's design and plan for the DFC National Cross-site Evaluation.

The evaluation framework currently under review includes a modified Logic Model as well as new performance measures and targets to assess the progress of DFC toward its goals and objectives. The framework, measures, and targets will be sent to OMB for clearance.

The evaluation plan proposes to modify the current core measures to align with the National Outcome Measures (NOMS) utilized by the Substance Abuse and Mental Health Services Administration (SAMSHA). The plan also proposes adding prescription drugs to the substances currently assessed, and intends to conduct nine case studies each year starting in 2012. Using these case studies to further the lessons learned, will help highlight or identify the highest performing coalitions within the DFC pool and identify factors that make them successful. This will allow the DFC program to address the overall effectiveness of community-based coalitions as a means to solve local problems; this approach can then be applied to other public health and safety issues.

Proposed changes to the DFC National Evaluation include the following:

- Reducing reporting burden: Because the length of time needed for DFC grantees to complete the current data reporting system compromises the integrity of the data, ONDCP directed ICF to streamline data collection while ensuring data quality. ICF has been investigating ways to shorten the current data entry and collection process.
- Adding prescription drugs: Because prescription drug abuse has emerged as a serious threat to our Nation's youth, DFC proposes to include prescription drugs within the core measures.
- How, why, and in what situations does DFC work: ICF proposes to conduct a small number of case studies in DFC coalitions across the U.S. This will add a qualitative dimension to the evaluation design that will lead to additional lessons learned and further strengthen the use of effective community coalitions to positively affect public health issues.
- The current design of the DFC National Evaluation does not include a mechanism



to provide data back to DFC grantees. Basically, a grantee enters data into the current data collection system and is not able to retrieve analysis of their data in real time. This proposal will address this gap by providing simple data analysis to DFC coalitions upon request and on an ongoing basis.

**Logic Model.** The DFC program's current Logic Model (Figure 5) is under review by ICF and a Logic Model Workgroup that grew out of the DFC National Cross-site Evaluation TAG. The current model reflects the conceptual basis for strengthening local collaboration to reduce drug use and maintain this reduction over time. It also displays the continuum of outcomes expected from coalitions and takes into consideration a coalition's stage of development. This typology enables the DFC program to understand how a coalition must stabilize its internal structure prior to being able to create community change. It was determined by the TAG, however, that the current Logic Model was outdated and needed to be more reflective of local DFCs.

**Current Data Collection System.** Currently, DFC grantees input data into a web-based data collection system, the Coalition Online Management and Evaluation Tool (COMET), which became operational in February 2006. Data are collected from DFC grantees in May and November of each year. The data are then sent to the DFC National Cross-site Evaluation Team, which is currently ICF. Data for GPRA reporting are normally processed in September and March of each year by the National Evaluation team. Until the new accountability system is approved, this data collection process will continue, using COMET and the measures currently in place.

## **1. FY 2012 Performance Plan**

To achieve the DFC program's mission of strengthening local collaboration to achieve and maintain a reduction in youth drug use, ONDCP developed specific measureable objectives. These objectives provide a framework for communities to report meaningful data and also to convey progress made toward reducing youth substance abuse.

**DFC Performance Measures.** As previously stated, the evaluation framework currently under review includes a modified Logic Model as well as new performance measures and targets to assess the progress of DFC toward its goals and objectives. The framework, measures, and targets will be sent to OMB for clearance. Upon approval from OMB, ONDCP will then initiate the use of new measures to monitor and assess the success of the DFC program. Meanwhile, the performance measures currently in use are outlined below.

The DFC program's success relies on the community's ability to organize and mobilize prior to being able to create community change. DFC funding supports infrastructure stability that, in the end, results in youth substance abuse reduction. The outcomes measures for the DFC program are supported by prevention research (Hawkins & Catalano, University of Washington) that points to the existence of risk and protective factors. These factors influence the likelihood of youth drug use. This concept implies that prevention strategies must weaken or eliminate the risk factors and strengthen protective factors. This model is the basis of environmental prevention and tells us that selected strategies must address the overall community in order to be

effective.

Outcome measures currently monitored by the DFC program are the percentage of coalitions that report:

- a decrease in at least one targeted risk factor;
- an increase in at least one targeted protective factor; and
- an improvement in core substance abuse indicators (the four core measures described below).

The first two measures allow coalitions flexibility to target specific factors appropriate for their communities, based on local needs and strategies. Each coalition identifies the risk and protective factors they are addressing. The third outcome measure for the DFC program is related to specific substance use indicators, the four core measures described next.

Currently, all DFC coalitions are required to report every two years, on four specific measures for at least three grades (6-12) on use and perceptions regarding alcohol, tobacco, and marijuana. Targets for each measure are shown in Figure 3. The core measures currently in use are:

- 30-day use (at least a 5 percent improvement in at least one grade);
- Age of onset (indicated by an increase in age in at least two grades);
- Youth perception of risk/harm related to use (increase in at least two grades); and
- Youth perception of parental disapproval of use (increase in at least two grades).

In December 2010, ICF submitted a final National Cross-site Evaluation plan for the DFC program. This plan includes a full review of the effectiveness of the current measures, tools and data collection processes and will move the DFC program's national evaluation forward over the next five years.

## **2. FY 2009 – 2010 Report**

Because DFC has been in the process of improving its accountability system, including its performance measures and targets, FY 2010 targets will need to be modified before the actuals are calculated. Hence, this section discusses DFC performance during FY 2009 and prior.

ICF conducted a thorough review of the DFC data from the past five years (2002-2009) and provided a status report to ONDCP that documents DFC success in communities across the United States. Rates of youth substance use have been decreasing in DFC-funded communities. When compared to a nationally representative sample of students, DFC communities reported lower rates of alcohol, tobacco, and marijuana use in both middle and high school grades:

- 12% reduction of middle school alcohol use;
- 28% reduction of middle school tobacco use;
- 24% reduction of middle school marijuana use;
- 8% reduction of high school alcohol use;
- 17% reduction of high school tobacco use; and

- 11% reduction of high school marijuana use.

With recent data indicating drug use is on the rise (2009 National Survey on Drug Use and Health, SAMSHA), DFC coalitions are continuing to provide sound indication that when a community receives a small investment from the Federal government and doubles that investment through a one-to-one match, youth substance use rates can be reduced.

In addition, the perception of risk of alcohol or other drug use is a clear indicator of future drug trends. According to the 2009 National Survey on Drug Use and Health (SAMHSA), the perception of risk of using certain drugs is decreasing. According to DFC's 2002-2009 status report, the perception of risk increased significantly for alcohol, tobacco, and marijuana use in DFC-funded communities. For alcohol, this perception of risk was particularly strong. Alcohol remains the number one drug of choice for America's youth and is the drug most reported as the primary focus for DFC coalitions.

In order to improve the efficiency of the DFC grants process, ONDCP engaged in business mapping with an outside vendor in collaboration with SAMHSA and its Center for Substance Abuse Prevention (CSAP). Because DFC is operated through an Interagency Agreement with SAMSHA and because the program currently has no web-based grants management system accessible to both ONDCP and SAMSHA, ONDCP determined that business mapping was needed. The vendor is currently assessing the current system and will soon make recommendations for streamlining, systems improvement, and technology recommendations for any future system that may be developed to manage the DFC grants process.

**Figure 6. DFC Performance Goals and Accomplishments**

Goals and Objectives	FY 2005		FY 2006		FY 2007		FY 2008		FY 2009		FY 2010	FY 2011
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target**	Target**
<b>Decrease in at least 1 risk factor</b>	Baseline	Baseline Established 44%	48%	48%	59%	59%	56%	67%	60%	63%	64%	68%
<b>Increase in at least 1 protective factor</b>	Baseline	Baseline Established 58%	62%	65%	66%	77%	69%	80%	72%	76%	75%	78%
<b>At least a 5% improvement in 30-day youth use in at least 1 grade*</b>	Baseline	Baseline Established 76%	79%	83%	82%	85%	85%	90%	88%	90%	90%	92%
<b>Increase in age of onset in at least two grades*</b>	Baseline	Baseline Established 80%	83%	91%	86%	93%	88%	96%	91%	96%	93%	95%
<b>Positive change in youth perception of risk in at least 2 grades*</b>	Baseline	Baseline Established 86%	88%	89%	90%	90%	93%	93%	95%	93%	97%	98%
<b>Positive change in youth perception of parental disapproval of use in at least 2 grades*</b>	Baseline	Baseline Established 86%	88%	83%	90%	86%	93%	91%	95%	91%	97%	98%

\*For alcohol, tobacco and marijuana

\*\* New measures and related data collection protocols proposed (awaiting approval). FY 2010 and FY 2011 targets will need to be modified and FY 2012 targets estimated.

**FY 2009 - 2010 Measures for the National Community Anti-Drug Coalition Institute**

In addition to the outcome measures for the DFC program, ONDCP monitors other measures to assess the extent to which coalition building is successful. Data are collected from grantees on coalition member involvement in substantive activities (i.e., strategic planning, collaboration, use of needs/resources assessment, etc.), as well as data collected and compiled for an independent evaluation of the Institute. The Institute is the primary source of training and technical assistance for DFC grantees, and undergoes an independent evaluation each year. Data collected from October 1, 2008-September 30, 2009 indicate that:

- The percent of DFC coalitions that received training or technical assistance from the Institute was 60 percent in FY 2009, as compared to 55 percent in FY 2008;
- The number of coalitions representing economically disadvantaged communities that received training from the Institute was 203 in FY 2009 with a target of 200; and,
- The percent of coalitions that attended The National Coalition Academy and developed at least four or more of the five key products (Community Assessment, Logic Model, Strategic/Action Plan, Evaluation Plan, and Sustainability Plan) was 96 percent in FY 2009, with a target of 35 percent.

The Institute is also proposing new performance measures, expected May 2011, that more accurately reflect the ways in which the Institute is impacting and assisting DFC grantees and other coalitions. The focus of the training or technical assistance provided relates to data collection, evaluation or outcome measurement, and participant interest in continued training.

### **3. FY 2012 Means and Strategies to Accomplish Outcomes**

ONDCP's overall mission of reducing the demand for drugs in this country is substantially supported by local communities organizing and mobilizing around their specific drug problems. The reduction of youth substance abuse is the ultimate goal of the DFC program. ONDCP intends to assist coalitions in achieving this goal through the following strategies:

- Provide training/technical assistance opportunities through the National Coalition Institute and other entities, related to drug trends, strategic planning, implementation, and the institutionalization of efforts by coalitions;
- Encourage the adoption and implementation of environmental prevention strategies that will change policy, practices, and procedures in the whole community;
- Continue and seek new collaborations with Federal and non-Federal partners (e.g., Substance Abuse and Mental Health Services Administration, Community Anti-Drug Coalitions of America, High-Intensity Drug Trafficking Program, Drug Enforcement Administration, National Guard Drug Demand Reduction, etc.); and
- Continue to provide DFC staff support to DFC coalitions and enable them to reflect the best model for effective community-based prevention delivery.

### **Summary**

From the DFC program's inception in FY 1998 to the awards made to the FY 2010 cohort, over \$717 million in DFC grants have been appropriated, competed, awarded, and spent in America's communities to help reduce drug use. This amount has been more than doubled by the matching funds provided by the grantee communities. Evidence indicates that where the DFC invests its resources, communities are reducing youth substance use. Specifically, the past 30-day use declined significantly across all substances and all grade levels in DFC funded communities. DFC will continue to learn from its own data how to improve the program and to enable grantees and communities to continue to prevent and reduce youth substance use.

### 3. ADDITIONAL PROGRAMS

#### a. Anti-Doping Activities

The FY 2012 request level for anti-doping activities is \$8,100,000. Anti-doping activities focus on efforts to educate athletes on the dangers of drug use, eliminate doping in amateur athletic competitions, and rely on standards established and recognized by the United States Olympic Committee (USOC). Anti-doping activities support athlete drug testing programs, research initiatives, educational programs, and efforts to inform athletes of the rules governing the use of prohibited substances outlined in the World Anti-Doping Code (Code). In addition, anti-doping activities support efforts to enforce compliance with the Code and adjudicate athlete appeals involving doping violations.

Anti-doping activities seek to raise awareness about the health dangers and ethical implications of drug use in sport among young and future athletes. In addition, these activities support state-of-the-art research within the scientific and public health communities related to anabolic steroids and other performance enhancing drugs.

<b>Anti-Doping Activities</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
(\$ in thousands)	\$10,000	\$10,000	\$8,100	(\$1,900)

#### b. World Anti-Doping Agency Dues

The FY 2012 request level for United States membership dues to the World Anti-Doping Agency (WADA) is \$1,900,000. WADA is the international agency created to promote, coordinate, and monitor efforts against doping and illicit drug use in sport on a global basis. This project supports WADA's mission to facilitate and harmonize comprehensive anti-doping efforts. WADA is jointly funded by national governments and the international sporting movement. Continued support of the project allows the U.S. to maintain its leadership role in this drug-related international organization. As part of ONDCP's continued support for this project, the U.S. serves on WADA's governing Foundation Board and Executive Committees. The project supports drug testing operations, athlete drug education and prevention efforts, and medical and social science research related to drug use in sport.

The project aims to promote an increased awareness in the U.S. and internationally of the health and ethical dangers of illicit drug use and doping in sport. The project protects athletes' fundamental rights to participate in drug-free sport and thus promote the health and safety of athletes at all levels. The project seeks to increase global coordination of anti-drug education programs, cooperation with law enforcement and investigative authorities relating to the trafficking of illicit substances, and promoting more consistent adjudication results in cases involving doping worldwide.

<b>World Anti-Doping Agency Dues</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
(\$ in thousands)	\$1,900	\$1,900	\$1,900	\$0

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## **VIII. HIGH INTENSITY DRUG TRAFFICKING AREAS PROGRAM**

### **A. MISSION STATEMENT**

The purpose of the High Intensity Drug Trafficking Areas (HIDTA) program, as defined by its authorizing statute [21 U.S.C. 1706 (d)], is to reduce drug trafficking and drug production in the United States by:

- (A) Facilitating cooperation among Federal, state, local, and tribal law enforcement agencies to share information and implement coordinated enforcement activities;
- (B) Enhancing law enforcement intelligence sharing among Federal, state, local, and tribal law enforcement agencies;
- (C) Providing reliable law enforcement intelligence to law enforcement agencies needed to design effective enforcement strategies and operations; and
- (D) Supporting coordinated law enforcement strategies which maximize the use of available resources to reduce the supply of illegal drugs in designated areas and in the United States as a whole.

### **B. PROGRAM DESCRIPTION**

The *Strategy* presents a balanced approach that includes evidence-based prevention, treatment, and enforcement. The HIDTA program principally supports the enforcement aspect of the *Strategy* by providing assistance to Federal, state, local and tribal law enforcement agencies operating in areas determined to be critical drug trafficking regions of the United States.

The statute authorizing the HIDTA program [21 U.S.C. 1706 (d)] requires the Director of ONDCP, when determining whether to designate an area as a high intensity drug trafficking area, to consider the extent to which: 1) the area is a significant center of illegal drug production, manufacturing, importation, or distribution; 2) state, local, and tribal law enforcement agencies have committed resources to respond to the drug trafficking problem in the area, thereby indicating a determination to respond aggressively to the problem; 3) drug-related activities in the area are having a significant harmful impact in the area, and in other areas of the country; and 4) a significant increase in allocation of Federal resources is necessary to respond adequately to drug-related activities in the area.

There are currently 28 regional HIDTAs<sup>8</sup> which include approximately 16 percent of all counties in the United States and 60 percent of the U.S. population. HIDTA-designated counties are located in 45 states, Puerto Rico, the U.S. Virgin Islands, and the District of Columbia.

The HIDTA program provides resources to Federal, state, local, and tribal agencies in each HIDTA region to carry out activities that address the specific drug threats of that region. At the local level, the HIDTAs are directed and guided by Executive Boards composed of an equal number of regional Federal and non-Federal (state, local, and tribal) law enforcement leaders.

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<sup>8</sup> In addition, the Southwest Border HIDTA is divided into five regions (California, Arizona, New Mexico, West Texas, and South Texas), each of which operates in many respects as a separate HIDTA.

A central feature of the HIDTA program is the discretion granted to the Executive Boards to design and implement initiatives that confront the specific drug trafficking threats in each HIDTA region. This flexibility ensures each HIDTA Executive Board can tailor its strategy and initiatives to local conditions and can respond more quickly to changes in drug threats than would be possible if a single central office controlled the 28 HIDTAs. Each HIDTA Executive Board assesses the drug trafficking threat in its defined area for the upcoming year, develops a strategy to address that threat, designs initiatives to implement the strategy, and proposes funding needed to carry out the initiatives. After the end of the program year, each HIDTA prepares an annual report describing its performance against the overall objectives outlined in its Strategy for that year.

The types of initiatives designed and implemented by each HIDTA's Executive Board to address the specific drug trafficking threats in its region include:

- 1) Enforcement initiatives comprised of multi-agency investigative, interdiction, and prosecution activities targeting drug trafficking and money laundering organizations, drug production organizations, drug gangs, drug fugitives, and other serious crimes which have a drug nexus;
- 2) Intelligence and information-sharing initiatives that furnish intelligence (tactical, operational, and strategic), deconfliction services (event and case/subject), information collection and dissemination, and other analytical support for HIDTA initiatives and participating agencies;
- 3) Prevention and treatment initiatives; and
- 4) Management and support initiatives that provide assistance beyond the core enforcement and intelligence and information-sharing initiatives (e.g., training, crime and forensic labs, information technology initiatives, and coordination initiatives).

In addition to the HIDTA-level initiatives outlined above, the HIDTA program supports several major projects identified below. Financed almost exclusively through the use of discretionary funding, these projects seek to address specific drug trafficking concerns which are national or regional in scope.

- The Domestic Marijuana Eradication and Investigation Project (DMEIP) facilitates and enhances interagency efforts to reduce marijuana growing on the Nation's public lands. HIDTA program resources, made available through discretionary funding, finance interagency investigations and intelligence support, and complement eradication efforts funded by the Drug Enforcement Administration's Domestic Cannabis Eradication/Suppression Program (DCE/SP), the Department of the Interior, the Department of Agriculture, the National Guard, and many M7<sup>9</sup> state and local agencies. Because of their remote locations and the limited presence of law enforcement, public lands have become sites for illegal marijuana cultivation operations, particularly in California, Hawaii, Oregon, Washington, Tennessee, Kentucky, and West Virginia (the "M7 States"). In FY 2010, ONDCP provided \$3,100,000 in HIDTA discretionary funding to the DMEIP. HIDTA funding for this initiative is directed to those primary "source" areas.

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<sup>9</sup> M7 refers to seven states known to have the most significant marijuana production on public lands, and includes California, Oregon, Washington, Hawaii, Kentucky, Tennessee, and West Virginia

- The Domestic Highway Enforcement (DHE) initiative provides assistance to the HIDTAs with market disruption through a coordinated nationwide highway enforcement strategy. The DHE strategy is based on collaborative, intelligence-led policing to enhance coordinated, multi-jurisdictional operational law enforcement efforts on the Nation’s highway system, thereby increasing public safety and reducing criminal utilization on drug trafficking corridors specifically identified by the National Drug Intelligence Center (NDIC). The 48 contiguous states participate in sharing plans and intelligence and coordinating operations. The El Paso Intelligence Center (EPIC) supports the DHE initiative through its National Seizure System (NSS), on-line DHE community website, the Tactical Incident Notification System (TINS), and its Predictive Intelligence Unit. . In 2010, DHE discretionary funds (\$4,400,000) were allocated to twenty-one HIDTAs. As of the writing of this document, the initiatives funded under this project report seizures of drugs and related assets valued at \$377,000,000 removed from our Nation’s highways.
- The National Methamphetamine Pharmaceuticals Initiative (NMPI) assists the HIDTAs with coordination, information sharing, and training to prosecutors, investigators, intelligence analysts, and chemists to enhance the identification of criminal targets; to increase the number of chemical/pharmaceutical drug crime-related investigations and prosecutions; and to curtail foreign chemical and precursor sources that are utilized by U.S. illicit drug manufacturers. The NMPI is funded through the Southwest Border HIDTA (California Region) at \$700,000, which is a combination of baseline and discretionary funding.
- The Native American Project, through \$250,000 of discretionary funding, provides support to a number of initiatives in Arizona, New Mexico, Oregon, Texas, Oklahoma, and Washington. The purpose of this project is to promote collaborative, intelligence-led, investigative and interdiction efforts against drug trafficking organizations (DTOs) in coordinated and mutually supportive multi-jurisdictional law enforcement operations on Native American lands. In all cases, developing a HIDTA task force model of multi-agency participation is a pre-requisite for funding consideration.

Increasingly important in the achievement of the *Strategy’s* goals, prevention and treatment initiatives are in operation among several of the HIDTAs. Two examples of these initiatives exist within the Southwest Border HIDTA – California Region and the Northwest HIDTA. In both cases, the initiatives reach across multiple sectors of the communities they serve, such as drug courts, community coalitions, and drug treatment and recovery centers.

In addition to supporting a number of prevention initiatives through regular baseline funding at four of the HIDTAs, in FY 2010 ONDCP provided a total of \$800,000 in HIDTA discretionary funds to support prevention activities by twelve HIDTAs, including the SWB HIDTA Regions. It should be noted that, as part of this discretionary funding allocation, the SWB HIDTA California Region coordinates prevention activities for all four California HIDTAs, and that the SWB HIDTA New Mexico Region coordinates prevention activities for the entire Southwest Border HIDTA.

An essential component of the HIDTA program is the National HIDTA Assistance Center (NHAC). Located in Miami, Florida, the NHAC provides financial services to assist

ONDCP in the administration of the HIDTA program and manages the HIDTA financial management system. This web-based application developed by the NHAC is used for budgeting and grant administration. The center also provides training and multi-media support to the HDTAs. The NHAC funds a national coordinator for HIDTA.net (a national system for HIDTA connectivity and information sharing based on the RISS.net system sponsored by the Department of Justice). HIDTA.net is not duplicative of RISS.net; rather, it is a system that utilizes RISS.net for connectivity.

**C. APPROPRIATION LANGUAGE**

**FEDERAL DRUG CONTROL PROGRAMS  
Federal Funds**

**General and special funds:**

High Intensity Drug Trafficking Areas Program

(including transfer of funds)

*For necessary expenses of the Office of National Drug Control Policy's High Intensity Drug Trafficking Areas Program, \$200,000,000, to remain available until September 30, 2013, for drug control activities consistent with the approved strategy for each of the designated High Intensity Drug Trafficking Areas ("HIDTAs"), of which no less than 51 percent shall be transferred to State and local entities for drug control activities, which shall be obligated within 120 days after enactment of this Act: Provided, That up to 49 percent may be transferred to Federal agencies and departments at a rate to be determined by the Director of the Office of National Drug Control Policy, of which up to \$2,700,000 may be used for auditing services and associated activities.*

**D. SUMMARY TABLES OF PROGRAM AND FINANCING**

**High Intensity Drug Trafficking Areas  
(\$ in thousands)**

<b>Line Number</b>		<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
	<b>Program by activities:</b>				
00.01	Grants and Federal Transfers	\$236,300	\$236,300	\$197,300	(\$39,000)
00.01	HIDTA Auditing Services and Associated Activities	\$2,700	\$2,700	\$2,700	\$0
<b>10.00</b>	<b>Total Obligations</b>	<b>\$239,000</b>	<b>\$239,000</b>	<b>\$200,000</b>	<b>(\$39,000)</b>
	<b>Financing:</b>				
39.00	Budget Authority	\$239,000	\$239,000	\$200,000	(\$39,000)
	<b>Budget Authority:</b>				
40.00	Appropriation	\$239,000	\$239,000	\$200,000	(\$39,000)
41.00	Transferred to Other Accounts	(\$24,000)	(\$24,000)	(\$20,000)	(-\$4,000)
43.00	Appropriation (adjusted)	\$215,000	\$215,000	\$180,000	(\$35,000)
	<b>Relation of Obligations to Outlay:</b>				
90.00	Total Outlays	\$215,000	\$215,000	\$180,000	(\$35,000)

## **E. PERSONNEL**

No personnel costs are associated with the HIDTA program. Personnel responsible for providing policy direction and oversight for the HIDTA program are funded from ONDCP's Salaries & Expenses account.

**F. SUMMARY TABLES OF BUDGET AUTHORITY BY OBJECT CLASS****High Intensity Drug Trafficking Areas  
(\$ in thousands)**

<b>Line Number</b>		<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
25.00	High Intensity Drug Trafficking Areas – Obligations	\$215,000	\$215,000	\$180,000	(\$35,000)
99.00	Transfer to Federal Accounts	\$24,000	\$24,000	\$20,000	(\$4,000)
99.00	Total Budget Authority	\$239,000	\$239,000	\$200,000	(\$39,000)



## G. FY 2012 BUDGET REQUEST

The FY 2012 request for the HIDTA program is \$200,000,000, which includes \$197,300,000 for grants to state, local, and tribal agencies, and transfers to Federal agencies participating in the 28 HIDTAs, and up to \$2,700,000 to be used for auditing services and associated activities.

The HIDTA program plays a key role in helping to keep communities safe, and supports a place-based policy designed to increase the impact of government dollars by leveraging place-conscious planning and place-based programming. It is a regional program, locally managed, and tied to a national mission. It principally supports drug supply reduction by bringing together and providing assistance to Federal, state, local, and tribal law enforcement agencies operating in areas determined to be critical drug trafficking regions of the United States. However, in line with the President's *Strategy*, individual HIDTAs are also increasingly involved in prevention initiatives at the local or regional level.

The attached request for each HIDTA includes:

- (1) The amount proposed for each HIDTA.
- (2) A detailed justification that explains:
  - (A) the reasons for the proposed funding level; how such funding level was determined based on a current assessment of the drug trafficking threat in each High Intensity Drug Trafficking area;
  - (B) how such funding will ensure that the goals and objectives of each such area will be achieved; and
  - (C) how such funding supports the *Strategy*.
- (3) The amount of HIDTA funds used to investigate and prosecute organizations and individuals trafficking in methamphetamine in the prior calendar year, and a description of how those funds were used.

Once the funding distribution has been approved, each HIDTA will propose to ONDCP initiatives designed to implement its strategy to address the threat identified in its region. ONDCP will then determine the funding level to be awarded based on whether the HIDTA's strategy appropriately addresses the threat and whether the proposed initiatives are designed to appropriately implement the strategy. Prior year performance will also be taken into consideration, including but not limited to results evidenced by data obtained from the HIDTA Performance Management Process database. Complete results for 2010, on which this evaluation will be based, will be available in summer of 2011.

*Summary of HIDTA Requests*

<b>HIDTA</b>	<b>FY 2012 Request</b>
Appalachia	\$5,653,061
Atlanta	\$4,943,263
Central Florida	\$2,747,761
Central Valley California	\$2,747,761
Chicago	\$4,950,299
Gulf Coast	\$6,778,269
Hawaii	\$2,747,761
Houston	\$8,864,077
Lake County	\$2,767,912
Los Angeles	\$12,875,199
Michigan	\$2,976,742
Midwest	\$12,013,717
Milwaukee	\$4,396,876
Nevada	\$2,747,761
New England	\$2,747,761
New York/New Jersey	\$10,921,840
North Florida	\$2,747,761
North Texas	\$2,747,761
Northern California	\$2,747,761
Northwest	\$3,912,812
Ohio	\$2,869,579
Oregon	\$2,747,761
Philadelphia/Camden	\$3,762,915
Puerto Rico/U.S. Virgin Islands	\$8,320,674
Rocky Mountain	\$8,416,966
South Florida	\$11,175,012
Southwest Border	\$43,467,250
Washington/Baltimore	\$11,770,036
National HIDTA Assistance Center	\$1,733,652
<b>Subtotal</b>	<b>\$197,300,000</b>
Auditing Services	\$2,700,000
<b>TOTAL</b>	<b>\$200,000,000</b>

## Appalachia HIDTA

(1) Amount of funding requested for FY 2012: \$5,653,061

(2) Justification

(A) Threat Assessment

The Appalachia region is a predominant marijuana producing area and a domestic source of marijuana to other areas of the United States (U.S.). The region is also under assault by local methamphetamine abusers/manufacturers and a growing threat from illicit traffickers, who are interconnected with national and transnational level criminal organizations to bring in marijuana, cocaine, methamphetamine, and increasingly prescription drugs to Appalachia. The diversion and abuse of prescription drugs is near epidemic proportion, and is exacting a significant toll on certain Appalachian communities, while other areas of the region are beleaguered by crack cocaine, cocaine, and drug-related violence. The forecast for the area is a changing drug threat. Marijuana cultivation will increasingly be found on private land versus public (National Forest) land and Mexican DTOs will continue to establish large outdoor marijuana growing operations throughout the Appalachia HIDTA. The diversion and abuse of controlled pharmaceutical drugs, particularly oxycodone and hydrocodone, and the role played by pain clinics in Florida and the Southeastern U.S., will continue to pose a significant threat. Methamphetamine/ clandestine labs, dumpsites, and chemical/glassware seizures will level off but remain a significant threat.

(B) Strategy for achieving HIDTA goals and objectives

The Appalachia HIDTA will facilitate the necessary cooperation and effective working relationships among 6 U.S. Attorney's Offices, 7 Federal agencies, 13 state agencies, and 57 local agencies to achieve the common goal of disrupting and dismantling DTOs to reduce illicit drug production, distribution, drug-related violent crime, and drug abuse.

(C) Support of the National Drug Control Strategy

The Appalachia HIDTA supports the *Strategy* by reducing large scale marijuana production and the shipment of large amounts of marijuana to other areas of the country; disrupting and dismantling drug trafficking and/or money laundering organizations, thereby disrupting the market for not only marijuana, but pharmaceutical drug diversion and other illegal drugs, such as methamphetamine, cocaine, and heroin, as well. The Appalachia HIDTA's new parcel interdiction initiative specifically targets drugs being shipped throughout the Nation via parcel post.

(3) Methamphetamine

The Appalachia HIDTA experienced a significant surge in methamphetamine production during 2009. While the threat primarily consists of small, unsophisticated, portable clandestine labs, the number of seized labs increased by 62 percent from 2008 to 2009. During that time, Appalachia HIDTA initiatives located and dismantled 276 clandestine methamphetamine labs. Of the labs dismantled, 271 (98 percent) were rated at a 2 ounce or less production capacity and the remaining 5 labs were rated at 2 to 8 ounce capacity. Additionally, the Appalachia HIDTA

seized a total of \$76,432 worth of methamphetamine and \$20,976 of ice methamphetamine. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.

## Atlanta HIDTA

(1) Amount of funding requested for FY 2012: \$4,943,263

### (2) Justification

#### (A) Threat Assessment

The Atlanta metropolitan area continues to be the hub of east coast drug distribution. Most of the narcotics that arrive in Atlanta are distributed to other cities. The city's accessibility to major interstates and highways, such as Interstate 95 (I-95) and Interstate 20 (I-20), make it an ideal distribution point for Miami, Florida; Washington, D.C.; Baltimore, Maryland; and New York City, New York. Many of the drugs arrive in bulk and are then cut and shipped out to other distribution cities. The proceeds from these drug sales are then gathered, packaged and sent back to Mexico.

Atlanta remains the primary area of operations in the Eastern United States for Mexican cartels (primarily La Familia, Sinaloa, Gulf, Beltran-Leyva, and Juarez) distributing narcotics and smuggling bulk currency. The spread of these cartel operations resulted in the expansion of the Atlanta HIDTA from 4 counties in the metropolitan Atlanta area to 12, and the addition of 5 counties in the Raleigh/Durham area of North Carolina in 2008. Another three North Carolina counties were added to the HIDTA in 2009 and another six in 2010.

#### (B) Strategy for achieving HIDTA goals and objectives

The Atlanta HIDTA fosters collaborative working relationships among over 40 Federal, state and local investigative and prosecuting agencies conducting intelligence driven operations against major DTOs to achieve the common goals of disrupting and dismantling DTOs, and reducing the demand for drugs. Further, the Atlanta HIDTA enhances drug control efforts by implementing programs and activities that improve the effectiveness and coordination of agencies participating in the HIDTA.

#### (C) Support of the National Drug Control Strategy

To accomplish the mission of the Atlanta HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. In 2011, the Atlanta HIDTA plans on dismantling or disrupting at least 55 DTOs;
- Increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies. The Intelligence support center goal for 2011 is to provide analytical support to 1,337 cases; and,
- Creating a stronger relationship between law enforcement and prevention and treatment organizations. The HIDTA is establishing a Pharmaceutical Advisory Committee and plans to continue to publish an annual survey of data provided by regional treatment providers.

### (3) Methamphetamine

In 2009, 363 kilograms of methamphetamine with an estimated wholesale value of \$17,702,754 were seized by Atlanta HIDTA initiatives. A Regional Coordinator for the National Methamphetamine and Pharmaceuticals Initiative was added to the Atlanta HIDTA in 2008 and, working with the Georgia Bureau of Investigation, the Organized Crime Drug Enforcement Task Force (OCDETF) and the HIDTA, has established a precursor tracking system in the HIDTA. This system mirrors the Tennessee Methamphetamine Information System (TMIS) and serves the Southeastern OCDETF region. There is a resurgence of small, one-pot local manufacturing of methamphetamine attributed to disruptions in the quality and delivery of Mexican sources methamphetamine. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.

## **Central Florida HIDTA**

(1) Amount of funding requested for FY 2012: \$2,747,761

(2) Justification

(A) Threat Assessment

Law enforcement in the Central Florida HIDTA continues to view cocaine, and particularly crack cocaine, as the number one drug threat due to the amount of manpower required to address the drug and its associated violence. Pharmaceutical/prescription drugs and marijuana are of next greatest concern. Indoor grown marijuana remains a threat with the seizure of more than one hundred grow houses and some 13,000 plants in 2009. Prescription drug abuse is epidemic with over 200 overdose deaths in Pinellas County alone. In addition, there were 30 prescription drug suicides and another 90 deaths awaiting toxicology reports that are believed to be prescription drug related, all in Pinellas County. Recent investigations indicate Central Florida is becoming a source area for prescription drugs for other areas in the southeast and as far north as Ohio. Previously, this was only seen in South Florida. Heroin is still of concern with a street purity of 30 percent; however, the number of heroin-related deaths has greatly decreased.

(B) Strategy for achieving HIDTA goals and objectives

The Central Florida HIDTA will focus on maintaining and growing cooperative, information sharing relationships within the HIDTA area of responsibility and throughout the United States in an effort to reduce drug trafficking, manufacture, and transportation . This effort will extend to the U.S. Attorney's and State Attorneys offices and will be lead by an Executive Board composed of eight Federal and eight state and local Central Florida HIDTA law enforcement leaders. Further, the Central Florida HIDTA enhances drug control efforts by implementing programs and activities that improve the effectiveness and coordination of agencies participating in the HIDTA.

(C) Support of the National Drug Control Strategy

To accomplish the mission of the Central Florida HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. In 2009, the Central Florida HIDTA dismantled or disrupted 36 DTOs and seized over \$79 million in their drugs and assets;
- The HIDTA Intelligence Support center will work to increase intelligence sharing and coordination among the initiatives and all regional law enforcement agencies; and
- The HIDTA leadership will work with regional treatment and prevention providers and organizations to foster a stronger relationship between law enforcement and the prevention and treatment communities.

### (3) Methamphetamine

The Central Florida HIDTA utilized approximately \$250,000 in 2009 to dismantle 224 clandestine labs in the 7 county HIDTA area and two contiguous counties. An additional 22 labs were seized in the first quarter of 2010. During 2009, 20 kilograms of ICE methamphetamine was seized with an estimated wholesale value of \$797,024, and 6.5 kilograms of methamphetamine with a wholesale value of \$170,484. Intelligence indicates the methamphetamine is produced locally while the ICE is of Mexican origin.



## Central Valley California HIDTA

(1) Amount of Funding requested for FY 2012: \$2,747,761

(2) Justification

(A) Threat Assessment

The Central Valley California (CVC) HIDTA's greatest drug problems are related to marijuana, methamphetamine, cocaine, and heroin. The 10-county region is a leading producer of methamphetamine and outdoor and indoor grown Sinsemilla marijuana. Outdoor marijuana growing usually takes place in the forests and on remote public lands. The large cannabis plots are usually tended by illegal aliens, many of whom are armed. They pose a grave danger to hikers, campers, and forest workers. In 2009, over 7.4 million outdoor grown marijuana plants were eradicated in the state. The 10 CVC HIDTA counties accounted for nearly 2 million plants. In addition, organized bands of "smurfers"<sup>10</sup> roam the region, purchasing thousands of pseudoephedrine tablets from pharmacies to operate methamphetamine labs. While this area is a "source country" for both marijuana and methamphetamine, Mexico-based DTOs produce and smuggle heroin, cocaine, marijuana, and methamphetamine into the Central Valley of California for transport to other U.S. drug markets.

(B) Strategy for achieving the goals and objectives

The Strategy of the CVC HIDTA applies the traditional law enforcement methodologies and techniques that have proved effective against DTOs. Nearly 150 Federal, state, county, and city law enforcement members representing over 25 agencies comprise the CVC HIDTA initiatives. The integration and coordination of task force efforts are supported by a network of criminal intelligence analysts and integrated intelligence centers. The HIDTA Executive Board funds three drug task forces that are specifically tasked with investigating marijuana DTOs. A Marijuana Intelligence Fusion Center was created to coordinate and support marijuana investigations and eradication operations. A portion of the HIDTA's discretionary funds under the Domestic Marijuana Eradication program is provided to county agencies having severe marijuana eradication issues.

(C) Support of the National Drug Control Strategy

To accomplish the mission of the CVC HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. In 2009, the CVC HIDTA disrupted or dismantled 87 DTOs, compared to 75 DTOs the prior year;
- The CVC Intelligence and Investigative Support Center's (IISC) mission of providing tactical and strategic intelligence services to the HIDTA participating agencies and

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<sup>10</sup> "smurfers": numerous individuals going from store to store purchasing the maximum limit of pseudoephedrine and ephedrine products at each store and then pooling their purchases.

Executive Board is accomplished under the leadership of a Drug Enforcement Administration (DEA) Supervisor and California Bureau of Narcotics Enforcement managers; and

- Creating a stronger relationship between law enforcement and prevention organizations. The CVC HIDTA is coordinating with the other California HIDTAs on a state-wide prevention initiative.

### (3) Methamphetamine

The 2009 HIDTA enforcement initiatives focused a great amount of their resources against marijuana production and methamphetamine labs. A total of 103 kilograms of methamphetamine and over 293 kilograms of ICE methamphetamine were seized; 33 methamphetamine labs were dismantled, 9 of which were classified as “superlabs” yielding over 10 pounds during a single production cycle. Although the Central Valley region leads the state in the number of chemical dumpsites found, there has been a continuing decline in the number of methamphetamine labs located for the past four years. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.

## **Chicago HIDTA**

(1) Amount of funding requested for FY 2012: \$4,950,299

(2) Justification

(A) Threat Assessment

Chicago is one of the largest consumer markets for cocaine, heroin, marijuana, and other illicit drugs, and a transshipment hub and distribution center for these drugs to other areas of the country. The distribution and abuse of cocaine, followed by heroin and marijuana, are the primary drug threats in the Chicago HIDTA region. Large quantities of these drugs are transported to the area by Mexican DTOs and criminal groups, principally from locations along the Southwest border. In 2009, Chicago HIDTA initiatives reported the seizure of 973 kilograms of cocaine, 142 kilograms of heroin, 10,184 kilograms of commercial-grade marijuana, and 424 kilograms of high-grade marijuana. National seizure data shows that Chicago ranks first or second as the most common destination city for cocaine, heroin, and marijuana. Chicago is also cited as one of the most common points of origin for seized shipments of heroin. Mexican DTOs and criminal groups dominate the wholesale transportation and distribution of cocaine, heroin, and marijuana; they typically obtain these drugs directly from DTOs operating in Mexico and provide them to street gang leaders in the region for retail-level distribution. Street gangs are the primary retail distributors of illicit drugs. These gangs regularly engage in violent criminal activities to protect their drug supplies, distribution territories, and illicit drug proceeds.

In addition, the Chicago metropolitan area has one of the largest drug abuser populations in the Nation. Most recent data available from the Illinois Department of Human Services, Office of Alcoholism and Substance Abuse (DASA) indicate that the HIDTA region accounted for more than half (53.6 percent) of all treatment provider services received by patients in Illinois in state fiscal year 2009 (July 1, 2008 – Jun 30, 2009). This represents 79.9 percent of all heroin treatment provider services and 57.4 percent of all cocaine treatment provider services for the entire state that year. The continuing incursion of street gangs into outlying areas is also becoming problematic for suburban law enforcement, who often lack sufficient resources to effectively deal with increasing numbers of gang members.

(B) Strategy for achieving HIDTA goals and objectives

The Chicago HIDTA will continue to foster cooperative and effective working relationships among Federal, state, and local law enforcement agencies in order to eliminate or reduce drug trafficking and its harmful consequences. This includes coordinated efforts to reduce the production, manufacturing, distribution, transportation, and chronic use of illegal drugs, as well as the attendant money laundering of drug proceeds.

### (C) Support of the National Drug Control Strategy

To accomplish the mission of the Chicago HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale;
- Increasing intelligence sharing and coordination among the initiatives and all law enforcement agencies in Illinois and the other regions that are impacted by the illegal drug trade emanating from the Chicago HIDTA's area of responsibility; and
- Seek ways to enhance its relationship with community organizations, educational institutions, and other organizations engaged in drug education, prevention, and treatment activities.

### (3) Methamphetamine

HIDTA funds are not specifically earmarked for methamphetamine enforcement due to relatively low usage. Although it is believed that methamphetamine is transported through the Chicago HIDTA en route to other markets (51 kilograms were seized with wholesale value of \$1,799,635 in 2009), local distribution and use are generally confined to small niche markets.

## **Gulf Coast HIDTA**

(1) Amount of funding requested for FY 2012: \$6,778,269

(2) Justification

(A) Threat Assessment

The Gulf Coast HIDTA (GC HIDTA) is a geographically diverse area consisting of 26 HIDTA designated counties/parishes in the states of Alabama, Arkansas, Mississippi, Louisiana, and Tennessee. The drug which continues to pose the greatest threat in the GC HIDTA is cocaine, along with its derivative crack. Cocaine/crack is transported into the GC HIDTA by Mexican poly-drug DTOs and subsequently distributed by African American drug trafficking groups. Methamphetamine is ranked, overall, as the second most serious threat, and surpassing cocaine/crack in some areas of the GC HIDTA. There was a marked increase in methamphetamine laboratory seizures from 2008 to 2009 that can be attributed to the use of simpler production methods such as “shake and bake” (a new method of methamphetamine production that requires only a two-liter soda bottle, some cold pills and common, household chemicals). Across the GC HIDTA region, ICE methamphetamine remains moderately available through Mexican DTOs. Illicitly diverted pharmaceuticals obtained through Internet pharmacies, Mexican DTOs, and pain management clinics remain a significant threat across the GC HIDTA. Overdose deaths and injuries from OxyContin, methadone, and their combination with other drugs such as Soma (a prescribed muscle relaxant) remain high and, in some cases, surpass those of more familiar drugs such as heroin. Heroin remains a low threat across most of the GC HIDTA, with the exception of the City of New Orleans, where trafficking groups have recently switched from cocaine/crack to heroin as their drug of choice. High availability through source cities such as Houston and more profit from heroin have fostered this change. Violent crime continues to impact the safety and quality of life of the citizens in the GC HIDTA. Violent drug trafficking groups have returned to the storm-ravaged areas of Louisiana and Mississippi, leading to an increase in violent crime.

(B) Strategy for achieving HIDTA goals and objectives

The GC HIDTA program seeks to promote an effective and collaborative working relationship among and between the 26 GC HIDTA law enforcement initiatives by designing and deploying an infrastructure that fosters information sharing and ensures a coordinated response to the drug threat that will create an environment in which its 110 participating Federal and state/local agencies may achieve the HIDTA program’s national goals of disrupting and dismantling DTOs and reducing the demand for drugs by focusing on specific drug threat elements unique to the area. Law enforcement, intelligence, and management initiatives dedicate resources to address prioritized drug threats within their respective areas of responsibility as described in the annual drug threat assessment and approved by the GC HIDTA Executive Board.

### (C) Support of the National Drug Control Strategy

To accomplish the mission of the GC HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupt the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. The HIDTA will support 26 enforcement initiatives to target regional DTOs; and
- Increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies. The HIDTA Intelligence Support Center and HIDTA Blue Lightning Operation Center (BLOC) Watch Center will accomplish this through event and case deconfliction, analytical support, lead referrals and the production and dissemination of intelligence products.

### (3) Methamphetamine

Methamphetamine is ranked as the second-most serious threat to the GC HIDTA. As such, significant fiscal, enforcement, and intelligence resources have been committed to disrupting and dismantling DTOs focusing on the manufacture, transportation and distribution of the drug. While Mexican DTOs continue to dominate the transportation and distribution of bulk quantities of methamphetamine in the region, there has been a significant increase in the number of small capacity clandestine labs seized across all four GC HIDTA states. In 2009, the GC HIDTA recorded a rare reduction in the number of clandestine anhydrous ammonia laboratory seizures. This is a reflection of the increase in simpler production methods such as the “shake and bake” which produce anhydrous ammonia as part of the chemical process. In 2009, 223 methamphetamine labs were dismantled, all yielding less than 8 ounces per production cycle. GC HIDTA initiatives also removed 341 kilograms of methamphetamine from the marketplace with a wholesale value of \$14,745,107. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.

## Hawaii HIDTA

(1) Amount of funding requested for FY 2012: \$2,747,761

### (2) Justification

#### (A) Threat Assessment

The trafficking and abuse of crystal methamphetamine, along with the production/cultivation of marijuana, pose the greatest illicit drug threat to the Hawaii region. Hawaii is ranked among the highest in the Nation per capita for methamphetamine abuse and consistently ranks among the Nation's top marijuana production regions. Illegal cannabis cultivation operations are ever-present throughout the Hawaii HIDTA region, particularly on the Big Island and Maui. This situation is driven by the growing demand for high potency marijuana, high levels of abuse, and the continued exploitation of Hawaii's medical marijuana laws by illegal marijuana producers and drug traffickers. The impact of these two drugs results in more violence and social disruption than the other illicit drugs of cocaine, heroin, MDMA (Ecstasy), diverted pharmaceuticals, and steroids (which are available in lesser quantities within the region). Violence associated with illicit drug trafficking exacts an expensive toll on social and health care services, as Hawaii's families and neighborhoods struggle with domestic violence and child endangerment.

#### (B) Strategy for achieving HIDTA goals and objectives

The Hawaii HIDTA has a clear-cut mission and strategy for its law enforcement and intelligence components. The HIDTA fosters cooperative and effective working relationships between all 32 participating Federal, state, and local law enforcement agencies, whose personnel are strategically aligned into 14 collocated task forces. The task forces focus on long and short term multi-jurisdictional investigations; complex money laundering investigations; violent offenders and fugitives; and marijuana eradication. Additionally, the Hawaii HIDTA invests heavily in a robust Intelligence Support Center and houses the region's only DHS recognized all crimes, all hazards Fusion Center. The Hawaii HIDTA intelligence-led policing strategy pulls together targeted information into an analytical intelligence cycle so that priorities can be established and the most pressing law enforcement threats can be dealt with in a focused/planned manner.

#### (C) Support of the National Drug Control Strategy

To accomplish the mission of the Hawaii HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. In 2009, the HIDTA disrupted or dismantled 54 DTOs, compared to 48 DTOs the prior year;
- The Hawaii HIDTA invests heavily in a robust IISC and the region's only DHS-recognized Fusion Center. The Hawaii HIDTA intelligence-led policing approach pulls together targeted information into an analytical intelligence cycle so priorities can be

established and the most pressing law enforcement threats can be dealt with in a focused/planned manner; and

- Creating a stronger relationship between law enforcement and prevention organizations. Specifically, the Hawaii HIDTA works with local business to develop DVDs highlighting the dangers of drugs in the workplace.

### (3) Methamphetamine

In 2009, the Hawaii HIDTA used \$1,400,000 of its budget to remove \$6,010,000 (wholesale value) worth of methamphetamine and seize \$3,300,000 in cash proceeds from the illicit drug market. In doing so, the Hawaii HIDTA disrupted 54 (totally dismantling 13) methamphetamine related DTOs. As a result of coordination and continued law enforcement pressure on illicit DTOs, the Hawaii HIDTA was able to disrupt/dismantle 32 percent more methamphetamine DTOs than the previous year.



## **Houston HIDTA**

(1) Amount of funding requested for FY 2012: \$8,864,077

### (2) Justification

#### (A) Threat Assessment

The threat from illicit drug trafficking and associated violence within the Houston HIDTA remains high, in large part due to its close proximity to the U.S. and Mexico border, its seaports and national highway infrastructure. The Houston HIDTA region is one of the most significant distribution and transshipment areas for illegal drugs trafficked from Mexico into the U.S. It is also a primary consolidation point for bulk cash smuggled back across the border. Therefore, Houston is one of the principal centers for drug activity in the country. Houston has experienced an increase in pharmaceutical diversion activities over the past several years, heightening the level of threat posed to the region and beyond. In addition to the imminent threat posed by the vast supply of illegal drugs moving through the Houston HIDTA, drug-related violence continues to escalate, especially among the region's gangs. Gangs within the Houston HIDTA continue to grow in strength and number. Their violence, often spurred by drug-related turf issues, is increasingly brutal, heightening the severity of the impact of the drug trade in the region. Cocaine was identified as the greatest drug threat in the Houston HIDTA region, with crack cocaine being the drug most associated with both violent and property crimes.

#### (B) Strategy for achieving HIDTA goals and objectives

Continue to foster cooperative and effective working relationships among Federal, state, and local agencies that participate and/or operate in the Houston HIDTA area to achieve the common goals of disrupting and dismantling DTOs, and reducing the demand for drugs.

#### (C) Support of the National Drug Control Strategy

To accomplish the mission of the Houston HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Dismantling or disrupting drug trafficking and/or money laundering organizations, thereby disrupting the market for illegal drugs;
- Implementing programs and activities that improve the effectiveness and coordination of agencies participating in the HIDTA;
- Increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies; and
- Creating a stronger relationship between law enforcement and prevention and treatment organizations.

(3) Methamphetamine

In 2009, Houston HIDTA initiatives used \$69,576 to dismantle 22 clandestine labs, seizing: 15 rated at two ounce or less production capacity; 1 rated at 2-8 ounces; 1 rated at 9-31 ounces; 4 rated at 32-159 ounces; and 1 rated at 10-20 pounds. At a local selling price of \$2,000 per ounce, the Houston HIDTA prevented the production of more than \$1,358,000 worth of raw methamphetamine.

## Lake County HIDTA

(1) Amount of funding requested for FY 2012: \$2,767,912

(2) Justification

(A) Threat Assessment

Lake County is in the area characterized by NDIC (in the 2010 Threat Assessment) as Corridor F, the primary route for drug smuggling from the Southwest border to Chicago and Northwest Indiana. The close proximity to Chicago, Illinois, the demographics and the inner-city economic woes of Gary, Indiana; East Chicago, Illinois; and Hammond, Indiana; all contribute to an unacceptable level of violence and drug-related crime. The Lake County HIDTA has identified 74 local, regional, and national gangs as being responsible for the violence and drug trafficking activities in the cities of Gary, Hammond, and East Chicago.

The distribution and abuse of crack cocaine and heroin pose the greatest drug threat in Lake County. Due to economic conditions, some crack dealers are packaging and selling smaller rocks of crack at a lower price. Traffickers have also begun to “re-rock” kilogram quantities of cocaine, an indication of lower cocaine availability.<sup>11</sup> Most cocaine is transported from the Southwest border points of entry to Chicago or Northwest Indiana via tractor trailer and private vehicles for distribution or onward movement. Marijuana is the most widely abused drug in Lake County. Most marijuana in Lake County is commercial-grade Mexican marijuana. Also available is locally produced marijuana from regional indoor and outdoor sites. There has been a growth in heroin use in Lake County and Northwest Indiana, leading to the region having one of the highest per-capita heroin-related death rates in the country. While surrounding Indiana counties continue to see a growth of methamphetamine-related problems, methamphetamine production and demand in Lake County is very low.

According to hospital emergency room information, controlled prescription drugs (CPDs) are available and being abused in the region, most often in a “cocktail” with another form of illicit drug.

(B) Strategy for achieving HIDTA goals and objectives

The Lake County HIDTA is composed of seven (7) law enforcement initiatives including the Money Laundering and Financial Crimes initiative which became operational in early 2010. These initiatives, along with the Lake County HIDTA Investigative Support Center (ISC), work closely with eighteen state and local jurisdictions and several Federal agencies in bringing a coordinated law enforcement effort to the county to combat drug trafficking. Additionally, the ISC added a digital evidence capability section in late 2009. This allows the HIDTA to analyze computer and cell phone data in support of various cases. The ISC continues to refine the gang database with plans to include both the Chicago and Indianapolis metropolitan areas.

(C) Support of the National Drug Control Strategy

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<sup>11</sup> “Re-rocking” is a process of diluting kilograms of powder cocaine and reforming the cocaine into kilogram bricks with a hydraulic press, making the cocaine appear authentic and uncut.

To accomplish the mission of the Lake County HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale;
- Increasing intelligence sharing and coordination among the initiatives and all law enforcement agencies in Northwest Indiana; and
- Assist the Lake County Drug-Free Alliance. The Alliance brings together professionals from treatment, prevention and law enforcement and initiates programs to curb and treat drug abuse throughout Lake County. The Alliance has used elements of both the Lake County HIDTA Drug Market Analysis and the Lake County HIDTA Annual Report in their own threat assessment and studies. The Lake County HIDTA is extremely interested in creating a stronger relationship with prevention and treatment organizations.

(3) Methamphetamine

In 2009, the Lake County HIDTA did not conduct any methamphetamine investigations; as such, no HIDTA funds were used.

## Los Angeles HIDTA

(1) Amount of funding requested for FY 2012: \$12,875,199

### (2) Justification

#### (A) Threat Assessment

Mexican DTOs and criminal groups continue to control the wholesale distribution of illicit drugs in the Los Angeles HIDTA region. They supply illicit drugs to distributors within the region and in most other significant drug markets throughout the country. Their influence is so profound that the Los Angeles HIDTA region has become one of the most significant illicit drug distribution centers in the United States for cocaine, heroin, marijuana, methamphetamine, MDMA, and PCP. Additionally, the region is a staging area for Mexican DTOs and some national street gangs.<sup>12</sup>

The geographic, cultural, social, economic diversity, and general affluence of the population within the four county areas (12th largest economy in the world and a population greater than that of all but 4 States (+/-17 million)) have helped make the Los Angeles HIDTA an open market for drug use, distribution, and manufacturing. Further, due to the large rural and remote desert areas, the Los Angeles HIDTA remains an ideal location for the clandestine manufacturing of methamphetamine.

#### (B) Strategy for achieving goals and objectives

By design, the Los Angeles HIDTA strategy provides a comprehensive, dynamic law enforcement / intelligence plan which combines and coordinates regional drug control efforts in areas where they can have the most significant impact upon the threat. By Executive Board direction, this HIDTA consists of six major operational task forces comprised of collocated Federal, state, and local law enforcement agencies and three intelligence initiatives. It is their collective purpose to effectively and efficiently work within the strategy to identify and target the major DTOs, which operate at the higher levels of the illegal narcotic “food chain”, in order to measurably reduce drug trafficking and its impact of illicit drugs in this and other areas of the country.

#### (C) Support of the National Drug Control Strategy

To accomplish the mission of the Los Angeles HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. In 2009, the HIDTA disrupted or dismantled 207 DTOs, compared to 154 DTOs the prior year;
- Increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies. It is the primary mission of the Los Angeles County Regional Criminal Information Clearinghouse (LACRCIC, or more commonly known as LA

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<sup>12</sup> NDIC, Intelligence Bulletin, Los Angeles HIDTA Drug Market Analysis, April 2009, Product Number 2009 – RO813-013, page 3.

CLEAR) to ensure officer safety and operational efficiency by providing advanced technology, intelligence, and enhanced information sharing to all law enforcement agencies; and

- Creating a stronger relationship between law enforcement and prevention organizations. The Los Angeles HIDTA is coordinating with the other California HIDTAs on a statewide prevention initiative.

### (3) Methamphetamine

In 2009, Los Angeles HIDTA initiatives used approximately \$1,200,000 to dismantle 27 clandestine labs, including 6 super labs. At a regional selling price of \$1,000 per ounce, the Los Angeles HIDTA prevented the production of over \$1,965,000 worth of methamphetamine. Additionally, in 2009, according to the El Paso Intelligence Center, the Los Angeles HIDTA seized the largest “mega” super lab in the country, with a production capacity of 80 pounds per cook. Seven 22 liter flasks and large amounts of precursor chemicals were seized at the lab. Intelligence seized at the scene indicated that the super lab was financed by the Mexican Mafia.

Over 127.6 tons of dangerous drugs (valued at \$299,633,524) were removed from the streets of America by the Los Angeles HIDTA initiatives to include 957.4 kilograms (1.1 tons) of methamphetamine (powder and ice), having a wholesale value of approximately \$29,344,965 and approximately 1,183.9 kilograms (1.3 tons) of pseudoephedrine.

## Michigan HIDTA

(1) Amount of funding requested for FY 2012: \$2,976,742

(1) Justification

(A) Threat Assessment

The Michigan HIDTA region is a major importation and distribution center for cocaine (primarily crack), heroin, marijuana, controlled prescription drugs, and MDMA. Methamphetamine production and abuse is increasing in the Michigan HIDTA region. The National Methamphetamine and Pharmaceuticals Initiative ranked Michigan as the 5th leading state in the country, with 538 methamphetamine incidents reported in 2009. The region includes major drug markets in Detroit, Flint, Saginaw, and the Kalamazoo-Grand Rapids area. Detroit and Flint are consistently ranked as two of the most violent cities in the country. The region is located between major drug markets in Chicago and New York City and is a destination location for cocaine, heroin, and marijuana coming from Mexican DTOs operating along the Southwest border. Our border with Canada makes the Michigan HIDTA region susceptible to international drug smuggling (MDMA, high-potency marijuana) and money laundering by Asian DTOs. African American DTOs are the predominant wholesale distributors of cocaine, heroin, and marijuana in the region, while street gangs are the primary distributors of retail quantities of those drugs in the urban areas of the region. These gangs often commit violent crimes to protect their drug supplies, territory, and illicit proceeds. Controlled prescription drug diversion has become a growing problem in the region, and Detroit has become a source city for both OxyContin and Vicodin, which are transported south to Kentucky and other adjoining states.

In 2009, Michigan HIDTA Initiatives disrupted or dismantled 149 DTOs or MLOs (money laundering organizations), confiscated more than \$87,000,000 in illegal drugs, seized more than \$26,000,000 in currency and other drug-related assets, and dismantled 265 clandestine methamphetamine labs in the region.

(B) Strategy for Achieving HIDTA Goals and Objectives:

The Michigan HIDTA approach to accomplishing the two goals of the HIDTA program, and to fostering a comprehensive response to illicit drug trafficking is through collocation of all available law enforcement resources, interagency cooperation, and the sharing of strategic and tactical information. Cooperative working relationships have been developed over many years by the Executive Board and the Executive Director to ensure that these goals are met. Enhanced communication, collaboration, information sharing, and intelligence-driven investigations are key components designed to promote maximum effectiveness and efficiency.

(C) Support of the National Drug Control Strategy

To accomplish the mission of the Michigan HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale;
- Increasing intelligence sharing and coordination among the initiatives and all law enforcement agencies in Michigan and other regions impacted by the illegal drugs emanating from the Michigan HIDTA's area of responsibility; and
- Continuing to seek ways to enhance its relationship with community organizations, educational institutions, and other organizations engaged in drug education, prevention, and treatment activities.

### (3) Methamphetamine

Methamphetamine production continues to increase as the “one-pot” method continues to grow in popularity in the western counties of the state. In 2009, Michigan HIDTA initiatives dismantled 265 methamphetamine labs throughout the state and prevented more than \$800,000 of methamphetamine from reaching the marketplace. The Michigan HIDTA has committed \$85,000 in 2010 to train and recertify law enforcement officers to safely process and dismantle clandestine methamphetamine labs. Approximately \$200,000 has been committed to initiatives for methamphetamine-related enforcement activities. Production of methamphetamine is expected to increase in the region to meet domestic demand.



## **Midwest HIDTA**

(1) Amount of funding requested for FY 2012: \$12,013,717

(2) Justification

(A) Threat Assessment

The Midwest HIDTA region continues to be a fertile environment for the importation, manufacturing, and distribution of narcotics. Overall, methamphetamine trafficking is the greatest problem faced by the Midwest HIDTA. However, densely populated urban areas in the region continue to experience major problems with all drugs, especially crack cocaine. Cocaine, methamphetamine, and marijuana continue to be popular in St. Louis, Kansas City, Des Moines, and Omaha. Heroin remains prevalent primarily in the inner city communities of St. Louis and Kansas City, and is transported from those areas to the suburbs. MDMA, GHB (gamma hydroxybutyric acid) and other dangerous drugs known as "club drugs" are also consistently present in most urban areas.

In the Midwest region, Mexican DTOs continue to dominate wholesale drug distribution and transportation. Smaller cities and rural areas are affected by methamphetamine on a wider scale than large cities; however that gap continues to narrow. All areas continue to see methamphetamine supplied through local production by small clandestine laboratories, facilitated by precursor chemical dealers and pseudoephedrine smurfing operations. Competing gangs and other DTOs continue to use violence to solidify and maintain their hold on drug trafficking within their area of influence. Cooperative local, state, and Federal law enforcement efforts throughout the Midwest HIDTA region have met with noteworthy success in identifying, targeting, and prosecuting active DTOs and gang members involved in violent drug-related activity. Drug trafficking analysis indicates that high level DTOs have been taking root in the Midwest region. Many of these organizations deal in several types of illegal drugs. St. Louis, Kansas City, Des Moines, and Omaha continue to be drug transportation and distribution hubs for the region and to other areas of the country. These cities, which are also in the crossroads of the Nation's highways, are important transit points for the movement of DTOs financial profits returning to the western United States and Mexico.

(B) Strategy for achieving the goals and objectives

Investigators and criminal analysts conduct complex, in-depth, multi-jurisdictional DTO investigations with an emphasis on dismantling organizations and reducing drug-related violence. Investigations target the highest-level of drug trafficking and money laundering organizations utilizing undercover operations and electronic surveillance of their command, control and communications systems. Task force teams also deal with the local production of methamphetamine and clandestine labs that, while reduced in numbers compared to years past, remain a significant threat.

(C) Support of the National Drug Control Strategy

The Midwest HIDTA, which contains 73 designated counties in the Iowa, Kansas, Missouri, Nebraska, North Dakota, South Dakota, and Illinois; supports 34 drug enforcement task forces, 6 domestic highway enforcement initiatives, 5 intelligence initiatives and 5 support. The Midwest HIDTA has developed a cohesive and comprehensive regional program focusing on reducing the transportation, distribution, and manufacturing of illegal narcotics, thereby disrupting the illicit drug market.

(3) Methamphetamine

Overall, the most significant enforcement problem in the Midwest region remains methamphetamine. In 2009, Midwest HIDTA initiatives seized over 206 kilograms of methamphetamine and 64 kilograms of ice methamphetamine, and dismantled 298 clandestine labs rated at less than 2 ounce, 46 rated at 2-8 ounce capacity, 4 at 9-31 ounce, 2 at 32-159 ounce production capacity, and 2 super labs of between 10-20 pound production capacity. In addition, there were 668 dumpsites located in the Midwest HIDTA region in 2009. A total of 186 children were affected by clandestine labs, with one injured and one deceased. In addition, 12 law enforcement personnel were injured at methamphetamine labs. Midwest HIDTA agencies interfaced with multiple state and local child services agencies to conduct dual track child abuse and endangerment investigations on those cases involving lab exposure and chemical injuries. Felony charges were brought and children were removed from dangerous environments on a number of those cases. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.

## Milwaukee HIDTA

(1) Amount of funding requested for FY 2012: \$4,396,876

(2) Justification

(A) Threat Assessment

Cocaine continues to be readily available in the Milwaukee HIDTA region, though its pricing structure has remained elevated since a severe shortage in 2008. High-potency marijuana, from local outdoor grows and imported from the Southwest border and California is also readily available in high grade and significant amounts. Locally grown marijuana poses the biggest marijuana threat in the region. Heroin has increased in availability, and its price has remained relatively low compared to the other drugs, resulting in an increase in abuse and resultant overdose deaths. Distribution of MDMA from Canada is minimal. Drug-related violence and violent crime by gangs continues to pose a serious threat to the Milwaukee HIDTA region. Wholesale quantities of cocaine and marijuana are primarily supplied by Mexican DTOs, while heroin is supplied by a variety of drug trafficking groups including Dominican, Nigerian, Colombian, and Mexican DTOs.

(B) Strategy for achieving HIDTA goals and objectives

The Milwaukee HIDTA will continue to foster cooperative and effective working relationships among the 21 local, state, and Federal participating member agencies to achieve the common goals of disrupting and dismantling DTOs, and reducing the demand for drugs. Through Milwaukee HIDTA Enforcement Initiatives working within the seven member counties, investigative emphasis is placed upon the targeting of DTOs that pose the most significant threats, primarily those with ties to the southwest and northern borders (multi-state and international). In addition, the initiatives work cooperatively with counties bordering the HIDTA Region, other HIDTAs and law enforcement agencies via Domestic Highway Enforcement to develop multi-pronged investigations.

(C) Support of the National Drug Control Strategy

The Milwaukee HIDTA supports the *Strategy* by dismantling or disrupting drug trafficking and/or money laundering organizations, thereby disrupting the market for illegal drugs. Efforts are focused on reducing the supply of drugs in the community through enforcement and interdiction activities with additional efforts on reducing demand for drugs through prevention strategies. These strategies emphasize total community involvement through partnering with law enforcement, the courts, and prevention and treatment activities. The HIDTA will continue to enhance and expand its relationship with and support to Safe & Sound, a community-based organization engaged in drug education and prevention activities.

(3) Methamphetamine

The Milwaukee HIDTA used no funds to specifically investigate or prosecute organizations and individuals trafficking in methamphetamine in 2009. According to the Threat Assessment, there is no significant methamphetamine production or use in the HIDTA Region of Wisconsin. However, there were some seizures in 2010 by area law enforcement of multiple pound

shipments from Mexican DTOs. The goal of these DTOs is to develop a market by providing methamphetamine free of charge in conjunction with other drug purchases. Area law enforcement remains vigilant and is in close contact with surrounding HIDTAs.

## Nevada HIDTA

(1) Amount of funding requested for 2012: \$2,747,761

(2) Justification

(A) Threat Assessment

The distribution and abuse of methamphetamine pose the most significant drug threat to the Nevada (NV) HIDTA. Most of the methamphetamine available in the region is supplied by Mexican DTOs who transport the drug from sources of supply in Mexico, Arizona, and California. Availability varies throughout the NV region, most likely due to the different domestic source areas that supply methamphetamine to the region. Marijuana is widely available and a frequently abused drug throughout the region. Enforcement teams have observed a significant increase in the number of indoor marijuana grows in Clark County, with over 100 indoor grows discovered during 2009 by HIDTA task forces or local law enforcement in the area. There has also been an increase in availability of diverted pharmaceuticals on the streets of Las Vegas and in numerous nightclubs frequented by tourists on the Las Vegas Strip. The abuse and distribution of these drugs is not limited to these venues, but they contribute to the rapidly expanding problem in the NV HIDTA. Enforcement teams are also observing a significant increase in the availability and abuse of heroin in the NV HIDTA area. Operations worked in Clark County target the suppliers who sell to young users from the suburban areas of the Las Vegas Valley. In Reno, heroin is marketed by more traditional Mexican DTOs. Recent data indicate that young people who have become addicted to prescription opiates are turning to heroin because it is more available and cheaper than prescription drugs.

(B) Strategy for achieving the goals and objectives

The HIDTA program has been instrumental in fostering cooperation between state, local, and Federal agencies to a level not previously seen in Nevada. The relationships that have been built, and the cooperative effort to attack DTOs by the participating agencies of the NV HIDTA continue to improve and are expected to continue to grow during the 2012 budget year. In 2009, reevaluation of task forces, the creation of new task forces, and the dismantling or modification of other task forces were priority undertakings of the NV HIDTA.

(C) Support of the National Drug Control Strategy

The NV HIDTA supports the *Strategy* by dismantling or disrupting drug trafficking and/or money laundering organizations, thereby disrupting the flow of illegal drugs into the NV HIDTA and other areas of the country. HIDTA investigators conduct complex and in-depth multi-jurisdictional DTO investigations with an emphasis on dismantling organizations and reducing drug-related violence.

### (3) Methamphetamine

Methamphetamine continues to be the primary regional threat. There are signs that NV HIDTA task force teams are making progress in the battle against this drug. The availability and purity of methamphetamine were stable during 2009, with only a slight increase in the amount seized by the NV HIDTA. NV HIDTA task force teams disrupted/dismantled 91 international, multi-state, and local DTOs in 2009; of those, 42 were methamphetamine based DTOs. Drug seizures included 66 kilograms of methamphetamine and 30 kilograms of ice methamphetamine, with a total wholesale value of \$3,500,000. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.

## New England HIDTA

(1) Amount of funding requested for 2012: \$2,747,761

(2) Justification

(A) Threat Assessment

The distribution and abuse of heroin and diverted controlled prescription drugs pose the greatest drug threat to the New England HIDTA region. Opioid abuse is associated with high levels of violent crime and property crime, and accounts for 70 percent of all illicit drug-related treatment admissions and the majority of poison center hotline calls, hospital visits, and drug-related deaths in the region. Controlled prescription opioid abusers fuel the heroin abuse problem in the region, as they switch in increasing numbers to heroin because of its higher potency and greater affordability. Cocaine, particularly crack cocaine, is commonly abused in some parts of the New England region, mainly inner-city neighborhoods of major cities. Crack cocaine availability has expanded in many northern New England cities largely because criminal groups and street gangs from southern New England and the New York City metropolitan area have increased distribution in those areas. Violence between these street gangs is increasing, as they compete for territory in a lucrative drug market. Marijuana abuse is pervasive throughout the New England region, with Mexican marijuana and high-potency marijuana from regional domestic and Canadian suppliers readily available. New York City-based Colombian DTOs are the primary wholesale suppliers of heroin and cocaine in the New England region. Dominican DTOs are significant transporters and distributors of retail-level quantities of cocaine, marijuana, heroin, and controlled prescription drugs in the region. Mexican DTOs have increased their operations in the New England HIDTA region and are now significant wholesalers of heroin, cocaine, and marijuana.

(B) Strategy for achieving HIDTA goals and objectives

The New England HIDTA provides an agency-neutral program to balance regional law enforcement efforts, and coordinates a strategy to address the regional threat and national priorities. It continues to foster effective working relationships among six United States Attorney's Offices, nine Federal law enforcement agencies, and scores of state and local law enforcement agencies. The 18-member New England HIDTA Executive Board approves the strategy, as well as the threat assessment, budget, and initiatives. New England HIDTA task force initiatives are staffed with collocated Federal, state, and local law enforcement officers. Each task force initiative has a stated mission, strategy, objectives, and performance targets. The New England HIDTA Executive Board, Operations Subcommittee, Intelligence Subcommittee, and Management and Coordination initiative coordinate the integration of all initiatives to ensure a unified effort in achieving goals and objectives. The overall unifying goal among all agencies is to affect the disruption and dismantlement of drug trafficking organizations and/or money laundering organizations. Coordination and partnership with the Organized Crime Drug Enforcement Task Force (OCDETF) program are fostered, as are partnerships with non-HIDTA agencies and organizations.

(C) Support of the National Drug Control Strategy

The New England HIDTA supports the *Strategy* by dismantling or disrupting drug trafficking and/or money laundering organizations, thereby disrupting the market for illegal drugs. The HIDTA further supports the *Strategy* through its cooperation with and support of the Essex County District Attorney's drug education and prevention initiatives.

(3) Methamphetamine

Methamphetamine poses a low threat to the New England region. Consequently, minimal HIDTA funds are used to investigate and prosecute organizations and individuals trafficking in methamphetamine.



## **New York / New Jersey HIDTA**

(1) Amount of funding requested for FY 2012: \$10,921,840

(2) Justification

(A) Threat Assessment

The New York/New Jersey HIDTA (NY/NJ HIDTA) region is a national distribution center for illicit drugs, principally cocaine, heroin, and marijuana. Multi-kilogram to ton quantities of these drugs are transported to the region by air, land, and sea conveyances from drug source and transit countries, such as Canada, Colombia, the Dominican Republic, and Mexico, as well as from domestic locations, including Florida, Puerto Rico, and the Southwest. Wholesale quantities of illicit drugs that enter the region are typically divided into smaller quantities for further distribution within the region and to be transported to cities throughout the Northeast, Southeast, and Midwest.

Cocaine and heroin pose the most significant threats to the NY/NJ HIDTA region. Cocaine is frequently abused throughout the area, and crack cocaine distribution poses an increasing threat to New York City and the upstate New York counties, because this drug is becoming the primary source of income for several violent street gangs. Heroin availability is high and increasing, as indicated by high purities, low prices, and increased milling operations in the HIDTA region. Heroin sold in New York City and Newark is among the highest purity and lowest priced heroin in the country. On Long Island, significant increases in heroin availability have led to a rise in heroin abuse, particularly among young people. In New Jersey, rising heroin demand has caused New York City-based DTOs to branch out to northern New Jersey, increasing heroin availability there.

Other illegal drugs pose a serious threat to the NY/NJ HIDTA. Marijuana is the most commonly abused drug in the region; Canadian hydroponic marijuana poses a serious threat to the upstate New York HIDTA counties. Controlled prescription drugs (CPDs) — particularly opioid pain medications—are widely abused throughout the region and contribute to more overdose deaths than any other drug in some areas. Continued high levels of CPD abuse are expected to result in a rising number of overdoses and overdose deaths in the region.

(B) Strategy for achieving HIDTA goals and objectives

The mission of the NY/NJ HIDTA is to reduce drug trafficking and its harmful consequences, particularly drug-related crime, by building innovative and effective partnerships with law enforcement agencies operating in the region. The NY/NJ HIDTA promotes cooperation between agencies through the creation of collocated, commingled task forces; provides technological capabilities to enhance and expedite investigations; and leverages resources to ensure they are used in the most efficient way possible.

(C) Support of the National Drug Control Strategy

The NY/NJ HIDTA supports the *Strategy* by dismantling or disrupting drug trafficking and/or money laundering organizations, thereby disrupting the market for illegal drugs. Furthermore, the NY/NJ HIDTA will continue to support of several Armory projects that provide inner-city youth with a safe alternative to the drug or gang cultures of the city. Additionally, the HIDTA had initiated an in-depth study of drug abuse in an attempt to better articulate the drug threat in their area of responsibility.

(3) Methamphetamine

Generally, methamphetamine is not the principal drug being trafficked by DTOs in the NY/NJ HIDTA region. It is expected that the number of methamphetamine investigations will increase in the coming years as new task forces begin to operate in the recently designated counties in upstate New York.

## **North Florida HIDTA**

(1) Amount of funding requested for FY 2012: \$2,747,761

(2) Justification

(A) Threat Assessment

The North Florida HIDTA (NFHIDTA) continues to be a transportation hub for national and international DTOs and criminal groups. A large international seaport, an airport, and three major interstate highways (I-95, I-75 and I-10) identified as primary drug corridors are used by DTOs and criminal groups to facilitate the distribution of drugs and drug proceeds within the area and throughout the U.S.

Diverted pharmaceuticals have dramatically surpassed traditional illegal drugs, such as cocaine, crack, and marijuana as the top threat in the NFHIDTA. South Florida and North Florida have become source areas for prescription pain killers to a variety of destination areas, such as Tennessee, Kentucky, and West Virginia. Deaths caused by or related to prescription drugs continue to surpass those caused by or related to drugs such as cocaine, crack, and methamphetamine. The production of high-grade hydroponic marijuana continues. The Florida housing market continues to struggle, offering ample opportunities for marijuana growers to purchase cheap houses that are transformed into grow houses. Cocaine and crack cocaine consistently rank highly among the region's greatest drug threats. Methamphetamine production continues in various areas in the region, while Mexico-produced methamphetamine is also transported and distributed within the area. The "one pot" variation of the Nazi method continues to increase in popularity among methamphetamine producers. MDMA remains available in the region, but seems to be decreasing in popularity. However, significant quantities of MDMA-like pills have been seized in the NFHIDTA region. Heroin remains available in the region.

Illicit financial techniques, such as structuring and sharing bank accounts to avoid bulk cash smuggling, are used in the region. Money laundering of drug proceeds through means such as asset purchases continues.

Drug activity is typically associated with violent crimes, including robberies, aggravated assaults, and murders. The consolidated Jacksonville/Duval County area, which is the largest and most densely populated county in the NFHIDTA, has consistently led the State of Florida in the per capita murder rate over the past several years. Most of the gangs operating in North Florida are loose-knit, locally geographically affiliated. However, the presence of major organized gangs, such as the Bloods, Crips, MS 13, and Latin Kings has been documented in the area.

(B) Strategy for achieving goals and objectives

The NFHIDTA will continue to foster cooperative and effective working relationships among the participating Federal, state, and local agencies in an effort to achieve the common goal of disrupting and dismantling drug trafficking and money laundering organizations. In addition, as DTOs and criminal groups continue their illegal enterprises, often through highway transport, the NFHIDTA will provide a continuous and enhanced presence along the

region's roadways to enhance the deterrence of drug trafficking into, through, and from the region.

(C) Support of the National Drug Control Strategy

The NFHIDTA supports the *Strategy* by giving participating initiatives the tools (training, case and event deconfliction, and analytical support) to efficiently and effectively disrupt the market for illegal drugs through the disruption and dismantlement of drug trafficking and money laundering organizations. Further, the NFHIDTA enhances drug control efforts by implementing programs and activities that improve the effectiveness and coordination of agencies participating in the HIDTA, and by increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies. The HIDTA also seeks to create a stronger relationship between law enforcement and prevention and treatment organizations.

(3) Methamphetamine

Although the NFHIDTA does not fund a specific methamphetamine initiative, several of its initiatives address the threat of methamphetamine production and DTOs operating in their areas. In 2009, 4 NFHIDTA initiatives seized 4.999 kilograms of methamphetamine, valued at approximately \$99,980. These initiatives also dismantled 17 methamphetamine labs. With a local selling price of \$1,700 per ounce, the NFHIDTA prevented the production of approximately \$98,600 worth of methamphetamine. NFHIDTA initiatives also pursued seven methamphetamine trafficking organizations during 2009, disrupting one and dismantling two.

## North Texas HIDTA

(1) Amount of funding requested for FY 2012: \$2,747,761

(2) Justification

### (A) Threat Assessment

The North Texas HIDTA is a major regional and national-level transportation and distribution area for cocaine, methamphetamine, marijuana, and heroin supplied to U.S. drug markets in Midwestern, Northeastern, and Southeastern States. Mexican DTOs, which pose the greatest organizational threat to the North Texas HIDTA region, use the Dallas/Fort Worth area as well as the Oklahoma City area to store and distribute illicit drugs destined for drug markets throughout the United States and to consolidate bulk cash drug proceeds to be smuggled into Mexico. Major Mexican DTOs associated with the Sinaloa Cartel, the Juárez Cartel, La Familia Michoacana (La Familia), and Los Zetas are active throughout the North Texas HIDTA region, and Mexican DTOs associated with the Gulf Cartel are active in the Texas counties of the HIDTA region. The following are significant strategic drug threat developments in the North Texas HIDTA:

- Mexican DTOs are expanding their illicit operations into rural areas within and adjacent to the HIDTA region, where law enforcement resources are limited;
- CPDs accounted for more than 80 percent of drug-related deaths in the Oklahoma counties in the North Texas HIDTA in 2009, posing a growing threat to the HIDTA region; and
- Cannabis cultivation at indoor and outdoor sites is increasing in the North Texas HIDTA region, and outdoor grow operations in the region's rural locations are expanding in size and numbers.

### (B) Strategy for achieving the goals and objectives:

The North Texas HIDTA will continue to identify major DTOs and money laundering organizations (MLOs) operating in the HIDTA through intelligence-driven case development, and disrupt/dismantle DTOs and MLOs through efficient use of the resources available in the Investigative Initiatives.

### (C) Support of the National Drug Control Strategy

The North Texas HIDTA supports the *Strategy* by identifying, investigating, and dismantling or disrupting DTOs that use the Dallas/Fort Worth and Oklahoma City areas to transport, store, and distribute illicit drugs throughout the United States, and MLOs that smuggle drug proceeds into Mexico. North Texas HIDTA initiatives reduce the amounts of cocaine, methamphetamine, marijuana, and heroin supplied to the area and to other U.S. drug markets in the Midwest, Northeast, and Southeast, as well as the amount of money going to criminal activities.

(3) Methamphetamine

The vast majority of the DTOs investigated by North Texas HIDTA are multi-drug organizations. North Texas HIDTA allocates approximately 71 percent (\$2,200,000) of the HIDTA funding to initiatives targeting Mexican DTOs distributing methamphetamine. In 2009, the North Texas HIDTA seized over 111 kilograms of methamphetamine, with a street value over \$2,200,000.

## Northern California HIDTA

(1) Amount of funding requested for FY 2012: \$2,747,761

(2) Justification

(A) Threat Assessment

Ice methamphetamine trafficking and abuse are the most significant drug threats to the Northern California HIDTA (NC HIDTA) region. Mexican DTOs are the primary transporters and distributors of the drug. They typically smuggle the drug into the region through U.S. ports of entry along the U.S./Mexico border. Methamphetamine production in Northern California has declined significantly in recent years because of enforcement operations, legislation regulating the sale of precursor chemicals, and as a result of the Mexican Government's restriction on chemical precursor import. Large-scale pseudoephedrine "smurfing" operations by Mexican DTOs that employ numerous individuals to purchase cold medications from local retailers are the likely sources of precursor chemical supplies for the recently seized clan labs utilizing the ephedrine method of manufacturing. In 2009, NCHIDTA officials reported the emerging availability of d.l-methamphetamine<sup>13</sup>. This is a nonephedrine-based method of manufacturing methamphetamine. More drug-related crimes, including violent crimes and property crimes, are attributed to methamphetamine trafficking and abuse than to any other illicit drug. Marijuana is the most widely available and commonly abused illicit drug in the region. Cannabis cultivation has increased dramatically in the NC HIDTA region over the last 5 years. California is the leading cannabis cultivation state in the U.S. According to statistics provided by the Drug Enforcement Administration through its Domestic Cannabis Eradication Suppression Program (DCE/SP), approximately 7.5 million marijuana plants were seized in California during calendar year 2009.

(B) Strategy for achieving HIDTA goals and objectives

The NC HIDTA fosters a comprehensive response in combating illicit drug activity by bringing together all available law enforcement resources in a cohesive strategy to address the problem. NC HIDTA law enforcement initiatives focus on DTOs, money laundering groups, violent drug offenders, and domestic drug movement. Newly emerging narco-terrorism trends are also carefully monitored, and information is shared with the Northern California Regional Intelligence Center, the FBI's Joint Terrorism Task Force, the California State Terrorism Threat Assessment Center, the California Department of Justice Bureau of Investigation and Intelligence, and local law enforcement agencies.

(C) Support of the National Drug Control Strategy

To accomplish the mission of the NC HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

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<sup>13</sup> A lower quality methamphetamine produced from the P2P method, named after the precursor substance employed, phenyl-2-propanone. This method yields relatively small amounts—less than 10 pounds—of the lower quality dl-methamphetamine and, until regulation of this precursor, was the most common illegal production technique.

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. In 2009, the HIDTA disrupted or dismantled 24 DTOs;
- Increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies. The mission of the NC HIDTA Bay Area Narcotics Information Network, including its IISC, is to provide narcotic intelligence sharing, enhance officer safety, provide analytical case support, make available high technology surveillance, provide forensic computer analytical support and telephone intercept equipment, and provide narcotics training to all law enforcement agencies in the nine-county NC HIDTA region; and
- Creating a stronger relationship between law enforcement and prevention organizations. The NC HIDTA is coordinating with the other California HIDTAs on a statewide prevention initiative.

### (3) Methamphetamine

In 2009, NC HIDTA initiatives seized ninety-seven (97) kilograms of ice methamphetamine, twenty-five (25) kilograms of powdered methamphetamine, and nineteen (19) labs. Two (2) of the nineteen (19) were “super labs” capable of producing more than twenty (20) pounds of methamphetamine per cooking cycle. The drug value of the seized methamphetamine exceeded \$6,244,018. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.



## Northwest HIDTA

(1) Amount of funding requested for FY 2012: \$3,912,812

### (2) Justification

#### (A) Threat Assessment

Methamphetamine and marijuana are identified as the greatest illicit drug threats to Washington State. Marijuana is the most prevalent drug of abuse in Washington, according to the 2010 Northwest HIDTA Threat Assessment Survey. Methamphetamine production, distribution, and use contribute to a wide range of criminal activities. Cocaine is a significant threat and among the most common drugs identified in emergency room reports. Heroin is a significant and increasing threat, most readily available in the urban areas of the state. The Washington-Canada border is a trans-shipment point for MDMA to be transported to the rest of the United States. Washington State has among the highest rates of non-medical use of prescription pain relievers in the Nation.

#### (B) Strategy for achieving HIDTA goals and objectives

Northwest HIDTA law enforcement initiatives have established priorities that focus on immobilizing DTOs, especially those involved with drug-related violent crime, and targeting those DTOs that have the greatest adverse impact on the quality of life in neighborhoods and communities. A concentration on firearm sales and use to perpetrate crime is another substantial commitment by all Northwest HIDTA investigative and prosecution initiatives. There is a determined effort to counter drug movement into and through the region and to arrest those who conceal the proceeds from illegal drug sales within the region. This is exemplified by the continuing enhancements to regional interdiction initiatives.

#### (C) Support of the National Drug Control Strategy

To accomplish the mission of the Northwest HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. During 2009, Northwest HIDTA initiatives investigated complex cases involving larger DTOs, but more specifically, 71 percent of the DTOs investigated by Northwest HIDTA initiatives were international or multi-state in scope;
- Increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies. The primary task of the IISC is to provide analytical support and intelligence information services to the HIDTA task forces and participating agencies in the HIDTA region; and
- Funding a prevention/treatment manager at the HIDTA to focus on outreach and education.

(3) Methamphetamine

In 2009, \$1,561,015 was allocated to Northwest HIDTA's initiatives, contributing to the dismantling of 24 clandestine labs and the seizure of 119 kilograms of methamphetamine with an estimated wholesale value of \$5,100,000.

## **Ohio HIDTA**

(1) Amount of funding requested for FY 2012: \$2,869,579

(2) Justification

(A) Threat Assessment

The Ohio HIDTA region is linked to major domestic drug source areas, including Chicago, Detroit, New York City, the U.S. Southwest border, and Canada. Significant amounts of illicit drugs are seized annually from drug traffickers by Ohio HIDTA initiatives. While the distribution and abuse of cocaine, particularly crack cocaine, pose the greatest drug threat to the Ohio HIDTA region, heroin trafficking is increasing. Availability of Mexican black tar heroin and brown powder heroin is rising because of increased transportation and distribution of the drug throughout the region by Mexican DTOs. Marijuana and the diversion of CPDs also pose significant threats to the Ohio HIDTA region. Most of the marijuana available and abused in the region is commercial-grade Mexican marijuana that is transported primarily from the U.S. southwest border by Mexican DTOs. Locally produced marijuana is also available and is typically grown at indoor grow sites. CPDs are widely abused throughout the Ohio HIDTA region; distributors and abusers typically obtain the drugs through doctor-shopping, prescription forgery, theft, and from unscrupulous physicians. Local and nationally affiliated street gangs distribute significant quantities of cocaine, marijuana, heroin and other illicit drugs at the retail level in the Ohio HIDTA region. They are also involved in a variety of other criminal activities that significantly contribute to the overall crime rate.

(B) Strategy for achieving HIDTA goals and objectives

The Ohio HIDTA will continue to coordinate Federal, state, and local law enforcement activities to target DTOs involved in illegal drug production, transportation, and distribution. By commingling and collocating full-time and part-time Federal, state, and local law enforcement investigators, analysts, and officers, Ohio HIDTA-funded task forces achieve a balanced and effective attack on all aspects of the illicit drug market. To maximize results, the Ohio HIDTA facilitates cooperation and joint efforts among 169 Federal, state, and local law enforcement agencies, involving 709 personnel participating in the Ohio HIDTA regional initiatives. These partnerships, developed over time, have become the foundation of the Ohio HIDTA Program and key to its success.

The Ohio HIDTA continues to conduct joint operations with the Michigan HIDTA in the Domestic Highway Enforcement effort, and intends to expand this effort into a coordinated Great Lakes Strategy.

The Ohio HIDTA has initiated a Prescription Drug Project to combat the growing threat of prescription drug abuse and, through a coordinated effort with other HIDTAs, is attempting to expand this effort into a coordinated Great Lakes Strategy.

(C) Support of the National Drug Control Strategy

The Ohio HIDTA supports the *Strategy* by facilitating information-sharing in intelligence-led investigations, training, and coordination of drug-trafficking control efforts among Federal, state, and local law enforcement agencies in an effort to disrupt the market for illegal drugs in the U.S. The Ohio HIDTA also supports the *Strategy* in such areas as pharmaceutical diversion, marijuana eradication, highway enforcement, and prevention awareness by giving participating initiatives the tools (training, case and event deconfliction, and analytical support) to disrupt the market for illegal drugs in the U.S.

(3) Methamphetamine

In 2009, Ohio HIDTA initiatives dismantled 126 clandestine labs. The dismantlement of these labs resulted in denied revenue of \$637,500. Additionally, the Ohio HIDTA removed 2.3 kilograms from the marketplace in 2009 with a wholesale value of \$72,306. The Ohio HIDTA does not track initiative expenditures by types of investigations.

## **Oregon HIDTA**

(1) Amount of funding requested for FY 2012: \$2,747,761

### (2) Justification

#### (A) Threat Assessment

Methamphetamine continues to be widely abused and trafficked throughout the Oregon HIDTA region. However, reported local methamphetamine lab seizures remain at low levels. From 2004 to 2009, labs reported by law enforcement declined by 97 percent due largely to strict pseudoephedrine control legislation enacted by the Oregon legislature, as well as the enactment of the Federal Combat Methamphetamine Epidemic Act of 2005. While reported methamphetamine labs have hit an historic low in Oregon during 2009 (13), crystal meth continued to be available as Mexican drug traffickers imported the finished product from labs outside the state and from Mexico.

More than 80 percent of Oregon law enforcement surveyed in 2010 reported methamphetamine as their area's greatest drug threat, with the majority indicating methamphetamine as the drug which contributes most toward violent crime (90 percent) and property crime (98 percent). Methamphetamine-related crime, such as identity theft, child abuse and neglect, and other serious person and property crimes, continues to be a daily problem and is prevalent throughout the state.

Marijuana use, cultivation, and trafficking are expanding. Law enforcement officers report that the size of outdoor marijuana grows discovered on public and private lands in Oregon has increased over the past several years, primarily due to the expansion of operations by Mexican DTOs. The number of marijuana plants seized from outdoor cultivation operations in Oregon in 2009 was more than five times the number seized in 2005. The discovered plants number in the thousands per grow, as opposed to hundreds in previous years. The harvested product is distributed locally and nationally. Additionally, Federal authorities report that Asian crime groups are increasingly involved in marijuana trafficking and have established large coordinated indoor grow operations in Oregon, Washington, and Northern California.

Heroin, cocaine, and prescription drug abuse constitute the next level of major drug threat to Oregon communities. The abuse of prescription drugs appears to be an emerging market in Oregon and reflects a national trend. Treatment admissions for prescription drug abuse increased by more than 350 percent in Oregon in the last 10 years (2000- 2009), surpassing admissions for cocaine in 2005<sup>14</sup>.

#### (B) Strategy for achieving HIDTA goals and objectives

The Oregon HIDTA will continue to foster cooperative and effective working relationships among the 8 Federal agencies, 3 state agencies, 40 local agencies and the U.S. Attorney's Office in the District of Oregon to achieve the common goals of disrupting and dismantling

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<sup>14</sup> Data obtained from the Substance Abuse and Mental Health Services Administration, Treatment Admissions by Primary Substance Abuse, April 2010.

drug trafficking and money laundering organizations, and reducing the demand for, and availability of, drugs.

(C) Support of the National Drug Control Strategy

To accomplish the mission of the Oregon HIDTA and achieve the goals of the *Strategy*, the Executive Board will allocate and focus the HIDTA resources on initiatives that have a direct relationship to:

- Disrupting the market for illegal drugs by disrupting and/or dismantling the DTOs that transport and distribute drugs and the illicit proceeds from their sale. In 2009, the HIDTA disrupted or dismantled 48 DTOs;
- Increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies. The mission of the IISC is to provide accurate, detailed, and timely tactical, investigative and strategic drug intelligence to HIDTA initiatives, HIDTA participating agencies, and other law enforcement agencies as appropriate, enabling a more effective and efficient utilization of drug investigative resources; and
- Creating a stronger relationship between law enforcement and prevention organizations. For example, the HIDTA organizes a Cops Mentoring Youth program with the Oregon Partnership.

(3) Methamphetamine

In 2009, the Oregon HIDTA provided nearly \$1,500,000 to initiatives whose focus was, fully or partially, investigating and disrupting/dismantling DTOs engaged in producing, transporting, and distributing methamphetamine. Those initiatives seized over 67 kilograms of methamphetamine with a wholesale value of over \$2,370,000. Those funds were also used to dismantle 7 clandestine labs, resulting in a denied revenue of \$323,700.

## Philadelphia-Camden HIDTA

(1) Amount of funding requested for FY 2012: \$3,762,915

(2) Justification

(A) Threat Assessment

The Philadelphia-Camden HIDTA (PC HIDTA) region, situated along the I-95 corridor between the New York/Newark and Washington/Baltimore metropolitan areas, encounters significant drug trafficking and abuse threats to its area. Because of this close proximity with other major population centers, DTOs utilize the PC HIDTA area to traffic cocaine, crack cocaine, heroin, marijuana, methamphetamine, and diverted pharmaceutical drugs. High levels of drug-related violence, including homicides, threaten the area's residents, commerce, and visitors and, harm the quality of life within the entire region. Through 2012, the PC HIDTA anticipates that:

- The distribution and abuse of licit pharmaceuticals will continue to rise throughout the region. Abuse of licit pharmaceuticals constitutes a considerable threat to the health and safety of the community;
- Mexican DTOs will continue to expand their presence and influence in the PC HIDTA region, transporting large amounts of cocaine, heroin, and marijuana from the South & Southwest to regional Dominican and Colombian DTOs. In addition, the increased trafficking of Mexican methamphetamine into the region poses an emerging threat;
- Dominican DTOs will continue to be highly influential as mid-level distributors in the PC HIDTA region. Many are cultivating relationships directly with heroin and cocaine sources along the U.S. Southwest border, as well as in the Caribbean region, which may ultimately allow them to operate more aggressively;
- The distribution and abuse of heroin will continue throughout the region, because of the increased level of abuse in the suburban counties surrounding Philadelphia; and
- Street gangs will pose an expanding threat to the PC HIDTA region. Gangs, such as the "Bloods" and "Crips" in Camden, NJ, have been and continue migrating to suburban locations. This trend presents a new threat to communities previously untouched by drug-related violence.

(B) Strategy for achieving goals and objectives

In light of both the new and persistent challenges it faces, PC HIDTA proposes as its strategic priorities:

- Systematic targeting, investigation, apprehension and prosecution of the region's violent drug traffickers and major DTOs, with particular emphasis on violent drug gangs;
- Continuous identification and removal from the marketplace of the products and proceeds of drug trafficking by intelligence-driven interdiction and money laundering investigation;
- Targeted pursuit and apprehension of drug offenders and violent fugitives;

- Improved collection, analysis, and dissemination of drug and related criminal intelligence in support of PC HIDTA initiatives and area law enforcement objectives;
- Maximized inter-agency information sharing by expanded electronic connectivity within and beyond the PC HIDTA, utilizing both proven and emergent technologies and systems; and
- Enhancement of participating agencies' personnel through accessible and cost-efficient training arranged and delivered by PC HIDTA and its professional development partners.

(C) Support of the National Drug Control Strategy

The PC HIDTA supports the *Strategy* by disrupting drug markets through the disruption and dismantlement of drug trafficking and money laundering organizations; stopping illegal drugs from reaching regional markets; denying drug proceeds from being expatriated to source nations; curtailing the diversion of prescription drugs of abuse; and collecting, coordinating, collating, analyzing, and disseminating criminal intelligence that relates to drug trafficking, violent drug gangs, and money laundering.

Additionally, the PC HIDTA will continue to seek ways to enhance its relationship with community organizations, educational institutions, and other organizations engaged in drug education, prevention, and treatment activities.

(3) Methamphetamine

The PC HIDTA's initiatives and participating agencies continue to investigate trafficking of methamphetamine on an increasingly frequent basis, mostly encountering multi-ounce to pound quantities of powdered and "crystal" meth originating from the U.S. Southwest border or California areas. In 2009, PC HIDTA initiatives reported seizing 22 kilograms of meth – a ten-fold increase as compared to 2008 - with an estimated wholesale value of \$223,000. An estimated \$45,000 in HIDTA funds were used in furtherance of those investigations in 2009. Three methamphetamine labs were reported to have been dismantled in 2009 by PC HIDTA and its agencies.



## **Puerto Rico & U.S. Virgin Islands HIDTA**

(1) Amount of funding requested for FY 2012: \$8,320,674

(2) Justification

(A) Threat Assessment

Maritime transportation remains the main method for cocaine, heroin, and marijuana trafficking in the Caribbean and entering the Puerto Rico/U.S. Virgin Islands (PR/USVI). Most loads leaving Colombia (CB) onboard go-fast vessels contain from 500 to 2,000 kilograms of cocaine. Venezuela (VZ) is a main transshipment country, and the increase in drug shipments from VZ is also a factor in the high incidence of drug seizures in the Caribbean Sea. DTOs in the continental United States are increasingly smuggling bulk cash through the PR/USVI region. Some noteworthy money laundering trends identified in the PR/USVI include an increase in identity theft to commit loan fraud, mortgage loan fraud, suspicious bulk currency deposits at financial institutions, and wire transfers made to various countries that are not commensurate with the profile of the client or business. One of the major threats for the PR/USVI region is the number of DTOs that are increasingly using violence to take over the public housing areas and using these from which to conduct their business. Cocaine, heroin, and marijuana are the drugs of choice for these “caserios”. The DTOs use intimidation to ply their trade. In Puerto Rico, there were 894 murders in 2009, of which approximately 70 percent were linked to drug trafficking. The Puerto Rico Police Department and ATF recovered 3,500 firearms from drug-related cases. Both Puerto Rico and the Virgin Islands are transit zones for illegal drugs destined for the Eastern United States.

The Dominican Republic continues to be a significant transit zone as well. Narcotics are shipped in various manners and multiple routes: go-fast vessels destined to Puerto Rico, private aircraft into South Florida, and containerized cargo to ports in the Continental United States and Europe. Puerto Rico’s proximity to the Dominican Republic has allowed for the presence of Dominican distribution networks that traffic both heroin and cocaine. Dominican nationals continue to be the most dominant transporters of cocaine and heroin in the region. The Alliance for a Drug Free Puerto Rico indicates that \$3 million worth of heroin was consumed in PR in the past year.

(B) Strategy for achieving HIDTA goals and objectives

The PR/USVI HIDTA continues to foster cooperative and effective working relationships among two U.S. Attorney’s Offices, 10 Federal agencies, nine state agencies, and six local agencies to achieve the common goals of disrupting and dismantling DTOs, and reducing the availability of drugs. The strategic plan incorporates 12 law enforcement joint task forces positioned throughout the region to counter drug trafficking and its consequences. In furtherance of the Executive Board’s focus on strengthening the response to the marine threat, the Caribbean Corridor Strike Force has expanded its investigative capabilities from producing/ transshipping countries to arrival zones with a more collaborative and collocated intelligence driven force to address maritime, air and land interdiction. In 2009, the PR/USVI HIDTA identified 227 DTOs/MLOs operating within its region. The HIDTA

arrayed 14 initiatives against the drug threat. According to task force data the HIDTA seized 3.7 metric tons of cocaine and 11.8 metric tons of marijuana. This represents an increased tendency to use the Eastern Caribbean for smuggling drugs into the region and into the United States.

(C) Support of the National Drug Control Strategy

The PR/USVI HIDTA fully supports the *Strategy* by dismantling or disrupting drug trafficking and/or money laundering organizations and conducting interdiction of drug shipments, thereby disrupting the market for illegal drugs, and strengthening the local law enforcement establishment through training and sound inter-operational strategies.

(3) Methamphetamine

There is no known methamphetamine threat in the PR/USVI HIDTA region.

## **Rocky Mountain HIDTA**

(1) Amount of funding requested for FY2012: \$8,416,966

(2) Justification

(A) Threat Assessment

The 2010 NDIC threat assessment of the Rocky Mountain HIDTA (RMHIDTA) identified the existence of well-established Mexican DTOs that transport cocaine, methamphetamine, marijuana, and heroin from Mexico into the region, using certain areas as distribution centers to move drugs to the Midwestern and Eastern States. There are 36 international DTOs operating in the region—all but one have ties to Mexico. There are 27 Mexican Consolidated Priority Targets (CPOTs) being investigated by RMHIDTA task force teams. During 2009, 39 RMHIDTA investigations were designated high-level OCDETF cases.

The NDIC threat assessment identified DTOs utilizing the interstate network throughout the Rocky Mountain region to transport large amounts of illicit drugs. The report indicated that Mexican DTOs were beginning to exploit tribal lands in adjacent areas for the distribution of illicit drugs. The report also indicates a number of developments in the region, including:

- A reduction in domestic methamphetamine production and an increase in methamphetamine trafficking by Mexican DTOs. The purity of the methamphetamine is high while cost is low, indicating the desire on the part of the Mexican DTOs to expand the customer base;
- Mexican DTOs have expanded their outdoor cannabis cultivation operations on public lands in the region. This is particularly true in Utah and Colorado. In fact, Utah ranked number 7 among the 50 states for marijuana plants seized in outdoor marijuana grows in 2009;
- Cocaine availability seems to be increasing after the shortages experienced in 2008. This is particularly true in the greater Salt Lake City, UT area;
- Pharmaceutical drug abuse has become a significant problem in the Rocky Mountain region, particularly in Utah, which is ranked number 2 in the Nation for pharmaceutical drug abuse; and
- There seems to be a greater demand for Mexican black tar heroin, with the primary cause appearing to be prescription drug abusers transitioning to heroin because of its low cost and growing availability.

(B) Strategy for achieving HIDTA goals and objectives

RMHIDTA will continue to facilitate coordination and cooperation among 10 Federal agencies and 103 state and local agencies that work together to accomplish the common mission and strategy of the RMHIDTA in support of the *Strategy*. The HIDTA mission is to 1) reduce drug availability by eliminating and disrupting DTOs and 2) improving the efficiency and effectiveness of law enforcement organizations in their efforts within HIDTA. The RMHIDTA maintains 26 drug task forces to support law enforcement efforts to disrupt and dismantle drug trafficking organizations, an aggressive four-state highway interdiction program funded as part of the Domestic Highway Initiative (DHE), a very extensive training

program, and a robust information sharing and intelligence center, which supports and connects the task forces through information and deconfliction systems.

(C) Support of the National Drug Control Strategy

The RMHIDTA supports the *Strategy* by targeting, investigating, and dismantling or disrupting deeply entrenched and extensively networked DTOs in the States of Colorado, Utah, Montana, and Wyoming, including international, multistate, and local drug trafficking organizations, money laundering organizations, and drug trafficking gangs. In so doing, RMHIDTA initiatives disrupt the market for illicit drugs and reduce the quantities of cocaine, methamphetamine, marijuana, MDMA, and heroin supplied to the area and to other U.S. drug markets in the Midwest, Northeast, and Southeast.

(3) Methamphetamine

The vast majority of the drug trafficking organizations and gangs investigated by RMHIDTA initiatives are poly-drug in nature. In 2009, the HIDTA funded task forces and the Rocky Mountain Highway Patrol Network seized over 106 kilograms of methamphetamine and over 48 kilograms of methamphetamine ice. The wholesale value of these seizures was over \$4,500,000. During the same timeframe, RMHIDTA task forces seized 52 clandestine methamphetamine labs, 19 clandestine lab dumpsites, and 9 partial clandestine labs. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.

## **South Florida HIDTA**

(1) Amount of funding requested for FY 2012: \$11,175,012

(2) Justification.

### (A) Threat Assessment

The South Florida (SFL) HIDTA region is strategically situated and affords access to redundant air, land, and maritime corridors which connect the South American illicit drug source countries to the key intermediate transit zones of the Caribbean and facilitates drug flow into the United States. This redundancy is a critical factor that facilitates the continuous flow of illicit drugs and precursor chemicals into the region to meet the demand. This critical gateway has connections to all modes of transportation that further enhance the drug flows.

The major drug threats to the South Florida area are:

- Crack cocaine: An analysis of the SFLHIDTA Annual Drug Threat Survey of regional local, state, and Federal law enforcement agencies for 2009 indicates that crack cocaine is a major contributor to violent crimes against persons and property;
- Powder cocaine: Highly available. In 2009, SFLHIDTA task forces seized 12.7 metric tons of powder cocaine valued at \$386 million;
- Diverted pharmaceuticals: Pain clinics and diversion schemes present major health threats to all age groups – supply multiple regions of the East and Central U.S. A notable overall increase in the availability of diverted pharmaceutical drugs was reported in 2009; and
- Marijuana – Hydroponic Domestic: Regional production continues to supply local and other region drug markets and increased seizures indicate a trend of continued expansion in production and distribution in South Florida. In 2009, 10,500 plants and 2,270 kilograms of hydroponic marijuana were seized by SFLHIDTA task forces.

The diverse nature of the drug threat presents major challenges to all regional law enforcement agencies.

Gangs in South Florida continue to be a major factor in the intermediate wholesale and retail distribution of illicitly produced drugs and diversion of pharmaceutical drugs. Common among all the reported gang data are their violent activities, including home invasions, weapons trafficking, murder, robbery, and other crimes with a nexus to drug trafficking at the mid-level wholesale and retail levels.

The money laundering threat continues to be largely influenced by the Black Market Peso Exchange, movements of bulk cash, and numerous other schemes that contribute to the illicit flow of drug proceeds to source countries from the South Florida drug market area. The region remains the 7th largest metropolitan region in the United States and is highly diverse in its composition, with well-developed financial market ties to Latin America, Mexico, the Caribbean nations, and the Republic of the Bahamas. The cultural and financial relationships increase the complexity of the threat posed by source country drug trafficking and money

laundering organizations, making this region a major source of concern for illicit drug supply.

(B) Strategy for achieving goals and objectives

The SFLHIDTA Strategy provides a mix of functional initiatives focused on the four-county region's drug threats. The initiatives are designed to disrupt and dismantle major DTOs while simultaneously disrupting the flow of illicit drugs and associated monetary assets. Initiatives are structured so as to apply the collective expertise of local, state, and Federal agencies. Their counterdrug efforts use the SFLHIDTA's orchestrated open and collaborative enforcement environment to achieve unity of effort in focusing on the threat.

SFLHIDTA facilitates cooperation between the 46 state and local agencies and the 13 Federal agencies that, combined, provide 677 full-time collocated personnel that make up the HIDTA task forces, the Intelligence Center, and the support/management initiatives.

(C) Support of the National Drug Control Strategy

The SFLHIDTA supports the *Strategy* by disrupting and/or dismantling significant drug trafficking and money laundering organizations, thereby disrupting the illicit drug market. Further, the SFLHIDTA enhances drug control efforts by implementing programs and activities that improve the effectiveness and coordination of agencies participating in the HIDTA, and by increasing intelligence sharing and coordination among the initiatives and all regional law enforcement agencies. The HIDTA also seeks to create a stronger relationship between law enforcement and prevention and treatment organizations.

(3) Methamphetamine

Neither methamphetamine nor significant methamphetamine DTOs appeared in the South Florida region during 2009 and therefore, SFLHIDTA funds were not used to investigate or prosecute organizations or individuals trafficking in methamphetamine during 2009.

## **Southwest Border HIDTA - Arizona Region**

(1) Amount of funding requested for FY 2012: \$10,469,469

(2) Justification

(A) Threat Assessment

The SWB HDITA Arizona Region (Arizona HIDTA Region) is a major arrival zone for multi-ton quantities of marijuana, methamphetamine and, to a lesser extent, cocaine and heroin entering the United States from Mexico. Mexican DTOs that control this activity and the smuggling of hundreds of millions of dollars in bulk cash drug proceeds annually from Arizona into Mexico, pose the greatest organizational threat in the region. Violent street gangs that distribute illicit drugs at the wholesale and retail levels in the region pose a major public safety concern. The Tohono O’odham Reservation, which straddles the U.S.-Mexico border, is a primary entry point and transit zone for illicit drugs and related criminal activity in the HIDTA region. Vast stretches of remote and sparsely populated desert on the reservation are mostly unprotected and difficult for law enforcement to adequately patrol. The trafficking and abuse of methamphetamine, followed by marijuana, CPDs, and heroin are the primary drug threats to the Arizona HIDTA Region.

NDIC analysts expect the Arizona HIDTA Region will maintain its position as the principal U.S. arrival zone for Mexican marijuana, with Mexican traffickers increasing their use of tribal and public lands to conduct smuggling operations. Mexican DTOs use of tunnels and ultralight aircraft to bring marijuana and other drugs across the border into the Arizona HIDTA Region is also expected to increase. The trend toward a “shotgun approach” of dispersing drug loads among many smaller drug shipments, rather than in one or two large loads, is also expected to increase. As a result, marijuana availability is expected to remain plentiful, and prices will remain steady. Methamphetamine availability is expected to increase and prices to fall as Mexican DTOs increase production of the drug in Mexico. With increasing heroin production in Mexico and the ready availability of CPDs, particularly opioids, abuse of opiates will increase in the Arizona HIDTA Region. Heroin seizures have also seen a 15 percent increase from 2008 to 2009. In fact, heroin trafficking has slowly continued to increase although the wholesale prices have remained steady. Street gangs are expected to continue to move into less populated areas where law enforcement is unprepared or unable to deal with a growing gang presence. Drug trafficking and related crime will increase as the gangs expand their criminal operations into these vulnerable areas. Poly-DTOs are bringing drugs into the Arizona region to be moved to other parts of the country, including the New England region, New York/New Jersey, the Southeast, and the West Central region of the country.

(B) Strategy for achieving the goals and objectives

The Arizona HIDTA Region’s strategy includes multi-agency collocated task forces to counter the threats. Composed of Federal, state, local, and tribal agencies, the task forces target the threats in a geographical region or provide specialized expertise directed at a specific threat. The Arizona HIDTA Region Executive Committee (AREC), with seven local, three state, and ten Federal members, is the Arizona Region policy making committee.

AREC synchronizes the HIDTA strategy targeting the drug threat to reduce drug-related crime.

Most of the Arizona HIDTA Region's initiatives are multi-agency Federal, state, and local efforts. All initiatives are collocated and commingled except where a large, diverse, rural environment mitigates against collocation. The Arizona HIDTA Region is organized into four types of initiatives: 1) Enforcement (interdiction, investigation, fugitive arrests, and prosecution); 2) Intelligence/Information Sharing; 3) Support (training, corruption, and crime labs); and 4) Management.

### (C) Support of the National Drug Control Strategy

The Arizona HIDTA Region supports the *Strategy* by dismantling or disrupting drug trafficking and/or money laundering organizations, thereby disrupting the market for illegal drugs. Specifically, the Arizona HIDTA Region:

- Facilitates collaboration between Federal, state, local, and tribal law enforcement agencies to target DTOs;
- Improves intelligence and information exchange with all interested agencies. The Arizona Region is a member of the Governor's Committee to combat transnational threats and also sits on the State fusion center advisory committee; and
- Each AZ HIDTA task force has a "centerpiece" initiative that handles all drug-related crimes with multi-agency task forces to disrupt or dismantle DTOs.

Also, Arizona HIDTA Region supports the *National Southwest Border Counternarcotics Strategic* goal to substantially reduce the flow of illicit drugs, drug proceeds, and associated instruments of violence across the Southwest border.

### (3) Methamphetamine

In 2009, Arizona HIDTA Region initiatives used approximately \$1,000,000 to disrupt/dismantle 41 methamphetamine related DTOs, of which 6 were international, 12 multi-state and 21 local in scope. A total of 17-meth labs were also seized, of which 7 were rated at a production capacity of less than 2 ounces, and 10 were rated at a production capacity of 2 – 8 ounces. The Arizona HIDTA Region initiatives seized 623.26 kilograms of methamphetamine at a value of \$11,832,415. Thirty-one investigations were closed resulting in 97 arrests. Also, the Arizona HIDTA Region provided Basic Clan Lab Recertification, Meth Awareness, Production and Trends, Meth Lab First Responder, and Drug Endangered Children Training. DEC protocols are modeled after the California Department of Justice protocol and are the same as those used for the training of law enforcement officers and health and human services providers across the country.



## **Southwest Border HIDTA – California Region**

(1) Amount of funding requested for FY 2012: \$10,254,174

(2) Justification

(A) Threat Assessment:

San Diego and Imperial counties are national distribution centers for illicit drugs entering the U.S. from Mexico, and Central and South America, including heroin, cocaine, methamphetamine, and marijuana; both counties are also major domestic marijuana production areas. In 2009, over 292,061 kilograms of drugs valued at over \$2.2 billion were seized and permanently removed from the market, as well as over \$27 million in proceeds and assets. Record levels of violence in Mexico just south of the border have not impacted the movement of illegal drugs across the border into the California region.

Methamphetamine trafficking has increased, resulting in 1,958 kilograms seized in the region by all law enforcement agencies (HIDTA and non-HIDTA), including the 957 kilograms seized by CBAG HIDTA initiatives. Seizures of heroin totaled 234 kilograms in 2009, slightly below the record-breaking 252 kilograms of the previous year. The level of illegal drug consumption remained the same, which suggests that the market for the drugs was elsewhere. As mandated by the HIDTA program, SWB HIDTA/California Region (CBAG) initiatives focus on larger drug operations, resulting in 74 OCDETF cases, of which 34 were Consolidated Priority Organization Targets or Regional Priority Organizational Targets. Investigations (including the 2010 HIDTA Outstanding Investigative Effort – Operation Xcellerator) indicate traffickers continue to supply major markets throughout the United States.

(B) Strategy for achieving the goals and objectives

The CBAG assists in the coordination of joint operational and supporting initiatives to deter, disrupt, dismantle, and ultimately destroy the most significant DTOs and their supporting transportation and money laundering organizations. The CBAG also emphasizes efforts against methamphetamine manufacturing, precursor supply, and abuse through innovative enforcement operations and demand reduction programs (including the 2010 HIDTA Outstanding Demand Reduction Effort – CADFY, Forces United) utilizing a multi-agency, joint concept of operations. The CBAG also hosts and administers two national-scope initiatives: the National Methamphetamine and Pharmaceuticals Initiative (NMPI) and the Domestic Marijuana Initiative Support (DMI). The CBAG continues to foster cooperative and effective working relationships among 700 Federal, state, and local full-time and part-time personnel from 50 agencies, who participate in initiatives to disrupt and dismantle DTOs, and reduce the demand for drugs

(C) Support of the National Drug Control Strategy

The SWB HIDTA California Region supports the *Strategy* by dismantling or disrupting drug trafficking and/or money laundering organizations, thereby disrupting the market for illegal drugs; specifically by:

- Fostering long-term investigations (including 74 OCDETF) targeting high level DTOs that impact the two counties of the region as well as other parts of the country;
- Promulgating and participating as an active partner in the combined IISC/Fusion Center with all intelligence and information gathering units operating from a single site; and
- Managing two initiatives that are national in scope and provide training and support across the Nation.

(3) Methamphetamine

In 2009, CBAG HIDTA initiatives seized 957 kilograms of Mexican methamphetamine, preventing \$43,000,000 worth of methamphetamine from reaching the market. The National Methamphetamine & Pharmaceuticals Initiative convened a conference between U.S. Federal, state, and local law enforcement and their counterparts in the Mexican Federal Government. Approximately 344 law enforcement personnel attended in addition to representatives from Canada, Germany, Mexico, and China. Although this HIDTA is able to report on seizures of methamphetamine, they have indicated that they are unable to track funding specifically used to address methamphetamine trafficking.

## **Southwest Border HIDTA – New Mexico Region**

(1) Amount of funding requested for FY 2012: \$7,461,001

(2) Justification

(A) Threat Assessment

According to the 2010 New Mexico Drug Market Analysis compiled by the NDIC, the New Mexico Region of the Southwest Border HIDTA (New Mexico Region) remains a “significant smuggling corridor for illicit drugs along the Southwest border and a major transit area for drug shipments to markets throughout the United States.” Simultaneously, the same transit route is used by Mexican DTOs to transport illicit drug proceeds from drug markets throughout the United States, in the form of bulk U.S. currency, back into the region, where they are consolidated by drug traffickers and smuggled back into Mexico. Additionally, money service businesses in the region, as well as other money laundering methods, are used to smuggle illicit drug proceeds across the border.

The NDIC also documents that the distribution and abuse of ice methamphetamine are the primary drug threats to the New Mexico Region. Nine of the sixteen HIDTA-designated counties reported methamphetamine ice as their greatest drug threat. Powder cocaine was identified as a threat in three counties and heroin in two others. Heroin abuse in Rio Arriba County and in other areas of northern New Mexico remains a significant problem. The accidental drug overdose rate in Rio Arriba County is over twice the rate of the next highest county. Prescription drug abuse is also on the rise throughout the state, threatening all age groups.

Marijuana smuggling and transshipment is also a principal concern for law enforcement along the New Mexico-Mexico Border. Mexican DTOs and criminal groups represent the single greatest organizational drug threat and dominate the wholesale distribution of cocaine, heroin, marijuana, and methamphetamine in the region. Furthermore, violent crime associated with drug and alien trafficking is a growing concern for law enforcement in the New Mexico HIDTA Region.

(B) Strategy for achieving the goals and objectives

The New Mexico Region will continue to provide the framework by which participants, operating under the task force concept, can engage in a multi-faceted approach toward drug control. Multi-jurisdictional task forces work cohesively under one roof, leveraging all available resources, working toward the same mission. The New Mexico Region will coordinate 17 initiatives, organized seamlessly into four (4) categories: 1) Enforcement (Interdiction, Investigation, and Prosecution), 2) Intelligence and Information Sharing, 3) Support, and 4) Management and Coordination. Additionally, the New Mexico Region will continue to engage in key prevention efforts through outreach programs in schools, civic organizations, communities, and businesses to educate children and adults in the identification, abuse, dangers, and consequences of drugs and drug-related crimes.

(C) Support of the National Drug Control Strategy

The New Mexico Region supports the *Strategy* by incorporating its key elements into its own strategy, including:

- Outlining a plan to disrupt/dismantle Drug Trafficking/Money Laundering Organizations, reducing the smuggling, transshipment, and distribution of illicit drugs into and through New Mexico;
- A prevention component to reduce illicit drug abuse, including pharmaceutical drug abuse and diversion. All funding is focused on the successful completion of these efforts. This is part of a border-wide prevention effort which includes the other four regions of the SWB HIDTA; and
- Partnering with tribal law enforcement agencies to target illegal drug activities within or that impact Indian Country.

(3) Methamphetamine

In 2009, approximately 418 kilograms of methamphetamine and ice methamphetamine were seized with an estimated wholesale value of \$9,626,502, which equates to approximately 8 percent of all drugs seized by the New Mexico Region. During 2009, the Region used approximately \$4,000,000 to investigate, disrupt/dismantle and/or prosecute 115 methamphetamine DTOs and 38 clandestine labs.

## **Southwest Border HIDTA - South Texas Region**

(1) Amount of funding requested for FY 2012: \$7,984,273

(2) Justification

(A) Threat Assessment

The South Texas Region of the Southwest Border HIDTA (South Texas Region) is a principal high-transit smuggling corridor for illicit drugs and illegal aliens along the U.S.-Mexico border. It continues to be a major transshipment zone for marijuana, cocaine, heroin, methamphetamine, and other illegal narcotics. The South Texas Region consists of 15 counties; 13 of which are situated along the U.S/Mexico border. These counties represent 50 percent of the Texas/Mexico border. Nineteen of the 26 ports of entry (POEs) along the Texas – Mexico border are within the South Texas Region. The POEs, coupled with the region’s interstate highways, make the South Texas Region one of the most strategically important drug smuggling corridors in use by both domestic and Mexican DTOs. These same corridors are used by DTOs to smuggle U.S. currency and weapons into Mexico. Despite the low population in some areas, the region influences drug trafficking and availability at the national level more than any other area along the U.S.-Mexico border. There have been significant seizures of heroin and methamphetamine along with cocaine, marijuana, and club and pharmaceutical drugs. Gang activity continues to be a threat in the area due to associations with the Gulf Cartel, Zetas, and other DTOs and cartels.

(B) Strategy for achieving HIDTA goals and objectives

Federal, state, local, and tribal law enforcement agencies combine their efforts with multi-jurisdictional collocated/commingled drug task forces and initiatives. These intelligence-driven task forces pursue coordinated efforts to reduce the smuggling, transshipment, and distribution of drugs into and through the State of Texas. The South Texas Region will employ intelligence-driven investigations and interdiction activities targeted at drug transshipments; including extensive systematic follow-up investigations involving intelligence analysis and sharing of information along with an aggressive prosecution structure that will focus on the disruption and dismantlement of DTOs in accordance with the *National Southwest Border Counternarcotics Strategy*. South Texas HIDTA partners with civic, religious, educational, and state organizations to provide drug prevention training and programs to law enforcement agencies and the general public. HIDTA management staff collaborate and exchange information with state-level prevention groups. In addition, all investigative task forces engage in prevention effort to educate youth and parents as well as train local law enforcement on prevention efforts. South Texas Region initiatives are organized seamlessly into four types: Enforcement, Intelligence, Prosecution, Support and Management/Coordination. Through an intensive initiative and task force review and inspection process, along with statistical information gathered through the HIDTA Performance Management Process, the South Texas Region Executive Committee holds initiatives accountable for their productivity.

(C) Support of the National Drug Control Strategy

The South Texas Region will continue to focus on dismantling and disrupting drug trafficking and money laundering organizations active within its area of responsibility. The South Texas Region is committed to continue interdiction efforts in seizing illegal narcotics as well as disrupting the illegal southbound flow of weapons and currency intended for drug cartels. The South Texas Region will continue to foster partnerships in the furtherance of drug prevention programs to law enforcement agencies, school children and the public. The South Texas Region continues to support the *Strategy* through these efforts and the exchange of intelligence and information among law enforcement agencies.

(3) Methamphetamine

Mexican DTOs continue to dominate the methamphetamine trade in South Texas. However, South Texas Region enforcement initiatives continue to dismantle small, yet toxic clandestine methamphetamine laboratories. These laboratories are predominately operated for local consumption. In 2009, 31 clandestine methamphetamine labs were dismantled which had a potential to produce approximately 4.5 pounds. As a result, violators were denied \$63,900 in revenue. In addition, approximately 225 kilograms of methamphetamine were seized by HIDTA initiatives. Enforcement initiatives are committed to a continued effort against the threat of methamphetamine production and distribution in Texas. Although the South Texas Region has not dedicated specific funding to attack methamphetamine production, all South Texas Region enforcement initiatives target methamphetamine trafficking organizations and producers.

## **Southwest Border HIDTA – West Texas Region**

(1) Amount of funding requested for FY 2012: \$7,298,333

(2) Justification

(A) Threat Assessment

Mexican DTOs are the primary organizational threat to the West Texas Region of the Southwest Border HIDTA (West Texas Region). Mexican DTOs maintain sophisticated command-and-control centers in Mexico, where they exert nearly total control over drug smuggling operations in the region. The Juarez Cartel (JC) and the Sinaloa Cartel (SC) have been battling for control of drug trafficking in the El Paso/Juarez “plaza”. With over 5,500 narco-murders in Juarez over the past 3½ years, these DTOs each control pockets of the “plaza” but neither has been able to establish dominance.

The Barrio Azteca (BA) prison gang is still a key component of the JC infrastructure, although they have been weakened by the intense pressure from U.S. and Mexican LEAs. Other gangs have migrated to the El Paso/Juarez area (the Mexican Mafia and the Sureños) as a counterbalance to the BA for the SC. As each cartel has begun to establish pockets of dominance, narcotics smuggling has increased in the West Texas Region. Seizures of cocaine, heroin, marijuana, and methamphetamine have increased. Coordinated LEA “surge” operations (Borderstar and DHE) continue to hinder DTO trafficking in the U.S. arrival zone. The West Texas Region is a source area for weapons smuggled into Mexico. Mexican DTOs and their associated enforcement groups generally rely on firearms smuggled from the United States into Mexico for their enforcement operations.

(B) Strategy for achieving HIDTA goals and objectives

The West Texas Region continues to foster cooperative and effective working relationships among 1 U.S. Attorney’s Office, 10 Federal agencies, 7 state agencies, and 19 local agencies to achieve the common goals of disrupting and dismantling DTOs, and securing the West Texas 12-county region of the Southwest Border HIDTA, preventing multi-ton quantities of illicit drugs from ever reaching their intended market. West Texas Region will continue to develop systemic structures for support of intelligence-driven investigations and operations, and our HIDTA initiatives will continue to focus on CPOTS, RPOT, and OCDETF designated cases.

(C) Support of the National Drug Control Strategy

The West Texas Region supports the *Strategy* by dismantling or disrupting drug trafficking and/or money laundering organizations, thereby disrupting the market for illegal drugs. As the keystone region for the *National Southwest Border Counternarcotics Strategy*, West Texas will support all efforts to contain and reduce the impact of DTOs on the Region. Specifically the West Texas Region will continue to:

- Provide intelligence/information to all participating and non-participating law enforcement agencies that it could potentially impact. For example, information

regarding levels of violence south of the border that might have a spillover effect is shared with all task forces particularly along the border counties;

- Work with the other four regions of the SWB HIDTA in a border-wide prevention initiative; and
- Use its training capabilities to provide drugged driving recognition expert training using the curriculum prepared by the NHTSB and the Department of Transportation.

### (3) Methamphetamine

All West Texas Region initiatives target methamphetamine DTOs; however, the West Texas Region dedicates no funds specifically for methamphetamine investigations. Methamphetamine is predominantly smuggled and transshipped through the region, much like all other forms of illicit drugs. DTOs involved in trafficking methamphetamine are likely also involved in trafficking larger quantities of cocaine, heroin, and marijuana. West Texas Region initiatives dismantled no clandestine labs in 2009. However, West Texas initiatives interdicted and seized 16.087 kilograms of methamphetamine destined for markets throughout the United States.



## Washington/Baltimore HIDTA

(1) Amount of funding requested for FY 2012: \$11,770,036

(2) Justification

(A) Threat Assessment

The current primary drug threats in the Washington/Baltimore HIDTA (W/B HIDTA) are crack cocaine, cocaine, heroin, marijuana, and diverted prescription drugs, particularly prescription narcotics. The first four of the drugs have long been significant drug threats in the W/B HIDTA, while prescription drugs are included for the second year.

Methamphetamine is readily available in the region; however, the level of production in the HIDTA has never been significant. PCP, while not constituting a primary drug threat throughout the W/B HIDTA region, continues to be a major concern in the immediate Washington, D.C. area.

Historically, the W/B HIDTA region has been a consumer market. In prior years, traffickers obtained the drugs in another area, most frequently New York, and then repackaged and brought them to the W/B HIDTA. However, there is some evidence that the drugs currently available in the W/B HIDTA are coming from a wider variety of areas. For example, a significant number of HIDTA cases have involved shipments originating in North Carolina and Georgia, and a growing number of DTOs are reported as receiving drugs directly from abroad, especially Central America.

In addition to the continuing threats posed by the drug trafficking and money laundering organizations and the ready availability of illegal drugs, another significant threat exists – criminal street gangs, many of which are involved in the drug trade. Throughout the W/B HIDTA region, membership in criminal street gangs has been increasing, and the violence associated with these gangs and their role in illegal drug trafficking pose a serious threat to the region. As of July 2010, the W/B HIDTA has documented almost 400 gangs and more than 11,000 gang members operating throughout the region.

(B) Strategy for achieving goals and objectives

The fundamental principles in the operation of the W/B HIDTA are cooperation and coordination. These principles are built into every aspect of the HIDTA's operation, and are embraced at every level of the W/B HIDTA from the highest policymaking levels on the Executive Board, to the collocated and commingled initiatives operating throughout the region. A truly comprehensive approach to reducing drug trafficking requires a demand-side counterpart to law enforcement actions. In the W/B HIDTA, this includes 11 treatment and 3 prevention initiatives. The treatment initiatives focus on reducing drug-related crime by implementing a coerced treatment model that combines appropriate treatment services with intense supervision and graduated sanctions for failure to meet the program's requirements. The ongoing evaluation of these initiatives has identified significant reductions in recidivism among participating offenders. The W/B HIDTA's three prevention initiatives focus on preventing illegal drug use by at-risk youth through promoting positive interactions with their families, schools, and communities. A coalition of law enforcement officers, school staff, and community members will lead these initiatives.

(C) Support of the National Drug Control Strategy

The W/B HIDTA supports the *Strategy* by helping to dismantle and disrupt drug trafficking and drug money laundering organizations, thereby disrupting the market for illegal drugs. W/B HIDTA's treatment initiatives focus on hard-core drug users, thereby intervening and healing America's drug users. Its prevention initiatives work with at-risk children to stop drug use before it starts.

(3) Methamphetamine

In 2009, W/B HIDTA initiatives did not detect any methamphetamine labs operating in the HIDTA region. However, HIDTA initiatives did seize 29 kilograms of methamphetamine worth approximately \$2,300,000 (wholesale value). An estimated \$100,000 in HIDTA funds were used in these efforts.

## **National HIDTA Assistance Center (NHAC)**

(1) Amount of funding requested for FY 2012: \$1,733,652

(2) Justification

The National HIDTA Assistance Center (NHAC) provides programmatic support to the designated HIDTAs, their grant recipients and the National HIDTA Program Office. The NHAC initiatives are organized in five grant initiatives arrayed under the direction of the NHAC's Management and Coordination Unit. The Training, Media and Technology, Domestic Highway Enforcement, and Regional Information Sharing Systems (RISSNET) Technology Coordination Initiatives seek to increase the efficiency of the overall HIDTA program and provide support to the individual HIDTAs and their respective initiatives. In addition, the NHAC's Finance Unit, which operates as a contractor to ONDCP, oversees the daily review of all grant funds and maintains a record of all grant transactions on the NHAC's Financial Management System software. The NHAC's diverse initiatives provide training programs, event logistics support, performance management surveys, collateral print material, web design, and audio/video production. The NHAC initiatives also assist in budget preparations, development of Executive Boards, and coordination of special projects, such as the Domestic Highway Enforcement Initiative and RISSNET connectivity. Other services provided by the NHAC include the management of the National HIDTA library and the HIDTA Online Training Tracker.

## Auditing Services and Associated Activities

The auditing services and associated activities portion of the request includes funding for the following:

- **Financial-Related Audits.** The objective of the financial-related audits is to provide assurance of the accuracy and integrity of claims for HIDTA funds by selected grantees. Financial audits by a CPA firm provide independent reporting and assurance of whether a grantee's financial information is presented fairly, its internal controls are adequate, and the grantee complies with laws and regulations.
- **Independent Program Audits in Support of the HIDTA PART Assessment.** In 2007, the Office of Management and Budget (OMB) conducted a systematic review of the HIDTA program using the Performance Assessment Rating Tool (PART), updating their most recent assessment from 2003. The assessment found that, while the program performed adequately, several areas needed improvement. One item focused on developing an evaluation strategy to assess the effectiveness of the program. To address this aspect of the review, ONDCP has obtained the services of a consulting firm to perform an independent program and performance audit of each HIDTA program. These audits focus on key aspects of each program and assess its performance against its objectives considering the economy, efficiency, and effectiveness of the resources employed. Audits were started in FY 2008. ONDCP plans to have all 28 HIDTA programs audited by June 2013. Eighteen audits have been completed to date.
- **Financial Database.** This will fund the upgrade, implementation, and maintenance of the HIDTA financial database, and training for its users.
- **HIDTA Desk Audits.** ONDCP has awarded a contract for HIDTA desk audits. Given the large number of ONDCP grant payments processed and the significant dollars involved, the expenditure review process will provide ONDCP better internal controls which will prevent payment errors and misbillings.
- **Performance Management Process (PMP) Database.** Funding will cover:
  - salaries for the ongoing development and maintenance of the web PMP program and database (Program Manager, Senior Programmer, Programmer, Network Engineer, Web Designer and Help Desk) and the analysis and evaluation of the PMP data;
  - maintenance and upgrade of the PMP hardware and software;
  - continued training of PMP users; and
  - travel costs for PMP staff participation in User Group and PMP Committee meetings.

<b>High Intensity Drug Trafficking Areas (HIDTA)</b>	<b>FY 2010 Enacted</b>	<b>FY 2011 CR</b>	<b>FY 2012 Request</b>	<b>FY 11/12 Difference</b>
(\$ in thousands)	\$239,000	\$239,000	\$200,000	(\$39,000)

Funding for the HIDTA program is requested in the “Other Independent Agencies, Federal Drug Control Programs” Chapter of the Budget. However, program operational and policy responsibilities reside with the Director of ONDCP.

## **H. FY 2012 PERFORMANCE PLAN, FY 2010 REPORT, AND FY 2012 MEANS AND STRATEGIES**

### **a. FY 2012 Performance Plan and FY 2010 Report**

#### **Performance and Strategies**

ONDCP uses the HIDTA Performance Management Process (PMP) to help assess the performance of each HIDTA and of the HIDTA program as a whole. Created to improve the focus and management of the HIDTA program, it became fully operational in 2005. It identifies the extent to which each HIDTA meets performance goals established previously in coordination with ONDCP for each of the measures identified in Figure 7. Each HIDTA is required to record in the PMP database specific, measurable, and realistic annual performance targets, and its accomplishments towards achieving those performance targets. ONDCP has contracted the services of an independent audit firm to assess the validity, accuracy, and integrity of performance data provided by each HIDTA through the PMP database.

The HIDTA PMP database has matured since it became fully operational in 2005 and now contains several years of data. ONDCP is currently using the updated PMP data to establish performance targets, starting with the FY 2011 (Figure 7).

#### **1. FY 2012 Performance Plan**

ONDCP has established two goals for the HIDTA program which address program effectiveness, program efficiency, and program management while reflecting the continued refinement of the process developed to manage and measure HIDTA performance. The first goal aims to reduce drug availability by assisting Federal, state, local, and tribal law enforcement agencies participating in HDTAs to dismantle and disrupt drug trafficking organizations. The second goal focuses on improving the efficiency and effectiveness of HIDTA initiatives.

The progress of the first goal is tracked through seven measures: (1.1a) number of Drug Trafficking Organizations (DTOs) disrupted or dismantled; (1.1b) *cumulative* number of DTOs disrupted or dismantled; (1.2a) number of multi-state or international DTOs disrupted or dismantled; (1.2b) *cumulative* number of multi-state or international DTOs disrupted or dismantled; (1.3a) value of drugs, cash, and other assets seized; (1.3b) *cumulative* value of drugs, cash, and other assets seized; and (1.4) number of CPOT-related DTOs disrupted or dismantled. These measures are proxies for the end outcome measure on reducing drug availability and are based on the logical connection between drug availability and the number, scope, and significance of drug trafficking entities. The above outcome-oriented performance measures reflect actual law enforcement agency activities aimed at disrupting drug trafficking and disrupting and dismantling drug trafficking organizations. An important effort by the Office of National Drug Control Policy's Drug Availability Steering Committee to develop a reliable methodology for estimating the availability of the four major drug types (cocaine, heroin, marijuana, and methamphetamine) continues. To date, the estimates developed are useful in assessing trends, but are not yet precise enough to inform performance monitoring.

The second goal is monitored by a critical measure: (2) cost per DTO disrupted or dismantled. It recognizes that it is not enough for a HIDTA to accomplish its outcomes; it must also achieve them efficiently. These measures focus on common indicators and maximum coordination in contrast to earlier ones that relied on each HIDTA's targets to monitor performance.

Each performance measure has corresponding annual targets, as indicated in Figure 7. Measure 1.1a focuses on the number of DTOs disrupted or dismantled in the course of the year. A DTO is considered disrupted when law enforcement actions impede the normal and effective operation of that organization, as indicated by changes in organizational leadership and/or regular methods of operation. A DTO is considered dismantled when those actions make the organization incapable of operating and/or reconstituting itself to conduct its illegal activities. If a DTO is disrupted and later in the same year is dismantled, only the dismantlement is counted. Similarly, if a DTO is disrupted multiple times in a year, only one disruption is counted. Measure 1.1b reflects the cumulative version of this measure.

Measure 1.2a reflects the HIDTA program's emphasis on the disruption and dismantlement of higher value DTOs - those responsible for supplying drugs in large amounts and to broader geographic areas. It identifies the operational scope - multi-state or international - of the DTOs that have been disrupted or dismantled. An "international DTO" is an organization that regularly conducts illegal drug trafficking or money laundering activities in more than one country, or one that is based in one country and conducts or coordinates illegal activities in another. A "multi-state DTO" is an organization that regularly carries out illegal drug trafficking or money laundering activities in more than one state.<sup>15</sup> Measure 1.2b is the cumulative version.

Measure 1.3a is another long-term proxy outcome measure: it is the wholesale value (a conservative amount compared to the retail or "street" value) of drugs seized and taken off the market plus the value of cash and other assets seized from drug traffickers. In addition to reflecting the removal of the illegal drugs from the market, these seizures reflect the substantially increased costs and lost profits to traffickers. Measure 1.3b is the cumulative version.

Measure 1.4, like 1.2a and 1.2b, also focuses on higher-value DTOs - specifically those linked to Department of Justice's Consolidated Priority Organization Targets (CPOT), the Federal government list of the "most significant" drug trafficking organizations. Disrupting or dismantling these organizations will help ensure that HDTAs have the most impact on drug trafficking trends and drug availability.

Measure 2 tracks the average HIDTA cost per DTO disrupted or dismantled. This is defined as the amount of HIDTA funds for enforcement initiatives divided by the number of DTOs dismantled or disrupted. This measure reflects the efficiency of the program in accomplishing its goals.

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<sup>15</sup> A DTO is not considered a multi-state DTO if the organization's activities regularly take place within a single metropolitan area or region, even if that metropolitan area includes parts of more than one state.

**Figure 7. Performance Goals & Accomplishments**

<b>Annual Budget Enacted</b>	<b>FY 2005</b> \$226.5 million	<b>FY 2006</b> \$224.7 million	<b>FY 2007</b> \$224.7 million	<b>FY 2008</b> \$230 million	<b>FY 2009</b> \$234 million	<b>FY 2010</b> \$239 million	<b>FY 2011</b> \$239 million CR Level	<b>FY 2012</b> \$200 million requested
<b>Goals and Objectives</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>
1.1a Number of DTOs disrupted or dismantled	Report baseline data  <i>Baseline established (2,183)</i>	2,227  2,386	2,271  2,873	2,317  3,171	2,363  2,927	2,599  <i>TBR Summer 2011</i>	2,850	2,605
1.1b Cumulative number of DTOs disrupted or dismantled	Report baseline data  <i>Baseline established (2,183)</i>	4,410  4,569	6,681  7,442	8,997  10,613	11,360  13,540	13,959  <i>TBR Summer 2011</i>	16,809	19,414
1.2a Number of multi-state or international DTOs disrupted or dismantled	Report baseline data  <i>Baseline established (1,379)</i>	1,407  1,440	1,435  1,910	1,463  2,009	1,493  1,850	1,642  <i>TBR Summer 2011</i>	1,799	1,675
1.2b Cumulative number of multi-state or international DTOs disrupted or dismantled	Report baseline data  <i>Baseline established (1,379)</i>	2,786  2,819	4,221  4,729	5,684  6,738	7,177  8,588	8,819  <i>TBR Summer 2011</i>	10,618	12,293

TBR = To Be Reported



<b>Annual Budget</b>	<b>FY 2005</b>	<b>FY 2006</b>	<b>FY 2007</b>	<b>FY 2008</b>	<b>FY 2009</b>	<b>FY 2010</b>	<b>FY 2011</b>	<b>FY 2012</b>
	<b>\$226.5 million enacted</b>	<b>\$224.7 million enacted</b>	<b>\$224.7 million enacted</b>	<b>\$230 million enacted</b>	<b>\$234 million enacted</b>	<b>\$239 million enacted</b>	<b>\$239 million CR Level</b>	<b>\$200 million requested</b>
<b>Goals and Objectives</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>	<b>Target Actual</b>
1.3a Value of drugs, cash, and other assets seized	Report baseline data <i>Baseline established (\$9.8 billion)</i>	\$10.0B <i>\$17.2B</i>	\$10.2B <i>\$26.6B</i>	\$10.4B <i>\$33.9B</i>	\$10.6B <i>\$39.6B</i>	\$11.7B <i>TBR Summer 2011</i>	\$22.3B	\$29.1B
1.3b Cumulative value of drugs, cash, and other assets seized	Report baseline data <i>Baseline established (\$9.8 billion)</i>	\$19.8B <i>\$27B</i>	\$30.0B <i>\$53.6B</i>	\$40.4B <i>\$87.5B</i>	\$51.0B <i>\$127.1B</i>	\$62.7B <i>TBR Summer 2011</i>	\$85.0B	\$114.1B
1.4 Number of CPOT-related DTOs disrupted or dismantled	Measure not established at this time	Report baseline data <i>Baseline established (200)</i>	204 98	208 <i>104</i>	212 95	108* <i>TBR Summer 2011</i>	107	86
2 Cost per DTO disrupted or dismantled	Report baseline data <i>Baseline established (\$80,100)</i>	\$78,500 <i>\$74,400</i>	\$77,000 <i>\$60,200</i>	\$75,400 <i>\$51,98</i>	\$73,900 <i>\$57,761</i>	\$66,510 <i>TBR Summer 2011</i>	\$62,800	\$56,647

\*The baseline target number of 2004 for CPOT-related DTOs to be disrupted or dismantled was established for performance year 2006 at a time when the HIDTA Performance Management Process was in its infancy, and was intended to measure the progress of a national HIDTA project targeting CPOT-related drug trafficking organizations (DTOs) which was supported with discretionary funds. The project was subsequently terminated and discretionary funds were redirected to other priority projects, resulting in a significant decrease in the number of CPOT-related DTOs that were dismantled or disrupted. Although HIDTAs continue to target CPOT-related DTOs, the scope has been reduced due to the removal of this funding stream and termination of the project. Smoothing the trend line has revealed the need for a new baseline: this is 108 for FY 2010, and is based on 2006 and 2007 results. Likewise, the performance target for 2011 is revised to 107 CPOT-related DTOs to be disrupted or dismantled, based on 2006, 2007 and 2008 results.

## **2. FY 2009 – 2010 Report**

FY 2010 achievements will be available and reported in summer 2011, when data have been fully collected and analyzed. For FY 2009, the most recent year for which complete data are available, annual reports indicate there were 670 HIDTA initiatives in the 28 HIDTAs, including 5 Southwest border regions. These initiatives were staffed by 8,740 Federal agents and analysts and nearly 16,900 state, local, and tribal officers, analysts, and other representatives.

HIDTA initiatives identified 8,583 DTOs operating in their areas, of which they expected to disrupt or dismantle 3,169. HIDTAs reported disrupting or dismantling 2,930 (92 percent) of the DTOs they expected to disrupt or dismantle in FY 2009. Nearly two-thirds (63 percent) of the disrupted and dismantled DTOs were identified as part of a multi-state or international operation. In the process, HIDTA initiatives removed significant quantities of drugs from the market (see table below) and seized \$594,000,000 in cash and \$204,000,000 in non-cash assets from drug traffickers. PMP data further indicate that 34 percent of HIDTAs achieved performance targets for the average cost per DTO disrupted or dismantled, while 78 percent achieved return on investment (ROI) targets for cash and non-cash assets seized.

The table below shows the quantities of drugs seized by HIDTA task forces, including marijuana plants eradicated from public lands<sup>16</sup>:

<b>Drugs Seized (Kg or D.U.)</b>	<b>Amount Seized (Kg or D.U.)</b>
<b>Heroin Kg</b>	<b>1,624.662</b>
<b>Cocaine HCL Kg</b>	<b>43,905.832</b>
<b>Hallucinogens</b>	<b>321,485.999</b>
<b>Marijuana Kg</b>	<b>5,550,994.854</b>
<b>Prescription Drugs</b>	<b>1,330,736.587</b>
<b>Methamphetamine Kg</b>	<b>5,740.253</b>
<b>Methamphetamine D.U.</b>	<b>91.000</b>
<b>Meth Precursors</b>	<b>35.944</b>
<b>Club Drugs D.U.</b>	<b>7,981,767.590</b>

In FY 2009, ONDCP provided \$3,023,323 in HIDTA discretionary funding to the Domestic Marijuana Eradication and Investigation Project (DMEIP), thereby contributing to record eradication of domestic marijuana by Federal, state, and local law enforcement. These resources helped coordinate eradication efforts by the DEA/DCE/SP, the Department of the

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<sup>16</sup> Drugs Removed from the Marketplace for Year 2009, HIDTA Performance Management Process (PMP) Database, Office of National Drug Control Policy.

Interior, the Department of Agriculture, the National Guard, and M7<sup>17</sup> states' agencies. As a result, approximately 9.2 million plants were eradicated in the M7 States in FY 2009, an increase of 1.5 million plants from FY 2008. The HIDTA funding was used for officer overtime, aviation flying hours, special equipment purchases, and other investigative costs.

In FY 2010, ONDCP provided \$500,000 in HIDTA baseline funding and \$200,000 in HIDTA discretionary funding to the NMPI. The purpose of the NMPI is to counter the production, distribution, and consumption of methamphetamine and precursor chemicals in the United States, as well as the illegal diversion of pharmaceutical drugs through training, information sharing, assisting in targeting criminal enterprises involved in these activities, and investigative support. In FY 2010, the NMPI continued to sponsor and manage trainings attended by U.S. Federal, state, local, and tribal law enforcement and certain international partners such as China and Canada. As a result of NMPI's efforts, in 2009, 8,597 law enforcement personnel received training related to methamphetamine, chemicals, pharmaceuticals, and drug endangered children issues. In addition, the NMPI is working to educate state and local leaders on efforts to reduce methamphetamine production via "prescription-only" scheduling of certain over the counter medicines containing precursor chemicals, as well as other tracking mechanisms. The NMPI provides assistance to states and retailers in implementing the Federal Combat Meth Act regulations and the tracking of retail sale pseudoephedrine/ephedrine products.

In FY 2009, ONDCP released an updated *National Southwest Border Counternarcotics Strategy*. The HIDTA program, and specifically the five regions of the Southwest Border (SWB) HIDTA, continues to play major roles in the implementation of that Strategy. The multi-agency HIDTA task forces along the border address all six strategic objectives outlined in the Strategy. While in FY 2009, the SWB HIDTA continued to participate in various initiatives along the entire border and in the Domestic Highway Enforcement (DHE) Program, it increased its focus on initiatives in support of the *National Southwest Border Counternarcotics Strategy*. Improved and enhanced cooperation, communications, and coordination are an integral part of the SWB HIDTA as it assists in the implementation of the *Strategy*. To that end, secured communication, through SIPRNET, has been established at three of the five regions of the SWB HIDTA. A fourth Region is expected to be online in FY 2010 and the last Region in FY 2011.

### **3. FY 2012 Means and Strategies to Accomplish Outcomes**

The 2007 OMB assessment identified three actions to be undertaken by the HIDTA program, specifically: (1) allocate future budget resources among HIDTAs based on unique drug threats facing each area, the performance of each HIDTA, and targeted law enforcement initiatives; (2) work with related drug task force programs (e.g. DOJ's Organized Crime Drug Enforcement Task Force and Byrne Grant drug task forces) to develop common performance

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<sup>17</sup> M7 refers to seven states known as the Marijuana Seven. These include California, Oregon, Washington, Hawaii, Kentucky, Tennessee, and West Virginia.

measures and shared goals; and (3) develop an evaluation strategy to assess the effectiveness of the program.

In FY 2012, the HIDTA program will continue to allocate budget resources among individual HDTAs based on unique drug threats facing each area, the performance of each area, and targeted law enforcement initiatives, as indicated in the budget section. The nature of the threats and the initiatives planned are contained in each HIDTA's request and are assessed by ONDCP. Also, the PMP documents each HIDTA's performance. This approach, consistent with ONDCP's 2006 Reauthorization Act, is reflected in the budget section of this document. It will continue to be refined in FY 2012.

In October 2009, ONDCP published guidance requiring that, as part of their annual assessment of the regional drug threat and strategy development, HIDTA Executive Boards review the designated counties in their region to ensure each continues to meet the statutory requirements for such designation. This review is essential to prioritize resources to meet the constantly changing drug trafficking threat.

In accordance with the OMB assessment guidance, ONDCP has developed a strategy to assess the effectiveness of the program. An independent contractor has been tasked to conduct performance-related audits in order to provide assurance of the accuracy and integrity of performance information presented by the HDTAs in their annual performance reports. The results to date have provided important information that has been employed to improve and refine the HIDTA PMP System, policies, and procedures. The assessment results have been used to improve a range of HIDTA activities including refining performance target setting, better identifying training needs, and clarifying PMP definitions. Each year, seven HDTAs are audited. Over a period of five years, all of the HDTAs will be part of the audit cycle (2007 through 2012). These audits, to be completed by September 2012, collectively serve to provide an independent assessment of the HIDTA program.

In addition to the performance-related audits, full-scope financial audits of selected grantees are also conducted under a separate contract with a fiscal auditing firm. These audits provide assurance of the integrity of the expenditures claimed by the HDTAs concerned. As a result of each audit, the grantee is issued a management letter highlighting best practices they should consider implementing.

Recently, ONDCP initiated an action to synchronize performance audits, fiscal audits, and on-site staff reviews of the HDTAs in order to obtain a more holistic assessment of the programs. This coordinated effort will be implemented in the fourth quarter of FY 2010.

Additionally, the HIDTA program will continue to support national initiatives that provide resources to carry out coordinated multi-state activities intended to address specific drug trafficking threats.

In FY 2012, ONDCP expects that, through its performance, the HIDTA program will continue to prove to be a key component of our national effort to reduce drug trafficking and drug production in the United States in support of the *Strategy*.