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Health, Education, and
Human Services Division

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January 8, 1999

The Honorable J. Dennis Hastert
Speaker of the House
of Representatives

Subject: Drug Treatment: Summary of Federal Programs, Funding, and Performance Goals

Dear Mr. Speaker:

As requested, this correspondence provides information on federally funded drug abuse treatment programs and activities. It includes information from our previously issued correspondence, Drug Treatment: Overview of Federal Programs (GAO/HEHS-98-237R), issued to you on September 3, 1998, and additional information on these programs. The enclosure contains the following information for the federal judiciary, the Departments of Health and Human Services, Veterans Affairs, Defense, Education, Housing and Urban Development, and Justice as well as the Office of National Drug Control Policy:

-- drug abuse treatment funding for fiscal year 1999 (requested) and

-- drug abuse treatment programs and activities and corresponding performance goals and targets, as described in the agencies' Government Performance and Results Act performance plans for fiscal year 1999.

Using a matrix that summarizes information from our previous correspondence, we asked agency officials to verify the data and to provide any additional information needed, as your office suggested. We also asked agency officials to verify whether the information on performance goals and targets is described in the agency's fiscal year 1999 Results Act performance plan or strategic plan. When the agencies indicated that the goals and targets were not described in these plans, we have so indicated in the matrix. We performed our work between December 4 and December 31, 1998.

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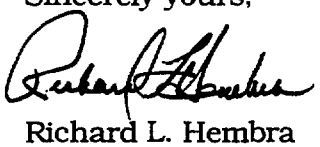
As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this correspondence until 30 days from the date of this letter. At that time, we will send copies to interested parties and will make copies available to others upon request. Please contact Bernice Steinhardt, Director, Health Services Quality and Public Health Issues, at (202) 512-7119 if you or your staff have any questions.

Sincerely yours,



Richard L. Hembra
Assistant Comptroller General

Enclosure

FISCAL YEAR 1999 PERFORMANCE GOALS AND TARGETS FOR FEDERALLY FUNDED DRUG TREATMENT PROGRAMS

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Department of Health and Human Services (HHS)		
Substance Abuse Prevention and Treatment Block Grant ($823.1 million)	Provides formula grants to states to fund planning, implementation, and evaluation of activities to prevent and treat substance abuse as well as related activities regarding tuberculosis and human immunodeficiency virus (HIV).	Goal Provide funding to states to support the public sector treatment system. Targets Increase to 75 percent the proportion of block grant applications received electronically. Increase to 80 percent the proportion of block grant applications that include needs assessment data from the Center for Substance Abuse Treatment needs assessment program. Identify seven potential treatment outcome measures through the Treatment Outcome Pilot Project and complete pilot tests of those measures in seven states. Increase to 85 percent the proportion of states that express satisfaction with technical assistance provided. Increase to 50 percent the proportion of states that implement systems, program changes, or practice changes on the basis of technical assistance provided.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Substance Abuse Performance Partnership Block Grant (set-aside) ($35.5 million)	Provides a 5-percent set-aside from the Substance Abuse Performance Partnership Block Grant to the HHS Office of Applied Studies to develop and manage data systems that produce information for HHS, the Office of National Drug Control Policy (ONDCP), the Drug Enforcement Agency (DEA), and state and local agencies on the nature and extent of substance abuse.	Goals[a] Provide the information used to formulate substance abuse policy and evaluate performance of programs and activities supported with federal funds. Targets Provide estimates of the prevalence of substance abuse and the number of people who have received treatment in the civilian noninstitutionalized population. Identify emerging problems in substance abuse on the basis of emergency room and medical examiner records. Provide information on the services available for substance abuse treatment and the characteristics of individuals admitted for treatment. Describe changes occurring in the organization and structure of the substance abuse treatment system and assess the impact of these changes on the process and effectiveness of treatment.
Knowledge Development and Application (KD&A) ($115.4 million)	The KD&A program uses discretionary grants and cooperative agreements to identify and fill knowledge gaps in substance abuse treatment; support development and application of new knowledge; and serve as conduits for feedback on needs, best practices, and so on.	Goals For knowledge development: support identification of key knowledge gaps in substance abuse treatment, prioritize those gaps, and field well-designed clinically based studies that will support the discovery of new knowledge. For knowledge application: provide policymakers, clinicians, and consumers with the information they need in a timely and user-accessible way. Targets Ensure that answers and information produced by grantees are assessed as acceptable or superior through staff evaluation. Ensure external evaluations of the answers and information produced by grantees. Ensure that a specified percentage of products are distributed to the intended audience. Ensure that a specified percentage of products are deemed useful and are in actual use by the targeted audience.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
National Institute on Drug Abuse's (NIDA) Scientific Research on Treatment ($343.5 million)	Uses grants, contracts, and intramural research to support research dedicated to developing new and improved approaches to treating drug abuse and addiction.	Goals Improve existing therapies and develop new ones for treating disease and disabilities. Reduce health and social costs to the public of illegal drug use.[b] Targets Improve treatment of diseases and disabilities. Develop a prioritized list of research questions that support development of medications and treatment protocols to prevent or reduce drug dependence and abuse by 1999.[c]
Medicaid (federal share) ($320.0 million – an estimate of drug abuse treatment costs)	Medicaid drug treatment expenditures are primarily for care received in hospitals and in specialized (free-standing) drug treatment facilities.	Health Care Financing Administration (HCFA) officials reported that there are no goals or targets specifically for drug treatment. HCFA views its role to be supportive of other federal efforts.
Medicare (part A) ($80.0 million – an estimate of drug abuse treatment costs)	Medicare costs are primarily for inpatient hospital treatment of episodes of drug abuse as well as for some medically reasonable and necessary services in outpatient settings for the continued care of patients.	As indicated under Medicaid (federal share), HCFA has no goals or targets specifically for drug treatment.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Ryan White Comprehensive Acquired Immunodeficiency Syndrome (AIDS) Resources Emergency Act ($51.6 million) (This amount represents about 6 percent of titles I, II, and III, excluding the AIDS Drug Assistance Program.)	Ryan White Comprehensive AIDS Resources Emergency Act programs are designed to improve the quality and availability of care for people living with HIV/AIDS and their families. For example, programs provide grants and services to support community-based outpatient health and support services, outpatient early intervention services, hospital- or university-based medical centers, and inpatient case management to be used for health care services for drug-addicted people in substance abuse treatment settings.	Goals and targets Title I: Emergency relief grants--Increase the number of visits for health-related care to a level that takes into account new clients: 2.88 million visits in fiscal year 1999. Title II: HIV/AIDS care grants--Increase the number of visits for health-related care to a level that takes into account new clients: 1.22 million visits in fiscal year 1999. Title III: HIV/AIDS early intervention services--Increase the number of people receiving primary care services under the program to 79,000 clients. (Performance goals and targets are not specific to drug abuse treatment but instead span a broad range of treatment modalities, including primary medical, dental, mental health, substance abuse, rehabilitative, and home health care.)[d]
Indian Health Service Drug Abuse Program ($40.4 million)	Funds about 330 American Indian and Alaskan Native alcoholism/substance abuse programs that provide a multitude of treatment and prevention services in rural and urban communities.	Goals Provide comprehensive health care services to American Indians and Alaskan Natives, including substance abuse treatment services. Targets Increase follow-up for youths discharged from adolescent regional treatment centers so that 55 percent receive at least two follow-up contacts per year. By the end of fiscal year 1999, have 75 percent of prenatal clinics utilizing screening and case management protocols for pregnant substance abusing women.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Abandoned Infants Assistance Program ($6.1 million) and Community-Based Resource Centers ($6.6 million)	The Abandoned Infants Assistance Program and Community-Based Resource Centers provide grants to support a broad range of community-based intervention services for women who are substance-abusing or who may be HIV-positive and for their infants, who may have been prenatally exposed to drugs or HIV.	Administration for Children and Families officials indicated that there are no goals or targets specifically for this activity.
Department of Veterans Affairs		
Drug abuse treatment ($1,125.0 million)[e]	The Department of Veterans Affairs supports inpatient treatment programs, residential programs, intensive outpatient programs, standard outpatient programs, and case finding and early intervention teams. The funding covers 100 percent of the cost of medical care provided to veterans with a diagnosis of drug abuse when treatment is provided in a specialized drug or substance abuse program. The funding covers only a portion of medical costs for veterans with a secondary or associated diagnosis of drug abuse who receive care in other settings.	Goals In fiscal year 1998, all newly admitted patients with a primary substance abuse disorder diagnosis were to have been tested using the Addiction Severity Index (ASI). Provide follow-up tests to all patients with a primary substance abuse disorder diagnosis at 6-month intervals. At least 50 percent of patients whose initial ASI was administered within 14 days of admission for a new episode of care and who have received no treatment in the 30 days before admission will show 25 percent or more improvement in their drug composite score and at least one other composite score. Target Increase the proportion of patients who demonstrate improvement to 55 percent by fiscal year 1999 and to 75 percent by fiscal year 2003.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Department of Justice[f]		
Residential Substance Abuse Treatment Program ($70.6 million)	Grants and technical assistance enhance the capability of states and units of local government to provide residential substance abuse treatment for incarcerated inmates.	Goals Continue efforts to eradicate drug use by expanding drug testing and treatment services; targeting programs to reduce illicit drug use among juveniles; and strengthening multiagency linkages among prevention, treatment, and criminal justice programs to effectively address problems caused by drug use, most notably crime and violence. Targets Initiate or expand 140 residential substance abuse programs in state and local correctional facilities. Treat 22,000 offenders for substance abuse. Provide 800 state and local policymakers and correctional and treatment practitioners technical assistance and training. Ensure that 60 percent of offenders remain drug-free when returned to the community and that 65 percent remain arrest-free.
Byrne Formula Grant Program ($39.6 million)	Grants assist state and local governments in carrying out programs to improve the criminal justice system, with a special emphasis on nationwide and multilevel drug control strategies and violent crime prevention. The law authorizes 26 program purpose areas under this program, of which four specifically relate to drug treatment.	Goals Same as for the Residential Substance Abuse Treatment Program. Targets Justice officials reported that there are no targets specifically for this program.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Byrne Discretionary Grant Program ($4.2 million)	Grants to public and private agencies and organizations support national scope and multistate programs, demonstration programs, and training and technical assistance to states and local jurisdictions. The law authorizes 26 program purpose areas under this program, of which four specifically relate to drug treatment.	Goals Same as for the Residential Substance Abuse Treatment Program. Targets Justice officials reported that there are no targets specifically for this program.
Management and administration ($5.0 million)	Represents the portion of total management and administration funding for the Office of Justice Programs that is attributed to treatment-related activities identified in the 2000 ONDCP drug budget.	Justice officials indicated that performance goals and targets are not applicable for this activity.
Bureau of Prisons drug abuse programs ($26.5 million)	The Bureau of Prisons drug treatment resources support residential drug abuse programs, drug abuse education, nonresidential drug abuse counseling services, and community transition programs.	Goals Provide services and programs to address inmate needs; provide activities for the productive use of time; and facilitate the successful reintegration of inmates into society, consistent with community expectations and standards. Targets Provide residential drug abuse treatment to all inmates with a substance abuse problem (as defined by the Bureau of Prisons) who volunteer for treatment. Encourage inmates to participate in treatment.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Operation Drug TEST (Testing, Effective Sanctions, Treatment)[g] ($4.7 million) (Justice officials reported that it is difficult to determine what portion of total funding is specifically related to drug treatment.)	Operation Drug TEST is a pilot program that promotes early identification of and effective response to drug use among federal pretrial defendants. In 18 districts, pretrial services officers conduct on-site drug testing of all consenting defendants prior to their initial appearance (Model I). In six districts, on-site testing is performed on all pretrial defendants who are released pending trial (Model II). All sites are implementing additional community-based treatment and sanctioning programs for drug-dependent defendants who are released.	Goals Increase the number of defendants screened for drug use. Design and implement effective pretrial supervision programs for drug-dependent defendants. Targets Model I (preappearance testing of all consenting defendants): Request 90 percent of eligible defendants to submit to a drug test before their initial appearance in court. Model I: Test 75 percent of eligible defendants before their initial appearance in court. Model II (drug test of all releases): Test 85 percent of eligible releases. Implement in-house defendant assessment pilot projects in a minimum of four pilot districts. Develop a joint pretrial-U.S. Attorney action plan for enhancing the supervision of drug-dependent federal defendants in 80 percent of the pilot courts.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Department of Education		
Vocational Rehabilitation State Grants ($92.2 million) (The agency could not determine what portion of this amount is specifically related to drug treatment.)	Grants help states provide vocational counseling, training, placement, and other services to people with physical or mental disabilities, including clients with a primary or secondary diagnosis of drug abuse.	Education officials indicated that there are no goals or targets specifically for this activity.
Special Education Grants for Infants and Families ($37.0 million) (The agency could not determine what portion of this amount is specifically related to drug treatment.)	Grants help states develop and implement statewide systems of comprehensive, coordinated, early intervention programs for children with disabilities from birth through 2 years old. For example, this program has funded services for drug-exposed infants.	Education officials indicated that there are no goals or targets specifically for this activity.
National Institute on Disability and Rehabilitation Research ($0.5 million)	Competitive grant supports the Rehabilitation Research and Training Center.	Education officials indicated that there are no goals or targets specifically for this activity.
Treatment program administrative costs ($0.2 million)	Support the agency's administrative costs (such as salaries and expenses) devoted to treatment.	Education officials indicated that there are no goals or targets specifically for this activity.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Judiciary (Federal Corrections and Supervision Division)[h]		
Substance Abuse Treatment Program ($76.9 million)	Provides substance abuse treatment to offenders under the supervision of the U.S. Probation Office in the 94 federal judicial districts. Services are procured from local providers through purchase agreements, purchase orders, and contracts.	Goals Ensure the availability of a broad range of contract substance abuse services to better meet the identified needs of the offender population. Put policies in place at the district level to improve the consistency of probation officers' responses to each instance of offender noncompliance with drug-related conditions of release. Targets Have in place purchase agreements or orders for the approximately 60 districts that have been recently trained in the judiciary's new local procurement procedures to meet all offenders' treatment needs, as identified by a formal district needs assessment. Have in place a court-approved graduated sanctions policy that sets forth appropriate officer responses to each instance of offender noncompliance with drug-related conditions of release for 75 percent of districts by the end of fiscal year 1999.
Alternatives to pretrial detention ($23.4 million)	These funds provide community-based programs for federal pretrial defendants. Programs include drug testing, drug treatment, mental health treatment, home confinement, and other treatment and restrictive conditions of pretrial release. Services are procured from local providers through purchase agreements, purchase orders, and contracts.	Goals Ensure the availability of a broad range of contract substance abuse services to better meet the identified needs of the offender population. Increase placement of drug-dependent defendants in appropriate community-based treatment or monitoring or sanctions programs, where consistent with reasonably ensuring community safety and the defendant's appearance in court. Targets Have in place purchase agreements or orders for each of the separate pretrial services offices that has been trained in the new local procurement procedures to meet all treatment needs, as identified by a formal district needs assessment. Increase by 10 percent the proportion of defendants with drug-related conditions who are released by the court to supervision within 15 days of court requirements having been set rather than detaining defendants because these requirements have not been met.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Quality control and standards development ($3.3 million)	The Administrative Office of the U.S. Courts sets standards to ensure consistent quality of treatment services.	Goal Enhance the ability of federal probation and pretrial services offices to deliver quality drug treatment services. Targets Certify as counselors under approved standards 20 percent of the officers who serve in drug and alcohol treatment specialist positions. Expand the new local simplified procurement process to all districts. Expand the use of the sweat patch drug-testing technology from its current 67 percent to 90 percent of the districts.
Development of the National Treatment Database ($0.1 million)	The Administrative Office of the U.S. Courts is developing a national database to centralize local information from the Substance Abuse Treatment Module (SATM) of the Probation and Pretrial Services Automated Case Tracking System.	Goals Increase the number of districts reporting through the SATM. Develop a prototype drug-testing component to be added to the SATM. Targets Have 75 percent of the districts reporting through SATM by the end of fiscal year 1999. Have ready for prototype testing a drug-testing component for the SATM based on the approved specifications by the end of fiscal year 1999.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Office of National Drug Control Policy[i]		
High Intensity Drug Trafficking Areas (HIDTA) ($5.5 million – drug treatment only)	ONDCP designates these areas and provides overall policy guidance and oversight for awarding resources to federal, state, and local law enforcement partnerships in these areas. While the mission of the HIDTA program is to reduce drug trafficking in the most critical drug trafficking areas, in some cases funding has been used to support drug treatment programs.	Goal Improve the ability of HIDTAs to counter drug trafficking. Targets Each HIDTA will meet at least one additional step of the HIDTA Developmental Standards in at least one category; categories include intelligence and information sharing, teamwork, strategic planning and execution, and accountability. Each HIDTA will disrupt, dismantle, or render ineffective 5 percent of the targeted drug trafficking organizations identified in its threat assessment. Each HIDTA will disrupt, dismantle, or render ineffective 5 percent of targeted money laundering organizations. Each HIDTA will achieve a 5-percent reduction in specified crimes (homicides, robberies, assaults, and crimes against property) as reported by the Federal Bureau of Investigation (FBI) Uniform Crime Reports. (Performance goals and targets are not specific to drug abuse treatment but reflect the entire program.)

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Counter-Drug Technology Assessment Center research and development ($5.0 million)	Provide new technology to improve federal agency counter-drug enforcement operations as well as drug abuse treatment and rehabilitation research. Through interagency agreements or grants, funds have been used to examine addiction and rehabilitation research and the application of technology to expand the effectiveness or availability of drug treatment.	Goals Support and highlight research, including the development of scientific information, to inform drug, alcohol, and tobacco prevention programs targeting young Americans and to inform law enforcement and the prosecution, incarceration, and treatment of offenders involved with illegal drugs. Support and highlight research and technology, including acquiring and analyzing data to reduce the health and social costs of illegal drug use; developing scientific data to reduce the worldwide supply of illegal drugs; and developing scientific information and other data to detect, disrupt, and deter the entry of illegal drugs into the United States and to seize illegal drugs in transit to the United States and at U.S. borders. Targets Conduct three regional workshops and one major technology symposium. Coordinate and support 85 counter-drug research programs in cooperation with U.S. Customs, DEA, the Department of Defense, the Coast Guard, the FBI, the Department of Agriculture, and NIDA. Develop and field five technology prototypes to address counter-drug law enforcement and drug treatment requirements. Increase by 20 percent the rate at which new systems are acquired by federal, state, and local agencies. (Performance goals and targets are not specific to drug abuse treatment but reflect the full program funding.)
Operations ($1.7 million)	This funding is the pro-rata cost of the ONDCP demand reduction staff.	ONDCP officials indicated that there are no goals or targets for operations. Further, they reported that the funding amount was below the threshold required for inclusion in their performance plan.

Program/activity (Fiscal year 1999 request)	Description	Performance goals and targets
Department of Defense (DOD)		
Military medical treatment ($3.4 million)	This funding is for military personnel and dependent hospital-based drug treatment or referrals conducted by or at military treatment facilities or contract facilities.	Goals Reduce the health, military, and social costs to DOD associated with drug abuse. Targets Support and promote effective, efficient, and accessible drug treatment and responsiveness to recent drug trends.[j]
Adolescent substance abuse counseling ($2.6 million)	Adolescent substance abuse counseling services are only for military dependents stationed overseas.	Goals Educate DOD military personnel and their dependents at risk for drug abuse and enable them to reject the use of illicit drugs. Targets Through counseling services, provide support to parents in developing modeling behaviors and in encouraging youths at risk to accept a drug-free lifestyle, as well as support and promote education, training, and credentialing of professionals who work with substance abusers.
Department of Housing and Urban Development (HUD)		
Drug abuse treatment activity funding ($3.2 million)	Grants to public housing authorities to support development and maintenance of sobriety, substance-free maintenance support groups, substance abuse counseling, referral treatment services, and structured aftercare.	HUD officials indicated that there are no goals or targets for this activity.

[a]The Substance Abuse and Mental Health Services Administration reported that the goals and targets for this program were not included in its fiscal year 1999 performance plan but were included in the agency's fiscal year 1999 Justifications of Estimates for Appropriations Committees.

[b]Although this goal does not appear in the National Institutes of Health's fiscal year 1999 performance plan, NIDA reported that it developed this goal in conjunction with ONDCP. It also reported that the goal is included in ONDCP's performance plan.

[c]Although this target does not appear in the National Institutes of Health's fiscal year 1999 performance plan, NIDA reported that it developed this target in conjunction with ONDCP. NIDA also reported that the target is included in ONDCP's performance plan.

[d]The Health Resources and Services Administration indicated that these are fiscal year 1999 performance goals, although it did not have a fiscal year 1999 performance plan.

[e]Funding represents fiscal year enacted amount.

[f]Although we presented the At-Risk Children Initiative, Juvenile Justice Program, Rural Domestic Violence Program, and Drug Courts Program as treatment programs in our September 3, 1998, correspondence, Justice officials reported that these programs do not categorize funding as treatment-related. In addition, they reported that funds were not appropriated for the Drug Testing and Intervention Initiative. As a result, we have omitted these programs and initiatives.

[g]Although we presented this program as a Judiciary drug-testing and treatment program in our September 3, 1998, correspondence, Justice and Judiciary officials reported that this is a Justice-funded program that is, in part, administered by Judiciary.

[h]The federal judiciary does not fall under the provisions of the Government Performance and Results Act. The performance goals and targets are part of the internal plan for the Federal Corrections and Supervision Division.

[i]Although we presented the Hardcore User Study as a treatment activity in our September 3, 1998, correspondence, ONDCP officials reported that this study is not treatment-related. In addition, they reported that funds were not appropriated for drug treatment under the Director's discretionary fund. As a result, we have omitted these items.

[j]DOD reported that these performance targets are not included in its fiscal year 1999 performance plan but are taken from performance measures developed by ONDCP.

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