

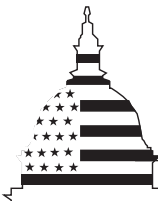
GAO

Report to the Chairman, Subcommittee
on Criminal Justice, Drug Policy, and
Human Resources, House Committee
on Government Reform, and to
Representative John L. Mica

May 2001

UNDERAGE DRINKING

Information on Federal Funds Targeted at Prevention



G A O

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United States General Accounting Office
Washington, DC 20548

May 8, 2001

The Honorable Mark E. Souder
Chairman, Subcommittee on Criminal Justice,
Drug Policy, and Human Resources
Committee on Government Reform
House of Representatives

The Honorable John L. Mica
House of Representatives

Multiple surveys indicate substantial alcohol consumption among youth, even though the purchase and public possession of alcohol by persons under the age of 21 are illegal in every state and the District of Columbia.¹ Many federal programs address prevention of alcohol use among underage youth. This letter responds to a request that we identify the nature and extent of federal efforts related to the prevention of underage drinking, to assist Congress in its deliberations on whether additional attention to alcohol use by youth is needed.² Specifically, our objectives were to identify (1) the amount of appropriated fiscal year 2000 federal funds that addressed prevention of underage drinking, and (2) fiscal year 2000 funded program activities that included media components to publicize the problem of underage drinking.

Scope and Methodology

To identify fiscal year 2000 appropriated federal funding that addressed prevention of underage drinking, we first identified agencies that had program activities that addressed prevention of alcohol use and then asked agency officials to provide information on their program activities affecting youth under the age of 21. We used the Office of National Drug Control Policy's (ONDCP) fiscal year 2001 budget summary that included fiscal year 2000 funding information to identify federal agencies with

¹For information regarding the states' adoption of a 21-year minimum age for the purchase and public possession of alcohol, see the "Enforcing the Underage Drinking Laws Discretionary Grants Program," issued by the Justice Department, Office of Juvenile Justice and Delinquency Prevention, at www.ojjdp.ncjrs.org/grants/UNDERAGE.html.

²We defined prevention to include initiatives such as those associated with information, education, research, screening, and brief intervention or treatment.

program activities related to prevention of underage drinking. We used the ONDCP budget report because it listed agencies with activities that supported one of ONDCP's strategic goals—to educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco. To identify additional federal agencies that might have program activities that addressed prevention of underage drinking, we solicited suggestions from officials of federal agencies identified as having alcohol prevention programs about other federal agencies that would have such program activities. We identified 23 federal agencies as having program activities that to some degree addressed prevention of underage drinking. Appendix I provides more information on these federal agencies.

We asked the agencies we identified to provide information on activities funded in fiscal year 2000 that addressed prevention of underage drinking either specifically or in part. We asked for information on, among other things, the nature of their programs, the type of funding (e.g., discretionary, block, formula, and incentive grants; contracts; cooperative and interagency agreements; and agency program funds), and the amount of the fiscal year 2000 appropriated federal funding for each program. We categorized federal program activities that addressed prevention of underage drinking by drug focus and audience. With respect to drug focus, the categories included (1) activities that targeted alcohol use or (2) activities that targeted both alcohol and other drug use. With respect to audience, the activities were categorized by those that (1) targeted youth or (2) targeted both youth and the broader community.³

With respect to media components, we asked federal agency officials with programs that addressed prevention of underage drinking to identify those program activities funded in fiscal year 2000 that had a media component to publicize the problem of underage drinking. We defined media component as radio and television broadcasts. We also asked officials to provide a description of the media component.

We relied on information and records provided by agency officials and did not independently verify the information. We performed our audit work in Washington, D.C., from November 2000 through April 2001 in accordance with generally accepted government auditing standards.

³The broader community includes parents, college students over age 21, teachers, and health care professionals.

Results in Brief

An estimated \$71 million of fiscal year 2000 appropriated federal funds were specifically addressed to the prevention of underage drinking (i.e., alcohol use by youth). Five federal agencies—(1) the Substance Abuse and Mental Health Services Administration (SAMHSA), (2) the National Institute on Alcohol Abuse and Alcoholism (NIAAA), (3) the Office of Juvenile Justice and Delinquency Prevention (OJJDP), (4) the National Highway Traffic Safety Administration (NHTSA), and (5) the Centers for Disease Control (CDC)—identified about \$52 million in fiscal year 2000 appropriated funding that specifically addressed prevention of underage drinking to youth. Additionally, three of these agencies identified about \$19 million that addressed prevention of underage drinking but targeted both youth and the broader community. Table 1 summarizes the appropriated fiscal year 2000 federal funding that specifically addressed prevention of underage drinking.

Table 1: Summary of Fiscal Year 2000 Appropriated Federal Funds That Specifically Addressed Prevention of Underage Drinking, by Federal Agency

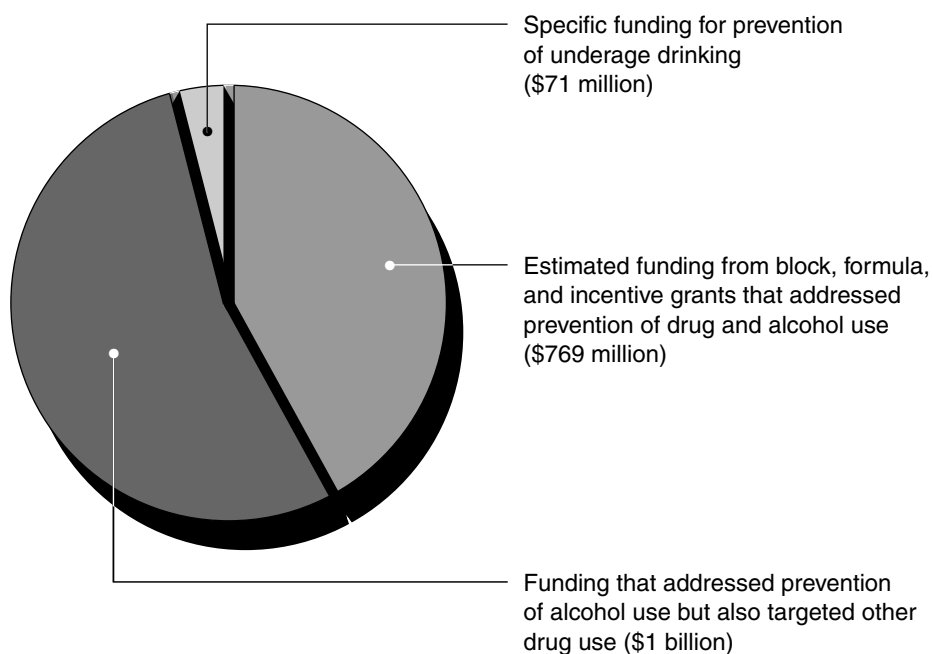
Agency	Appropriated federal funds (in millions)		Total
	Targeted to youth	Targeted to youth and the broader community	
SAMHSA	\$2.1	\$1.6	\$3.7
NIAAA	19.2	17.0	36.2
OJJDP	27.8	0	27.8
NHTSA	2.9	.3	3.2
CDC	.2	0	.2
Total	\$52.2	\$18.9	\$71.1

Source: GAO analysis of agency data.

In addition, many federal agencies had program activities that addressed prevention of underage drinking but for which agency officials could not isolate funding specific to alcohol. SAMHSA, OJJDP, CDC, and another 15 federal agencies identified about \$1 billion of fiscal year 2000 appropriated federal funding that addressed prevention of alcohol use but also targeted other drug use. These activities addressed prevention of alcohol and other drug use that targeted either youth or both youth and the broader community. However, officials could not tell us what portion of this appropriated federal funding was targeted specifically to alcohol prevention activities. Furthermore, three federal agencies—Office of Elementary and Secondary Education, SAMHSA, and NHTSA—identified an estimated \$769 million out of \$2.2 billion of block, formula, and incentive grant funds that may have been used by states to address prevention of drug and alcohol use by youth.

Figure 1 shows the amount of fiscal year 2000 appropriated federal funding that specifically addressed prevention of underage drinking versus funding that, in part, may have addressed prevention of underage drinking.

Figure 1: Fiscal Year 2000 Appropriated Federal Funding That Addressed Prevention of Underage Drinking Specifically or Addressed Underage Drinking in Part



Source: GAO analysis of agency data.

Appendix II provides information on federal agencies' fiscal year 2000 appropriated federal funding that addressed prevention of underage drinking.

Three federal agencies—NIAAA, NHTSA, and SAMHSA—identified seven program activities that included a media component targeting either alcohol use by youth or alcohol use where the audience was both youth and the broader community. The fiscal year 2000 appropriated funding for these seven program activities was approximately \$1.5 million. In addition, agencies provided general information regarding the extent to which media components were included in block, formula, or incentive grants and in ONDCP's National Youth Anti-Drug Media Campaign. Appendix III provides more information on federal agency fiscal year 2000 program activities that included a media component.

Agency Comments and Our Evaluation

On March 23, 2001, we provided a draft report for comment to the GAO liaisons for the 23 agencies included in this report. Based on reviews within these agencies by relevant officials, the GAO liaisons provided technical and editorial comments, or indicated no comment, by E-mail or letter. Technical and editorial comments have been incorporated, where appropriate. The Department of Health and Human Services (HHS) expressed concern about the consistency of some information provided on the part of one HHS agency, SAMHSA, that had provided information that focused on alcohol use by youth and had not included activities related to addressing “alcohol and drug use” by youth or by youth and the broader community (i.e., that addressed underage drinking in part). SAMHSA provided additional information that has been included in this report. Through the agency comment process, we provided all agencies an opportunity to correct inconsistencies.

In addition, HHS noted that in some instances GAO performed analysis of agency data and in other instances agency data were reported without analysis. GAO analyzed data for agencies that were able to provide specific information on activities related to prevention of underage drinking. However, many agencies were unable to identify specific funding activities related to prevention of underage drinking. For these agencies, we reported the funding level identified with the general program activity.

As arranged with the Subcommittee, we plan no further distribution of this report until 30 days after the date of this letter. We will then send copies to Representative Elijah Cummings, Ranking Minority Member, Subcommittee on Criminal Justice, Drug Policy, and Human Resources, House Government Reform, and Representative Dan Burton, Chairman, and Representative Henry Waxman, Ranking Minority Member, House Committee on Government Reform. We will also send copies to Senator Fred Thompson, Chairman, and Senator Joseph Lieberman, Ranking Member, Senate Committee on Governmental Affairs. We will also make copies available to others on request. This report will also be available on GAO’s home page at <http://www.gao.gov>.

Please call me on (202) 512-8777 if you or your staff have any questions regarding this report. The information presented in this report was developed by Linda Watson, Assistant Director; Jared Hermalin, Senior Analyst; and Lou Smith, Analyst.

A handwritten signature in black ink that reads "Richard M. Stana". The signature is written in a cursive, flowing style.

Richard M. Stana
Director, Justice Issues

Appendix I: Federal Agencies That Had Fiscal Year 2000 Program Activities Addressing Prevention of Underage Drinking

This appendix provides information on the 23 agencies identified as having program activities addressing prevention of underage drinking.¹ Included are agency descriptions, the targeted drug and audience for the program activity, and information on agencies' total appropriated fiscal year 2000 federal funding related to prevention of underage drinking, which includes both funding that was specific to prevention of underage drinking and funding that, in part, may have addressed prevention of underage drinking.

The agency description includes mission information for agencies that had a more significant role in addressing prevention of underage drinking. For agencies that had program activities that addressed underage drinking but for whom conducting such activities was not a primary role, we have described the program activities related to the issue of prevention of underage drinking. Focusing on the targeted drug and audience allowed us to differentiate among agencies and program activities that specifically addressed prevention of underage drinking versus those that addressed, in part, prevention of underage drinking (i.e. addressed alcohol and other drug use) and whether the targeted audience was specific to underage youth (i.e., youth under the age of 21) or encompassed a broader community to include parents, college students over age 21, teachers, and health care professionals. The fiscal year 2000 funding provides an explanation of each agency's funding in relation to its program activities related to prevention of underage drinking.

Department of Health and Human Services

Administration for Children and Families

Description: The Administration for Children and Families (ACF) manages state grants and childcare programs, including programs to increase child abuse prevention and treatment activities. It also seeks to develop family preservation and family support services, the Head Start Program, programs that provide services for runaway and homeless youth and their families, child welfare training programs, and child abuse and neglect and research and demonstration programs. At least 10 percent of the funds ACF awards to grantees as part of its Runaway and Homeless

¹Prevention is defined as activities such as those associated with information, education, research, and early intervention or treatment.

Youth Programs are used to support a variety of substance abuse prevention activities, including efforts to prevent underage drinking. These activities include literature, counseling, or a mixture of efforts.

Targeted drug and audience: The program activity targeted drug and alcohol use. The target audience for the program was youth under the age of 21.

Fiscal Year 2000 funding: Commenting on its Runaway and Homeless Youth program, an official of the Administration for Children and Families estimated that approximately \$15,000,000 in fiscal year 2000 appropriated funding may have addressed, in part, prevention of underage drinking. However, the official could not tell us what portion of appropriated federal funding may have addressed alcohol prevention activities.

**Substance Abuse and
Mental Health Services
Administration (SAMHSA)**

Description: SAMHSA's goal is to strengthen the capacity of the nation's health care system to provide prevention, diagnosis, and treatment services for people at risk of or experiencing substance abuse² or mental illnesses. SAMHSA is composed of three centers: (1) the Center for Mental Health Services promotes improved mental health; (2) the Center for Substance Abuse Prevention promotes strategies to prevent substance abuse—whether illicit drug use, misuse of legal medications, use of alcohol and tobacco by youth, or excessive use of alcohol; and (3) the Center for Substance Abuse Treatment promotes efforts to improve the lives of individuals and families affected by alcohol and drug abuse by helping to ensure access to clinically sound, cost-effective addiction treatment to reduce the nation's health and social costs. SAMHSA also conducts the National Household Survey on Drug Abuse and other surveys on alcohol and other drug use and abuse by youth as well as adults. The three centers administer grants, contracts, and interagency agreements for their respective fields of specialty.

Targeted drug and audience: SAMHSA's program activities included those that targeted just alcohol use and others that targeted both drug and

²According to the *Diagnostic and Statistical Manual of Mental Disorders*, 4th ed. (DSM-IV), a diagnosis of substance abuse requires that an individual exhibit a pattern of abuse that can be demonstrated by either of the following: continued use despite a persistent social, occupational, psychological, or physical problem that is caused or made worse by substance use, or recurrent use in physically hazardous situations.

Appendix I: Federal Agencies That Had Fiscal Year 2000 Program Activities Addressing Prevention of Underage Drinking

alcohol use. The targeted audience also varied, with some program activities addressing youth and others addressing a broader community.

Fiscal year 2000 funding: As shown in table 2, SAMHSA’s total funding related to prevention of youth alcohol and drug use was \$628,180,834.

Table 2: SAMHSA’s Fiscal Year 2000 Appropriated Federal Funding That Addressed Prevention of Youth Alcohol and Drug Use, by Program Activity

Program activity	Federal funds appropriated in fiscal year 2000
Block grants	\$320,000,000 ^a
Discretionary grants (514)	\$218,301,163
Contracts (42)	\$87,405,081
Interagency agreements (8)	\$2,474,590
Total	\$628,180,834

^aThis amount represents the 20 percent minimum designated by statute for substance abuse prevention activities, including alcohol and drug abuse. (42 U.S.C. 300x-22(a), (b) (1)). It includes not only youth services, but those services for all age groups.

Source: GAO analysis of SAMHSA information.

Centers for Disease Control and Prevention (CDC)

Description: CDC is an operating division within the Public Health Service and is charged with protecting the public health of the nation by providing leadership and direction in the prevention and control of diseases and other preventable conditions as well as by responding to public health emergencies. CDC’s National Center for Injury Prevention and Control funded several projects in fiscal year 2000 related to prevention of underage drinking. CDC’s National Center for Chronic Disease Prevention and Health Promotion administers the Youth Risk Behavior Survey (YRBS) that is to provide data on health risk behaviors related to unintentional injuries and violence, tobacco use, alcohol and other drug use, sexual behaviors, dietary behaviors, and physical activity. However, an official told us that the survey is conducted biennially and was not done during fiscal year 2000.

Targeted drug and audience: The National Center for Injury Prevention and Control funded one activity that addressed alcohol and youth, two that addressed alcohol and targeted both youth and the broader community, and one activity that addressed drug and alcohol use and the targeted audience was youth.

Appendix I: Federal Agencies That Had Fiscal Year 2000 Program Activities Addressing Prevention of Underage Drinking

Fiscal year 2000 funding: As shown in table 3, CDC officials identified \$660,697 in fiscal year 2000 appropriated funds as related to youth alcohol and drug use.

Table 3: CDC’s Fiscal Year 2000 Appropriated Federal Funding That Addressed Prevention of Youth Alcohol and Drug Use, by Program Activity

Program activity	Federal funds appropriated in fiscal year 2000
Contract (1)	\$20,000
Discretionary grants (3)	\$640,697
Total	\$660,697

Source: GAO analysis of CDC information.

Indian Health Service (IHS)

Description: IHS is an operating division within the Public Health Service and provides a comprehensive health services delivery system for American Indians and Alaskan Natives, with opportunity for maximum tribal involvement in developing and managing programs to meet their health needs. It assists Native American tribes in developing their health programs and facilitates and assists tribes in coordinating health planning; obtaining and utilizing health resources available through federal, state, and local programs; operating comprehensive health programs; and evaluating health programs. IHS distributes funds to its 12 area offices, which further distribute funds to tribal programs.

Targeted drug and audience: The IHS program activities addressed drug and alcohol use. According to an IHS official, there are no programs specifically funded for underage drinking prevention, but the issue of adolescent alcohol abuse is addressed in the prevention and treatment programs developed by the tribes. The targeted audience is youth for some program activities and the broader community for others. These programs include Youth Residential Treatment, Community Education and Training, Community Rehabilitation and Aftercare, contract health services, Navajo Rehabilitation Program, urban clinical service, and Wellness Beyond Abstinence. According to IHS officials, each of the over 400 tribal programs is designed to meet the needs of its service area. Each tribal program incorporates local beliefs and practices into its alcohol prevention and treatment programs for adolescents.

Fiscal year 2000 funding: An IHS official identified \$41,945,000 in fiscal year 2000 appropriated federal funding that, in part, addressed prevention of underage drinking. However, the official could not tell us what portion

of appropriated federal funding may have addressed alcohol prevention activities. According to IHS, reports show that some areas spend from 20 to 34 percent of their budgets on prevention and treatment initiatives for adolescents.

The National Institute on Alcohol Abuse and Alcoholism (NIAAA)

Description: NIAAA, within the National Institutes of Health (NIH), conducts and supports biomedical and behavioral research in order to provide science-based approaches to the prevention and treatment of alcohol abuse and alcoholism. It provides a national focus for the federal effort to increase knowledge and disseminate research findings to the scientific community, the health care system, and the public. NIAAA administers grants and contracts to carry out its program activities.

Targeted drug and audience: NIAAA program activities targeted alcohol use and abuse. Some program activities targeted only youth, and others targeted both youth and the broader community.

Fiscal year 2000 funding: As shown in table 4, NIAAA’s fiscal year 2000 appropriated federal funding included \$36,208,030 for program activities related to prevention of underage drinking.

Table 4: NIAAA’s Fiscal Year 2000 Appropriated Federal Funding That Addressed Prevention of Underage Drinking, by Program Activity

Program activity	Federal funds appropriated in fiscal year 2000
Discretionary grants(90)	\$35,478,030
Contracts (2)	\$730,000
Total	\$36,208,030

Source: GAO analysis of NIAAA information.

The National Institute on Drug Abuse (NIDA)

Description: NIDA, within NIH, has as its mission to lead the nation in bringing the power of science to bear on drug abuse and addiction through the strategic support and conduct of research across a broad range of disciplines and the effective dissemination and use of the results of that research to improve drug abuse and addiction prevention, treatment, and policy. One initiative within NIDA, the Monitoring the Future Study, is a drug survey conducted annually. The survey has been administered to 12th graders since 1975 and to 8th and 10th graders since 1991; a follow-up sample of high school seniors is also included. The study serves several purposes, including (1) an assessment of the prevalence and trends in drug

use and related attitudes and beliefs, and (2) a determination of the lifestyles and value orientations associated with drug use. The study encompasses the use of illicit drugs as well as alcohol, cigarettes, smokeless tobacco, and steroids.

Targeted drug and audience: The Monitoring the Future Study survey included questions about drugs and alcohol, among other things. The targeted audience is school age children.

Fiscal year 2000 funding: According to a NIDA official, NIDA awarded a grant for \$4,634,257 in fiscal year 2000 for the Monitoring the Future Study. The study addressed, in part, prevention of underage drinking.

Department of Justice

Office of Juvenile Justice and Delinquency Prevention (OJJDP)

Description: OJJDP, within the Office of Justice Programs, provides national leadership, coordination, and resources to develop, implement, and support effective methods to prevent and control juvenile delinquency and improve the juvenile justice system. This includes activities to enforce underage drinking laws, educate the public about the problem, and involve the justice system in responding appropriately and effectively to underage drinking. These activities are accomplished through retail compliance initiatives, prevention programs, and fostering a juvenile justice system that, among other things, provides appropriate sanctions, treatment, and rehabilitative services based on the needs of the individual juvenile.

OJJDP administers the Enforcing the Underage Drinking Laws (EUDL) Program, which provides funds to states to support and enhance efforts to prohibit the sale of alcoholic beverages to—or the consumption of alcoholic beverages by—minors (persons under age 21) . Congress appropriated \$25,000,000 for the program in fiscal year 2000. The funds are disbursed through block and discretionary grants. The block grant provided \$360,000 to each state and the District of Columbia. In addition, \$6,640,000 was made available for discretionary grants to support local program activity within states and territories, training and technical assistance to the states, and evaluation of the overall program. EUDL grants to states are awarded to an appropriate state agency designated by each state’s governor.

Targeted drug and audience: The EUDL program is designed to reduce the availability of alcoholic beverages to minors and prevent the

consumption of alcoholic beverages by minors. Related OJJDP program activities include grants that target drug use by youth, including alcohol.

Fiscal year 2000 funding: As shown in table 5, OJJDP’s fiscal year 2000 total appropriated federal funding related to prevention of youth alcohol and drug use was \$44,023,796.

Table 5: OJJDP’s Fiscal Year 2000 Appropriated Federal Funding That Addressed Prevention of Youth Alcohol and Drug Use, by Program Activity

Program activity	Federal funds appropriated in fiscal year 2000
Block grants (EUDL)	\$18,360,000
EUDL discretionary grants (14)	\$6,640,000
Tribal Youth discretionary grants (34)	\$7,702,019
Other discretionary grants	\$11,321,777
Total	\$44,023,796

Source: GAO analysis of OJJDP information.

Office of Community Oriented Policing Services (COPS)

Description: The mission of COPS is to improve public safety in neighborhoods and communities through partnerships with communities, policing agencies, and other public and private organizations. As part of its mission, the COPS program provides funds for school safety and community crime prevention initiatives. These initiatives include assigning officers to schools to perform a variety of functions, which may encompass activities such as teaching crime prevention and substance abuse classes.

Targeted drug and audience: The COPS initiatives, in part, targeted drug and alcohol use (i.e., substance abuse). The targeted audience included youth and the broader community.

Fiscal year 2000 funding: A COPS budget official identified \$180,000,000 in fiscal year 2000 appropriated federal funding for activities that supported law enforcement officers who were directly assigned to schools. Funding, in part, may have addressed prevention of underage drinking, but the official could not tell us what portion of appropriated federal funding may have addressed alcohol prevention activities.

Department of Transportation

National Highway Traffic Safety Administration (NHTSA)

Description: NHTSA funded programs that addressed the problems of drunk and drugged driving and prevention programs targeting zero tolerance for alcohol and drug use among youth. NHTSA administers a formula and incentive grant program, awards discretionary grants and contracts, and enters into cooperative agreements with other entities.

NHTSA reports that, under the Highway Safety Act of 1966 (23 U.S.C. 402), it provides “section 402” formula grant funds to states, territories, and Indian nations to conduct highway safety programs, which may include underage drinking programs. In addition, NHTSA reports that, under 23 U.S.C. 410, it awards “section 410” incentive grants to states for the implementation and enforcement of state programs to reduce traffic safety problems resulting from alcohol-impaired driving, such as underage drinking programs.

Targeted drug and audience: These NHTSA program activities targeted drug and alcohol use. Some program activities targeted youth; others targeted both youth and the broader community.

Fiscal year 2000 funding: As shown in table 6, NHTSA’s total fiscal year 2000 appropriated federal funding related to prevention of youth alcohol and drug use was \$23,903,000. The fiscal year 2000 funding for the formula and incentive grants represents estimated portions that addressed prevention of underage drinking.

Table 6: NHTSA’s Fiscal Year 2000 Appropriated Federal Funding That Addressed Prevention of Youth Alcohol and Drug Use, by Program Activity

Program activity	Federal funds appropriated in fiscal year 2000
Formula grants (section 402)	\$15,600,000
Incentive grants (section 410)	\$5,100,000
Discretionary grants (7)	\$550,000
Contracts (6)	\$2,573,000
Cooperative agreements (2)	\$80,000
Total	\$23,903,000

Source: GAO analysis of NHTSA information.

Department of Education

The Office of Elementary and Secondary Education

Description: The Safe and Drug-Free Schools Program, within the Office of Elementary and Secondary Education, is the federal government’s primary vehicle for reducing drug, alcohol, and tobacco use, and violence, through education and prevention activities in the nation’s schools. This program consists of two major programs: (1) State Grants for Drug and Violence Prevention Programs and (2) National Programs. State Grants is a formula grant program that provides funds to state and local education agencies, as well as governors, for a wide range of school- and community-based education and prevention activities. The National Program carries out a variety of discretionary initiatives that respond to emerging needs. Among these initiatives are direct grants to school districts and communities with severe drug and violence problems, program evaluation, and information development and dissemination.

Targeted drug and audience: The Safe and Drug-Free Schools Program targets drug and alcohol use, among other things. The target audience is school-age children, but program activities can also include the broader community.

Fiscal year 2000 funding: As shown in table 7, the Office of Elementary and Secondary Education’s total fiscal year 2000 appropriated federal funding related to prevention of youth drug and alcohol use was \$589,350,000.

Table 7: Fiscal Year 2000 Appropriated Federal Funding Identified by the Office of Elementary and Secondary Education as Addressing Prevention of Youth Drug and Alcohol Use, by Program Activity

Program activity	Federal funds appropriated in fiscal year 2000
State Grants	\$428,600,000
National Programs	\$160,750,000
Total	\$589,350,000

Source: Office of Elementary and Secondary Education.

Department of Labor

Employment and Training Administration (ETA)

Description: ETA administers the Job Corps Program, which is a national residential training and employment program whose purpose is to assist eligible young people to become more responsible, employable, and productive citizens. Enrollees must be at least 16 but not yet 25 years of age. As part of the Job Corps Program, trainees are to be screened for drug and alcohol problems and to be provided prevention and intervention services.

Targeted drug and audience: The program activity targeted drugs and alcohol use. The target audience includes both youth and adults.

Fiscal year 2000 funding: An ETA official identified \$8,272,023 in fiscal year 2000 appropriated federal funding that, in part, may have addressed prevention of alcohol use. However, the official could not tell us what portion of appropriated federal funding may have addressed alcohol prevention activities for youth.

Bureau of Labor Statistics (BLS)

Description: BLS identified three surveys in its National Longitudinal Surveys (NLS) program that provide information on underage drinking. The 1979 NLS of Youth includes a nationally representative sample of nearly 10,000 people who were born in the years 1957 to 1964 and lived in the United States when the sample was selected in 1978. The respondents were 14 to 22 years of age when they were first interviewed in 1979. Individuals were interviewed every year from 1979 to 1994 and biennially since 1994. In 1986, BLS began a new survey of the children born to female respondents of the 1979 NLS. This survey is called the Children of the NLS Youth of 1979 and is funded by the National Institute of Child Health and Human Development (NICHD). In 1997, BLS began another NLS with a nationally representative sample of nearly 9,000 youths who were born in the years 1980 to 1984. These youths were ages 12 to 16 as of December 31, 1996. All three surveys collect information about youth alcohol and drug use, among other things, that could be used by policy makers to help monitor trends and to devise drug and alcohol prevention strategies.

Targeted drug and audience: The NLS program targets drugs and alcohol. The targeted audience includes both youth and adults.

Fiscal year 2000 funding: A BLS official identified \$10,200,000 of appropriated fiscal year 2000 federal funding for the NLS Youth of 1979

and NLS Youth of 1997 surveys. In addition, the official identified \$3,000,000 in appropriated fiscal year 2000 federal funding for the Children of the NLS Youth of 1979. Thus, a total of \$13,200,000 of fiscal year 2000 appropriated federal funding addressed, in part, prevention of underage drinking.

Executive Office of the White House

Office of National Drug Control Policy (ONDCP)

Description: ONDCP is to set goals and objectives for national drug control that include reducing the number of illegal drug users, preventing use of illegal drugs, and reducing the availability of illegal drugs. In this capacity, ONDCP carries out numerous responsibilities, one of which is oversight of the High Intensity Drug Trafficking Areas (HIDTA) Program, whose mission is to reduce drug trafficking activities in the most critical drug trafficking areas. Several HIDTAs integrate drug education and early intervention programs with law enforcement efforts to reduce youthful involvement with illegal drugs and strengthen families and communities. ONDCP also awards funds under the Drug-Free Communities Support Program and provides general oversight of drug abuse prevention programs. The Drug-Free Communities Support Program supports community anti-drug coalitions throughout the United States in developing and implementing comprehensive long-term plans to prevent and treat drug abuse among youth. In addition, ONDCP was required by Congress in 1998 to undertake a National Youth Anti-Drug Media Campaign to reduce and prevent drug use among youth.³ The campaign supports the first goal of the 2000 National Drug Control Strategy, which is to educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.

Targeted drug and audience: ONDCP program activities targeted drug and alcohol use. Its targeted audience included both youth and the broader community.

³21 U.S.C. 1801(a) (Supp. IV 1998).

Appendix I: Federal Agencies That Had Fiscal Year 2000 Program Activities Addressing Prevention of Underage Drinking

Fiscal year 2000 funding: As shown in table 8, ONDCP officials identified \$219,944,000 in fiscal year 2000 appropriated funds as related to youth alcohol and drug use prevention.

Table 8. ONDCP’s Fiscal Year 2000 Appropriated Federal Funding That Addressed Prevention of Youth Alcohol and Drug Use, by Program Activity

Program activity	Federal funds appropriated in fiscal year 2000
National Youth Anti-Drug Media Campaign	\$184,297,000
Drug-Free Communities Program	\$30,000,000
HITDA	\$3,124,000
Other prevention activities	\$2,523,000
Total	\$219,944,000

Source: GAO analysis of ONDCP information.

Department of Defense (DOD)

DOD’s Office of the Assistant Secretary of Defense (Health Affairs) identified several military branches as having programs that may have addressed, in part, prevention of underage drinking. In addition to these programs, DOD also administers a worldwide survey of health behaviors among military personnel. The survey, which began in 1980, asks active duty service members about various health behaviors, including the use of illegal drugs, alcohol, tobacco, and at-risk sexual behavior. The survey was last administered in 1998 and is to be administered in 2001.

U.S. Marine Corps

Description: The Young Marines Program focuses on illicit substance abuse prevention with children 8 to 17 years of age.

Targeted drug and audience: According to a DOD official, all of the youth outreach programs funded with DOD counterdrug funds were all-encompassing. As such, they may have included an anti-alcohol message but did not specifically target underage drinking. The programs addressed school-age children.

Fiscal year 2000 funding: A DOD official identified \$2,000,000 in fiscal year 2000 appropriated funding from its counterdrug program activities for the Young Marines program that, in part, may have addressed prevention of underage drinking. However, the official could not tell us what portion of the funding may have addressed prevention of alcohol use.

National Guard

Description: The National Guard does not disperse its funding directly to its various programs, but rather sends its funding to its state counterdrug coordinator. The states then distribute funding to the programs based upon the governor's and adjutant general's priorities. The National Guard program activities included Drug Abuse Resistance Education (DARE),⁴ Drug Education for Youth (DEFY), Adopt a School, and Lunch Buddy.

Targeted drug and audience: According to DOD, all of the youth outreach programs funded with DOD counterdrug funds are all-encompassing. As such, they may include an anti-alcohol message but do not specifically target underage drinking. The programs addressed school-age children under 18 years of age.

Fiscal year 2000 funding: A DOD official identified \$25,500,000 in fiscal year 2000 appropriated federal funding from counterdrug activities that was used to fund the National Guard programs. These programs may have, in part, addressed prevention of underage drinking, but the official could not tell us what portion of appropriated federal funding may have addressed alcohol prevention activities.

United States Army

Description: The U.S. Army Center for Substance Abuse Programs (ACSAP) is the Army's lead agency for substance abuse prevention, education, and training. ACSAP provides operational supervision, direction, evaluation, oversight, and policy development for all elements of the Army Drug and Alcohol Prevention and Control Program. This program serves more than 2 million Army personnel and their families assigned to over 150 installations and Reserve commands worldwide on needs as they pertain to alcohol and other drug prevention.

Targeted drug and audience: The program targeted both drug and alcohol use. The targeted audience included both youth and the broader community.

Fiscal year 2000 funding: According to a DOD official, the Army did not have a discrete budgeted program that addressed prevention of alcohol use by youth. Funding is for the Army Center for Substance Abuse

⁴DARE is a school-based program that uses trained, uniformed police officers in the classroom to increase students' knowledge about substance abuse and enhance their social skills. Various law enforcement agencies participate in the program, such as the National Guard, the National Park Service, and the U.S. Forest Service.

Programs, which is inclusive of all drugs and is targeted to a broad audience.

United States Navy

Description: The Navy has a program that provides a means for command- or self-referral, without risk of disciplinary action or career implications, to service members who admit to having purchased, possessed, or consumed alcohol in violation of the minimum age requirements of the military installation, state, country, or local jurisdiction in which the member is located. The program also provides for alcohol counseling and/or treatment.

Targeted drug and audience: The Navy program targeted alcohol use by service members under the minimum drinking age.

Fiscal year 2000 funding: According to a DOD official, the Navy did not have a discrete budgeted program that addressed prevention of alcohol use by youth. Funding for this program is included in the Navy's larger and broader prevention efforts.

Federal Corporation

Corporation for National and Community Service (CNCS)

Description: CNCS is a federal corporation governed by a 15-member bipartisan Board of Directors appointed by the President with the advice and consent of the Senate. The Corporation has three major service activities: AmeriCorps, Learn and Serve America, and the National Senior Service Corps. CNCS awards grants to state commissions, which in turn award sub-grants to local organizations. A small number of these organizations receive grants for activities specifically involving drug prevention (i.e., to include alcohol and other drugs). Other organizations run youth programs, such as after-school programs, which by keeping youth off the streets are considered to have an impact on the drug and alcohol prevention effort.

Targeted drug and audience: The program activities targeted drug and alcohol use, among other things. The targeted audience included both youth and the broader community.

Fiscal year 2000 funding: A CNCS official identified \$9,000,000 in fiscal year 2000 appropriated federal funding that was awarded to organizations and that, in part, may have addressed prevention of alcohol use.

According to the official, this funding level represents spending defined by CNCS as having an indirect impact on the overall drug prevention effort and it is impossible to separate out what portion of the funding may have specifically addressed alcohol prevention activities for youth.

Department of the Treasury

Bureau of Alcohol, Tobacco and Firearms (ATF)

Description: ATF provides funding to state and local governments, through cooperative agreements, for the Gang Resistance Education and Training (GREAT) program. GREAT is a police-delivered program oriented toward bringing an anti-violence, anti-drug message to the nation's youth.

Targeted drug and audience: The GREAT program addressed drugs and alcohol use, among other things. The targeted audience is youth.

Fiscal year 2000 funding: An ATF official identified \$16,000,000 in fiscal year 2000 appropriated federal funding for GREAT.

Department of the Interior

Bureau of Indian Affairs (BIA)

Description: The Office of Alcohol and Substance Abuse Prevention (OASAP) was established in the Office of the Secretary of Indian Affairs in April 2000 to monitor and evaluate the BIA programs that have alcohol and substance abuse prevention-related activities. The Director of OASAP reported that BIA has several programs that may have addressed prevention of underage drinking. These include the OASAP activities focused on the American Indian and Alaskan Native youth populations; the Office of the Indian Education Program, which funds BIA-operated schools; and grant and contract Tribal schools, which provide students with education about drug and alcohol use. BIA also provides a juvenile delinquency prevention program in the Office of Law Enforcement and a child protection program and youth emergency shelters program in the Social Services Program.

Targeted drug and audience: BIA activities targeted drug and alcohol use. The targeted audience is school-age children.

Fiscal year 2000 funding: As of February 2001, OASAP had not completed its evaluation of BIA programs. According to an agency official, reporting on the exact amount of appropriated funding for each of these programs, or the extent to which funding may have addressed prevention of underage drinking, is difficult. OASAP identified about \$1,800,000 in fiscal year 2000 appropriated federal funding that may have addressed, in part, prevention of underage drinking (i.e., addressed alcohol and drug use education for its youth population). Of this amount, the agency official estimated that \$1,600,000 was spent in BIA-funded schools on prevention of alcohol and drug use education activities in the classrooms.

National Park Service

Description: The National Park Service has programs to help increase public education and awareness of the consequences of illicit drug, alcohol, and tobacco use by underage populations. For example, the National Park Service participates in DARE, a law enforcement officer-led series of classroom lessons that teach children from kindergarten through 12th grade to resist peer pressure and live productive drug- and violence-free lives.

Targeted drug and audience: The National Park Service's education programs target drug and alcohol use, among other things, by school-age children.

Fiscal year 2000 funding: A National Park Service official identified \$343,000 in fiscal year 2000 appropriated federal funding that, in part, may have addressed prevention of underage drinking. However, the official could not tell us what portion of federal appropriated funding may have addressed prevention of underage drinking.

Department of Agriculture

Forest Service

Description: The U.S. Forest Service participates in the DARE Program in rural areas within and adjacent to National Forest System lands.

Targeted drug and audience: The DARE program may have addressed drug and alcohol use. The targeted audience is youth.

Fiscal year 2000: A Forest Service official identified \$125,000 in fiscal year 2000 appropriated funding that, in part, may have addressed prevention of underage drinking. However, the official could not tell us what portion of appropriated federal funding may have addressed prevention of underage drinking.

Department of Housing and Urban Development (HUD)

Public and Indian Housing

Description: HUD administers the Drug Elimination Grants for Low-Income Housing. Program activities include, among other things, drug prevention, intervention, and treatment.

Targeted drug and audience: HUD program activities may have, in part, addressed prevention of underage drinking as part of drug prevention initiatives. The targeted audience included youth and the broader community.

Fiscal year 2000 funding: According to a HUD official, this program and others within HUD may have addressed prevention of underage drinking through alcohol counseling or job counseling to youth. However, HUD records do not reflect the extent to which this may have occurred.

Appendix II: Information on Fiscal Year 2000 Appropriated Funding to Address Prevention of Underage Drinking

This appendix provides information on funding appropriated in fiscal year 2000 that agencies identified as addressing the prevention of underage drinking (i.e., by youth under the age of 21).¹ The fiscal year 2000 funding was categorized by drug focus and target audience. We categorized drug focus to include two options: (1) alcohol use or (2) alcohol and other drug use. With respect to target audience, we categorized the audience as either (1) youth or (2) youth and the broader community.²

Information on fiscal year 2000 funding for activities such as discretionary grants, contracts, interagency agreements, and cooperative agreements is presented in table 9; information on block, formula, and incentive grant programs is presented in table 10. Because block, formula, and incentive grant programs allow recipients substantial discretion in allocating funds and require limited federal administrative reporting, agency officials estimated the portion of these grants that addressed prevention of underage drinking. Therefore, the information is presented separately to distinguish between appropriated funding for particular program activities identified by agencies and estimated block, formula, and incentive grants.

Table 9 provides information on (1) funding for activities that were particular to addressing prevention of alcohol use and that targeted youth (i.e., that addressed prevention of underage drinking specifically); (2) funding for activities that were particular to addressing prevention of alcohol use and that targeted both youth and the broader community (i.e., that also addressed prevention of underage drinking specifically); and (3) funding for activities that addressed prevention of alcohol use and other drug use (i.e., that addressed, in part, prevention of underage drinking) and that targeted either youth or youth and the broader community.

¹We defined prevention as initiatives such as those associated with information, education, research, and early intervention or treatment.

²The broader community includes parents, college students over age 21, teachers, and health care professionals.

**Appendix II: Information on Fiscal Year 2000
Appropriated Funding to Address Prevention
of Underage Drinking**

Table 9: Fiscal Year 2000 Appropriated Federal Funding That Agencies Identified as Addressing Prevention of Underage Drinking

Appropriated funding for activities that addressed prevention of underage drinking by targeted drug and audience				
Agency	Drug: Alcohol Audience: Youth	Drug: Alcohol Audience: Youth and the broader community	Drug: Alcohol and other drug use Audience: Youth or youth and the broader community	Total
Department of Health and Human Services				
Administration for Children and Families (ACF)	0	0	\$15,000,000	\$15,000,000
Substance Abuse and Mental Health Services Administration (SAMHSA)	\$2,094,590	\$1,601,624	\$304,484,620	\$308,180,834
Centers for Disease Control and Prevention (CDC)	\$241,098	0	\$419,599	\$660,697
Indian Health Service (IHS)	0	0	\$41,945,000	\$41,945,000
National Institute on Alcohol Abuse and Alcoholism (NIAAA)	\$19,200,270	\$17,007,760	0	\$36,208,030
National Institute on Drug Abuse (NIDA)	0	0	\$4,634,257	\$4,634,257
Department of Justice				
Office of Juvenile Justice and Delinquency Prevention (OJJDP)	\$27,797,467	0	\$16,226,329	\$44,023,796
Community Oriented Policing Services (COPS)	0	0	\$180,000,000	\$180,000,000
Department of Transportation				
National Highway Traffic Safety Administration (NHTSA)	\$2,931,000	\$272,000	0	\$3,203,000
Department of Education				
Office of Elementary and Secondary Education (National Programs)	0	0	\$160,750,000	\$160,750,000
Department of Labor				
Employment and Training Administration (ETA)	0	0	\$8,272,023	\$8,272,023
Bureau of Labor Statistics (BLS)	0	0	\$13,200,000	\$13,200,000
Executive Office of the White House				
Office of National Drug Control Policy (ONDCP)	0	0	\$219,944,000	\$219,944,000
Department of Defense (DOD)				

**Appendix II: Information on Fiscal Year 2000
Appropriated Funding to Address Prevention
of Underage Drinking**

Appropriated funding for activities that addressed prevention of underage drinking by targeted drug and audience				
Agency	Drug: Alcohol Audience: Youth	Drug: Alcohol Audience: Youth and the broader community	Drug: Alcohol and other drug use Audience: Youth or youth and the broader community	Total
National Guard	0	0	\$25,500,000	\$25,500,000
U.S. Marine Corps	0	0	\$2,000,000	\$2,000,000
Federal Corporation				
Corporation for National and Community Service (CNCS)	0	0	\$9,000,000	\$9,000,000
Department of the Treasury				
Bureau of Alcohol, Tobacco, and Firearms (ATF)	0	0	\$16,000,000	\$16,000,000
Department of the Interior				
Bureau of Indian Affairs (BIA)	0	0	\$1,800,000	\$1,800,000
National Park Service	0	0	\$343,000	\$343,000
Department of Agriculture				
U.S. Forest Service	0	0	\$125,000	\$125,000
Total	\$52,264,425	\$18,881,384	\$1,019,643,828	\$1,090,789,637

Source: GAO analysis of agency data.

Table 10 provides information on agency block, formula, and incentive grants that addressed, in part, prevention of underage drinking (i.e., that addressed prevention of youth drug and alcohol use). The agencies provided information on the total fiscal year 2000 appropriated federal funding for these grants and estimated the portion that addressed prevention of youth drug and alcohol use. As can be seen from the table, about one-third of the total block, formula, and incentive grant funding is estimated to address, in part, prevention of underage drinking.

**Appendix II: Information on Fiscal Year 2000
Appropriated Funding to Address Prevention
of Underage Drinking**

Table 10: Estimated Portion of Fiscal Year 2000 Appropriated Federal Funding for Block, Formula, or Incentive Grants That Addressed Youth Drug and Alcohol Use

Federal agency	Block, formula, or incentive grant program	Total fiscal year 2000 appropriated funding	Estimated portion that addressed, in part, prevention of underage drinking
Department of Education			
Office of Elementary and Secondary Education	Safe and Drug-Free Schools and Community Act—State Grants Program	\$439,250,000	\$428,600,000
Department of Health and Human Services			
SAMHSA	Substance Abuse Prevention and Treatment Block Grant	\$1,600,000,000	\$320,000,000 ^a
Department of Transportation			
NHTSA	State and Community Highway Safety Grant Program	\$152,800,000	\$15,600,000
	Alcohol Impaired Driving Countermeasures Grant Program	\$36,000,000	\$5,100,000
Total		\$2,228,050,000	\$769,300,000

^aThis amount represents the 20 percent minimum designated by statute for substance abuse prevention activities, including alcohol and drug abuse. (42 U.S.C. 300x-22(a), (b)(1)). It includes not only youth services, but those services for all age groups

Source: Office of Elementary and Secondary Education, SAMHSA, and NHTSA.

Appendix III: Federal Agencies' Fiscal Year 2000 Program Activities Related to Underage Drinking That Included a Media Component

This appendix provides information on federal agency program activities that included a media component to publicize the problem of underage drinking. We defined media component as radio and television broadcasts. Agency officials provided information on particular program activities that had a media component and general information regarding the extent that media components were included in formula or block grants and in the Office of National Drug Control Policy's (ONDCP) National Youth Anti-Drug Media Campaign.

Three agencies identified particular program activities with a media component. As shown in table 11, for these three agencies, agency officials identified 7 program activities with a media component out of 122 program activities funded through discretionary grants, contracts, or interagency agreements.

Table 11: Agency Program Activities That Specifically Addressed Alcohol Use by Youth and Included a Media Component

Agency	Total number of program activities that addressed alcohol use by youth or targeted both youth and the broader community	Activities with a media component that targeted alcohol use by youth	Activities with a media component that targeted alcohol use by youth and for which the audience was both youth and the broader community	Agency fiscal year 2000 appropriated funding for program activities that included a media component
National Institute on Alcohol Abuse and Alcoholism (NIAAA)	90	2	0	\$1,054,876
Substance Abuse and Mental Health Services Administration (SAMHSA)	15	0	3	\$291,600
National Highway Traffic Safety Administration (NHTSA)	17	2	0	\$123,000
Total	122	4	3	\$1,469,476

Source: GAO analysis of agency data.

Table 12 provides information on the media components for the program activities for the three agencies listed in table 11, including a description of the media aspects of the program activity and the fiscal year 2000 funding for the total program activity.

**Appendix III: Federal Agencies' Fiscal Year
2000 Program Activities Related to Underage
Drinking That Included a Media Component**

Table 12: Program Activities That Included Alcohol-Related Media Components Targeted to Youth

Program activity by agency	Description of media component	Fiscal year 2000 funding for the program activity
NIAAA		
Public Service Announcements	This project proposes to develop and distribute two 30-second television and two 30-second radio public service announcements. The targeted audience for these will be 11- to 13-year-olds. This activity has been funded by NIAAA and SAMHSA in the amounts of \$350,000 and \$95,000, respectively.	\$445,000
Media Intervention to Prevent Youth Alcohol Use	This project includes, among other things, a mass media campaign that is to target young people to reduce their demand for alcohol through positive images of nondrinking lifestyles. The campaign messages will begin in the 4th and 5th grade at eight rural school districts in a particular state and are to continue over a 4-year period. Parents of these young people will also be targeted by a mass media campaign modeling supportive parental behaviors.	\$609,876
SAMHSA		
Alcohol Tips for Teens	The tips are a series of 11 brochures. SAMHSA plans to issue a press release that is to be directed toward print and radio media. The Director for the Centers for Substance Abuse Prevention also plans to provide an editorial for the print media on the tips. The program targets 12- to 17-year-olds, schools, counselors, and healthcare professionals.	\$40,600
Preventing Underage and Binge Drinking and Alcohol Problems Among Youth and College Students in El Paso and Brownsville, Texas	A subcontractor is scheduled, among other things, to conduct surveys at the Mexican border and to provide technical support in media advocacy of the survey findings, including a local seminar, two media advocacy seminars, and two police workshops. The goals of this project are to increase media recognition of the problem, decrease cross border high-risk activity, and decrease violence associated with binge drinking and alcohol use. The targeted audience is underage youth, especially college students.	\$250,000
Addiction Technology Transfer Center	This program activity is for a national broadcast of a seminar entitled "Combating Underage Drinking." The seminar was advertised by flyers and on SAMHSA's Web site. The targeted audience is student service professionals, faculty, and students in postsecondary institutions in a particular state.	\$1,000
NHTSA		
Black Entertainment Television Network (BET)	BET conducted a series of forums in selected locations that facilitated teen discussions focusing on the dangers of impaired driving, underage drinking, penalties for violators of zero tolerance laws, and general traffic facts. During the 1999 and 2000 prom and graduation season, BET's national youth talk show "Teen Summit" aired a segment on alcohol-free events for prom attendees and driving tips for teens who planned to drive to the prom. BET cable estimated that more than 6 million youth viewed the special prom and graduation episode.	\$63,000
National Zero Tolerance Education	Project funded a 1-hour single site teleconference focusing on youth and law enforcement relationships as they relate to Zero Tolerance enforcement and promotion. The teleconference will be broadcast by satellite and will also be available on the Internet.	\$60,000

Source: NIAAA, SAMHSA, and NHTSA

In addition to the particular program activities identified as having media components, agency officials who manage block or formula grant programs said that these programs may also include media components. However, they could not provide detailed information on state program activities under these grants because block and formula grant programs allow recipients substantial discretion to identify problems, design programs, and allocate funds. In addition, federal administrative reporting requirements for these types of grants are limited.

While federal program managers did not have specific information regarding the use of the block or formula grant funds, NHTSA and Office of Elementary and Secondary Education officials provided general information regarding the use of these funds for media campaigns. NHTSA officials said that the State and Community Highway Safety Grant Program permitted states to use funds to pay for media advertising as part of a highway safety program in fiscal year 2000, and that the Alcohol Impaired Driving Countermeasures Grant Program permits states to use funds to pay for the development of materials for free television or radio airings or print advertisements, but does not permit payment for media advertising.

According to an official at the Office of Elementary and Secondary Education, 838 projects—about 40 percent of the projects implemented—in the Safe and Drug-Free School and Communities Act State Grant Program included media activities. About one-third of the 23 projects funded in the National Program authorized in the same act included some type of media advertising component.

Besides the programs mentioned above, ONDCP officials said that some of the match funding from the National Youth Anti-Drug Media Campaign had been used to air anti-alcohol public service announcements to youth. The agency does not routinely track the extent to which this has occurred. However, ONDCP had a one-time value estimate of \$25 million on the amount provided to nonprofit groups and government agencies for alcohol-related messages during a 30-month time period ending in December 2000. The targeted audience for these messages included both youth and the broader community.

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