

# Governor's Office of Drug Control Policy

## Agency Performance Reporting

State Fiscal Year 2004



## EXECUTIVE SUMMARY

(Excerpted from the 2005 Iowa Drug Control Strategy)

A year ago the Governor's Office of Drug Control Policy issued a call to action to combat the methamphetamine epidemic that continued to grow despite numerous ongoing efforts to stem this deadly tide. Existing strategies by themselves were not succeeding, and the recommendation here was to take the fight to the next level. One year later, a start has been made. The Iowa General Assembly enacted legislation to curtail the availability of meth precursors, and Iowa State University has developed a fertilizer additive that could do the same. Substance abuse treatment providers are developing promising treatment strategies for meth-addicted clients, and collaborative efforts between law enforcement and child protective services are underway to rescue young children exposed to meth and the toxic chemicals used in its manufacture. However the nature and depth of the problem is so large and pervasive, that additional measures are needed.

Trends in other drug use in Iowa have been mixed. Alcohol remains the number one drug of choice, however as a percent of the primary substance of abuse for adults screened/admitted into treatment programs, has decreased each of the past four years. Meanwhile the number of adults screened/admitted into treatment for marijuana use has increased 38% since 1996. A report released in 2004 by the Substance Abuse and Mental Health Services Administration (SAMHSA) of the U.S. Department of Health and Human Services indicated that Iowa had the lowest overall rate of "illegal" drug use of any state in the nation. However in a separate report on treatment admissions, SAMHSA rated Iowa as having the nation's fourth highest rate of meth use. As of September 30, 2004, meth lab responses were on track to reach another all-time high. And during state fiscal year 2004, the percentages of adults and youth screened/admitted into substance abuse treatment, in which meth was the primary drug of choice, also reached all-time highs.

Pseudoephedrine, a common ingredient in over-the-counter cold and allergy medicines, is the key ingredient in the manufacture of meth. The 2004 Iowa General Assembly enacted legislation restricting the sale of products, in which pseudoephedrine is the *sole active ingredient*, to two packages for any one purchase. Unfortunately, meth cooks can just as easily produce meth using multiple-ingredient pseudoephedrine products, of which they can purchase as much as they wish. Missouri adopted similar legislation several years ago, and currently tops the nation in the number of meth labs. A more promising approach would be to adopt legislation similar to Oklahoma's new law, which places all pseudoephedrine products behind pharmacy counters, and requires the purchaser to present a photo ID and sign a log. While the number of meth labs in surrounding states continues to climb, Oklahoma officials report a nearly 50% decrease in these deadly and toxic sites since enacting its new law in April 2004. Oregon appears to be following suit, and several other states are poised to consider similar legislation.

A survey conducted by the University of Northern Iowa found that a large majority of Iowans would not be inconvenienced by such meth controls, and indeed supported their

adoption. In a separate survey, over 90% of law enforcement professionals claim that the availability of precursor chemicals for meth production is a problem in their jurisdictions. It is now time to put some real teeth into our efforts to limit the availability of the one ingredient vital to the manufacture of meth.

Another ingredient most often used in meth production is anhydrous ammonia, found in tanks used by farmers to fertilize their crops. Thanks to a federal grant, over 4,600 anhydrous ammonia tank locks were purchased and distributed in 26 Iowa counties that experienced 65% of the state's meth lab activity. In a follow-up survey, the sheriffs representing those counties indicated that when the locks were properly used, anhydrous ammonia thefts were virtually eliminated. A remedy that may hold an even greater potential is an anhydrous ammonia additive developed at Iowa State University that largely neutralizes anhydrous ammonia as a meth ingredient. The U.S. Drug Enforcement Administration has confirmed the effectiveness of the additive, and the U.S. Department of Transportation is in the process of conducting metallurgical testing. If and when the additive receives final approval, the next step will be determining how the additive will be implemented.

The most defenseless victims of meth manufacturing are the little children living in the homes that have been contaminated by the toxic chemicals used, and whose drug-addicted parents or caregivers either abuse or neglect them, or most often both. The Iowa Department of Human Services reported 821 such children over the most recent two-year period in which the statistics are available. Fortunately a new initiative – the Drug Endangered Children (DEC) program – has taken root in Iowa, and promises to bear fruit. DEC provides a quick and concerted response by enforcement, medical, prosecution and child protective professionals to hold offenders accountable, treat and protect children who are often exposed to illegal drugs and the toxic chemicals used to make them, and begin the treatment process for those caught in the cycle of addiction and crime. Three Iowa counties have started this program; many more need to be put in place. This past year, a statewide DEC Coordinator was hired through a federal grant, and is facilitating the development of additional DEC programs, and the creation of a statewide DEC alliance.

Not so promising is the level of support provided for prevention and treatment. There are a new generation of evidence-based prevention strategies that, when combined with innovative meth-specific approaches, have proven to be effective in reducing meth use before it gets started. These programs deliver consistent messages sustained over a long period of time, and are aimed at impacting attitudes and behavior toward drugs. But such a long-term payoff requires an upfront investment.

Likewise, more needs to be done to break the cycle of addiction, which repeats itself over and over in the lives of addicts continually moving between jails and courtrooms and correctional facilities, draining scarce public resources in addition to ruining their own lives and those around them. Research-based substance abuse treatment programming has been shown to be successful, particularly for longer – albeit more costly – stays, which is exactly what meth-addicted clients need. A recently-released drug treatment

outcomes study conducted by the Iowa Consortium for Substance Abuse Research and Evaluation, showed that the abstinence rate for those in treatment for over 120 days to be about 50% higher than for those in treatment only 31-60 days. But as with prevention, it requires an investment in resources greater than is currently being made. Additional resources could be accessed through an increase in the state cigarette and beer levies, which are currently lower than in some surrounding states. Such a measure would not only provide funding for more effective prevention and treatment programs, but also serve to reduce the demand - particularly among our youth - for products whose use and abuse have resulted in considerable social and economic harm.

Meth, in particular, can cause long-term brain damage, requires longer treatment, and is relatively inexpensive and easy to manufacture, leading many addicts to feed their habits by setting up their own meth labs. Clearly a stronger state response is needed. Some progress has been made, most notably regarding anhydrous ammonia and drug endangered children. But the meth epidemic has continued to grow, and Iowa's pseudoephedrine controls are among the weakest in the Midwest. Iowans want a safe and drug-free place in which to live and raise their families. If the commitment is there, state government can help make that happen.

## **Introduction**

The Agency Performance Report for the Governor's Office of Drug Control Policy is published in accordance with the Accountable Government Act. The information provided within this report is to aid in decision-making and to illustrate accountability to stakeholders and citizens.

### Summary of Key Services, Products, and Activities:

The Drug Policy Coordinator directs the Governor's Office of Drug Control Policy; coordinates drug enforcement and substance abuse treatment programs throughout the state, and engages in other related activities involving the departments of public safety, corrections, education, public health, and human services. The coordinator assists in the development of local and community strategies to fight substance abuse, including law enforcement, education and treatment activities.

The Drug Policy Coordinator serves as chairperson of the Drug Policy Advisory Council. The council makes policy recommendations related to substance abuse education, prevention, and treatment, and drug enforcement. The Council and the Coordinator oversee the development and implementation of a comprehensive State of Iowa Drug Control Strategy. In all that we do, the good of the State as a whole takes precedence over the agenda of individual departments.

The Office of Drug Control Policy (ODCP) administers federal grant programs to improve the criminal justice system by supporting drug enforcement, substance abuse prevention and offender treatment programs across the state. The ODCP prepares and submits the Iowa Drug and Violent Crime Control Strategy to the U.S. Department of Justice, with recommendations from the Drug Policy Advisory Council. The ODCP also provides program and fiscal technical assistance to state and local agencies, as well as program evaluation and grants management.

### Performance Targets:

To complete a collaborative Iowa Drug Control Strategy and update annually.

75% of new/innovative programs will meet or exceed objectives.

25% of strategy objectives will be achieved annually.

70% of Iowa Counties will receive federal grant funding from ODCP.

25% of resources supporting ODCP federal grant funded projects will be leveraged through other sources.

85% of grant funded programs will meet objectives to warrant continued funding.

30% of grant awards will be made for initiation of a new program or recipient agency.

10% of all funds administered by ODCP will consist of non-formula grant funding.

Highlights of Major & Critical Results Include Development and Implementation of the following:

A Diversion to Treatment pilot project for non-violent drug-addicted offenders was implemented. Results of the program will be known in 2005.

Multidisciplinary “Drug Endangered Children” (DEC) pilot project to protect youth from first and second hand exposure to the use and/or manufacturing of methamphetamine and other drugs. DEC teams will be formed, including law enforcement, prosecution, human services, public health, and the medical community. The teams remove children from unsafe drug affected environments, provide medical and counseling services to child victims, enhance the child endangerment investigation/prosecutions, and are an incentive for drug involved parents to seek meaningful substance abuse treatment.

Installation of 4,605 “Anti-Meth Tank Locks” through SFY2004. This initiative, by securing anhydrous ammonia tanks, reduces the availability of a key ingredient used in the production of methamphetamine.

Iowa State University has developed an additive that largely neutralizes anhydrous ammonia as a meth ingredient. The U.S. Drug Enforcement Administration tested the additive and confirmed its effectiveness. The US department of Transportation is currently conducting metallurgical testing to ensure that the additive will not corrode the anhydrous tanks or pipes, as officials consider the best way to implement the additive if/when the testing is conclusive.

The first phase of the “Drug-Free Workplace Education” program, distributing innovative Iowa-based curriculum to substance abuse prevention providers for use with employers and employees.

“Project Safe Neighborhoods”, by developing and launching a two-year targeted media/community outreach campaign to reduce gun violence in Iowa.

In cooperation with the Partnership for a Drug-Free Iowa, the “Power of Grandparents” anti-drug media campaign including brochures and PSA’s, designed to empower older Iowans to talk with their grandchildren and prevent drug use.

Upgrading to a new CD/on-line version, “Life or Meth: What’s the Cost?” A computer based meth educational and prevention program targeting 5<sup>th</sup> & 6<sup>th</sup> grade students in Iowa and 5 surrounding Midwestern states. This upgrade will make the program more user friendly and accessible via the Internet. Preliminary evaluation of the curriculum shows that it increases 5<sup>th</sup> and 6<sup>th</sup> grade students’ understanding of the personal and community dangers posed by meth and other drugs.

In cooperation with DPS/DNE, two specialized clandestine laboratory response teams involving both state and local law enforcement have been organized. The projects have

significantly increased the detection and removal of hazardous meth lab seizures in the 32 county area.

Summary update about the achievement of Strategic Goals:

Goal #1—Enhance coordination and leadership to improve Iowa’s response to drug use and related crime.

Through the Drug Policy Advisory Council, a comprehensive statewide strategy was developed to coordinate efforts and enhance the coordination of resources between state, federal, and local agencies. (reference: [www.state.ia.us/odcp](http://www.state.ia.us/odcp)) Participants in the development of the strategy included directors from the departments of public safety, corrections, education, public health, human services, human rights, and criminal and juvenile justice planning, a prosecuting attorney, substance abuse treatment specialist, substance abuse prevention specialist, substance abuse treatment program director, judge, and a representative each from the Iowa Association of Chiefs of Police and Peace Officers, the Iowa State Police Association, and the Iowa State Sheriff’s and Deputies’ Association.

The ODCP also initiated innovative approaches and promising or proven techniques to reduce the supply of and demand for illegal drugs as referenced in Highlights on page 6.

Goal #2—Improve the ability of state and local government, and private partners, to comprehensively address the continuum of substance abuse and drug control.

- The ODCP administers a performance-based grant that includes site-monitoring to assist projects and ensure grant compliance;
- Increased outreach to local law enforcement agencies in underserved rural communities;
- Surveyed communities to assess awareness and emerging needs; and
- Secured non-state resources to meet those needs.

Key strategic challenges the agency is working to address include the increasing prevalence of methamphetamine and meth lab incidents in Iowa, combined with other illegal and prescription drugs. The reduction of resources and staff during this time, further complicates the challenge of responding to drug abuse and related crimes.

Other challenges include:

- Meth precursors: An ample and easily accessible supply of key meth-making ingredients (e.g. pseudophedrine and anhydrous ammonia) make it difficult to curb local meth production.
- Demand reduction: An increasing proportion of Iowans seeking drug treatment cite meth as their primary substance of abuse. However, the vast majority also cite other forms of drug abuse (poly-drug use).
- Drug Endangered Children: Hundreds of vulnerable young Iowans are being subjected each year to toxic meth labs and other harmful drugs.

- Diversion to Treatment: Done correctly, this approach holds promise for preparing substance abusers to be more productive citizens while also saving on incarceration costs.

We invite all citizens, businesses, and non-profit organizations in Iowa to join with the Office of Drug Control Policy and its partners to achieve Governor Vilsack's goals to improve the safety and well being of Iowa's vulnerable citizens through the creation of effective policy and implementation of innovative successful programs and services.

Sincerely,

Marvin L. Van Haften  
Drug Policy Coordinator



## Agency Overview

**Vision:** The vision of the Governor’s Office of Drug Control Policy is to empower Iowa citizens, organizations, and policy makers to cultivate safe and drug free communities.

**Mission:** The mission of the Governor’s Office of Drug Control Policy is to serve as a leader and a catalyst for improving the health and safety of all Iowans by promoting strategic approaches and collaboration to reduce drug use and related crime.

### Guiding Principles

- Accountability
- Collaboration
- Coordination
- Customer Service
- Effectiveness
- Efficiency
- Fairness
- Honesty
- Innovation
- Leadership

The Drug Policy Coordinator and the ODCP strive to improve the health and safety of all Iowans by working with several organizations to initiate and coordinate policies and programs that address the complexities of substance abuse and drug trafficking, ODCP also administers federal grant funds in a highly credible and fundamentally fair manner. ODCP also takes a leadership role in alerting the public to important substance abuse and drug trafficking issues, and is a reliable information source for policy makers.

### Major services and products of ODCP are:

- Coordination of Efforts (Facilitate an integrated statewide response to drug trafficking and substance abuse.)
- Grants Management (Procure and administer federal grant programs to enhance drug and violent crime control initiatives at the state and local levels.)
- Public Policy & Education (Educate the public about emerging substance abuse issues, and advise elected officials on policy matters.)

Through a comprehensive website, we also provide customer access to major services, such as the Iowa Drug and Violent Crime Control Strategy, Strategic Plan, Agency Performance Plan, grant application opportunities, and other resources. These services are found on the ODCP website at [www.state.ia.us/odcp](http://www.state.ia.us/odcp).

The Office of the Drug Policy Coordinator is a department within the executive branch of the Iowa State Government. The agency is established in Iowa Code Chapter 80E. The Coordinator directs the Governor’s Office of Drug Control Policy; coordinates and

monitors all statewide counter-drug efforts, substance abuse treatment grants and programs, and substance abuse prevention and education programs; and engages in other related activities involving the Departments of public safety, corrections, education, public health and human services. The coordinator assists in the development of local and community strategies to fight substance abuse, including law enforcement, education, and treatment activities.

During fiscal year 2004, ODCP had 9 full-time employees. The agency is non-merit and contract exempt.

## Strategic Plan Results

**Goal #1**--Enhance coordination and leadership to improve Iowa's response to drug use and related crime.

### Strategies:

- Develop and implement a comprehensive statewide drug control strategy annually to coordinate efforts and enhance the coordination of resources between state, federal, and local agencies.
- Initiate innovative approaches and embed promising or proven techniques to reduce the supply of and demand for illegal drugs.

### Performance Measures Achieved:

Percent of state agencies addressing substance abuse prevention and treatment, drug control, and related crime participating in the development and implementation of Iowa's Drug Control Strategy. Target 100%, SFY04 Actual 100%.

Percent of ODCP grant awards to state and local agencies for initiation of new innovative programs. Target 25%, SFY04 Actual 35%.

### Data Sources and Reliability:

The data is gathered, monitored and maintained by ODCP staff.

### Analysis of results:

The Iowa Drug Control Strategy provides a balanced, comprehensive plan to reduce drug use and trafficking.

### Links to Enterprise Plan:

Safe Communities Enterprise Management Team

- Seniors, adults with disabilities and those at risk of abuse have safe quality living options in their communities.
- All Iowans have access to quality health care, including access to mental health and substance abuse treatment services.

**Goal #2**—Improve the ability of state and local government, and private partners, to comprehensively address the continuum of substance abuse and drug control.

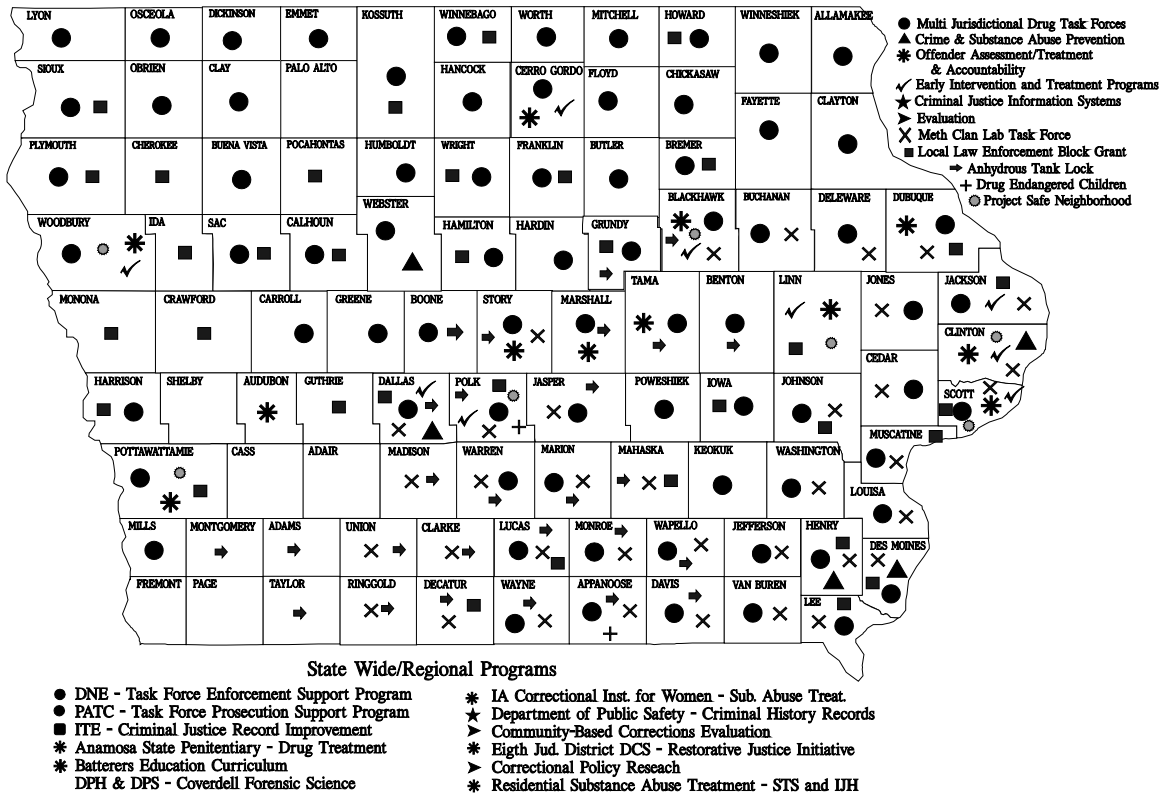
### Strategies:

- Maintain performance-based grant incentives and increase site monitoring/assistance.
- Increase outreach to local law enforcement agencies in rural communities.
- Survey communities to assess awareness and emerging needs. Negotiate non-state resources to meet those needs.

**Performance Measures Achieved:**

Percent of Iowa counties receiving federal grant funds and/or other forms of assistance from ODCP. 70% was the target. Actual SFY04 participation 94%.

## Counties Participating in ODCP Grant Programs SFY 04



Percent of ODCP grant-funded programs sufficiently meeting objectives to warrant continued grant funding in a competitive environment. Target was 85%. Actual SFY04 was 98%.

Value of private donations to anti-drug public service campaign, \$1,245,144.

As a result of new federal funding secured through the Governor’s Office of Drug Control Policy, innovative crime and drug control programs have been implemented in Iowa communities. A total of \$2,120,506 in non-formula federal funding was acquired and administered by ODCP in SFY2004.

Local agencies from 93 of Iowa’s 99 counties participated in grants administered by the Governor’s Office of Drug Control Policy.

**Data Sources and Reliability:** The data is gathered, monitored and maintained by ODCP staff. No baseline data is available.

**Analysis of Results:**

Federal funding secured by the Governor’s Office of Drug Control Policy was used to leverage projects which were involved in the following activities:

- Methamphetamine Hotspots – Provides two 18-county clandestine methamphetamine laboratory task forces. The projects provide proactive investigations, lab cleanup, community education, and work with local retailers to control methamphetamine precursors.
- Project Safe Neighborhoods (PSN) – provides community education and outreach regarding gun laws and gun safety and provides enforcement and prosecution of state and federal gun laws.
- Anhydrous Tank Locks – provided 4,605 anhydrous nurse tank locks to 26 counties to prevent the theft of agricultural anhydrous which is used in the illegal manufacture of methamphetamine.
- Drug Endangered Children – Provide assistance to three drug endangered pilot projects which integrate the criminal justice system’s response with the medical community and the Department of Human Services to protect children, hold parents accountable, and break the cycle of addiction and abuse.

**Links to Enterprise Plan:**

Safe Communities Enterprise Management Team

- Seniors, adults with disabilities and those at risk of abuse have safe quality living options in their communities.
- All Iowans have access to quality health care, including access to mental health and substance abuse treatment services.

## PERFORMANCE PLAN RESULTS

### CORE FUNCTION

**Name:** Advocacy

**Description:** Statewide coordination and collaboration to collectively work with other state agencies, local governments, nonprofits, and partners to develop and implement a comprehensive drug control strategy to maximize the utilization of resources between state, federal and local agencies.

And to initiate innovative approaches and embed promising or proven techniques to reduce the supply of and demand for illegal drugs.

**Why we are doing this:** To improve the ability of state and local partners to enforce drug laws and provide prevention and treatment services to reduce substance abuse.

**What we're doing to achieve results:**

Implementation of new/innovative programs began in SFY2004:

- Building partnerships with the public and private sectors.
- Establishing effective public policy to better control methamphetamine precursors.
- Drug Endangered Children to protect youth from first and second hand exposure to the use and/or manufacturing of methamphetamine.
- Diversion of Drug Addicts to Treatment for non-violent drug addicted offenders in at least one county, and compare cost and recidivism rates with incarceration.

**Performance Measures –**

- Percent of state agencies addressing drug use and related crime participating in developing, implementing, and updating of Iowa's Drug Control Strategy.
- Percent of new/innovative programs meeting or exceeding objectives.

**Performance Target –**

- Collaborative Iowa Drug Control Strategy is updated annually with 100% participation of state agencies addressing drug use and related crime.
- 75% of new/innovative programs meet or exceed objectives.

**Data sources –** Data is maintained by the staff of the Office of Drug Control Policy.

**Why we are using this measure –** The desired outcome is to develop and implement a comprehensive statewide drug control strategy and update annually to coordinate efforts and maximize the utilization of resources between state, federal, and local agencies.

**What was achieved** – As a result of the strategy, the agency initiates innovative approaches and embeds promising or proven techniques to reduce the supply of and demand for illegal drugs and to increase collaboration among state agencies to identify and refine drug control priorities.

**Analysis of results** –

100% of the state agencies addressing substance abuse prevention and treatment, drug control, and related crime participated in the development and implementation of Iowa's Drug Control Strategy. 94% of grant-funded projects met or exceeded objectives.

**Resources used** – These activities are funded through state general funds and federal discretionary grant funds. Total funding in SFY04 for this core function totaled approximately \$1.7 million.

**CORE FUNCTION**

**Name: Community Coordination and Development**

**Description:** To leverage and fairly administer federal grant funds and other resources to strengthen local and state drug enforcement and treatment efforts focusing primarily on criminal offenders in Iowa, and to enhance substance abuse prevention efforts at the community level.

**Why we are doing this:** To improve the ability of state and local government, and private partners to enforce drug laws and provide substance abuse prevention and treatment services.

**What we're doing to achieve results:**

- Meth Tank Locks for securing anhydrous ammonia nurse tanks at farm service dealers in 18 south-central Iowa counties.
- Negotiating a consolidated state contract for urine analysis drug testing performed by state agencies to reduce total annual costs.
- Project Safe Neighborhoods, by developing and launching a two-year targeted media/community outreach campaign to reduce gun violence in Iowa.
- The Power of Grandparents anti-drug media campaign, empowering older Iowans to talk with their grandchildren and prevent drug use.
- Began development of a Beta computer version of "Life or Meth", a meth educational program targeting 5<sup>th</sup> & 6<sup>th</sup> grade students in Iowa and 5 surrounding Midwestern states.

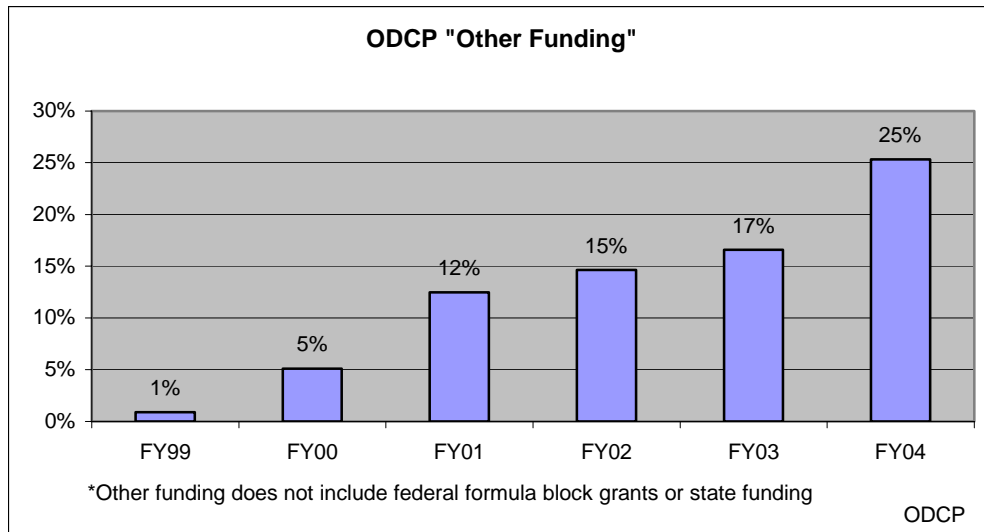
**Performance Measures** –

- Percent of grant funded programs meeting objectives to warrant continued funding. 85% was the target. FY04 actual was 98%
- Percent of grant awards for initiation of a new program/new recipient agency. 30% was the target. FY04 actual was 25%.

- Percent of nonformula grant funds secured through ODCP on behalf of Iowans. Target was 10%. Actual was 25%.

**Data sources** – Data is collected and maintained by ODCP staff.

**Results – Baseline Data**



**Data Sources:** Data is collected and maintained by ODCP staff

- Measure: Percent of funding made available to Iowa--does not include state funding, federal formula block grants, or carryover funding from previous fiscal years.
- Frequency: State fiscal year
- Source: Governor’s Office of Drug Control Policy
- SFY99 is the first year in which “Other Funding” was received.

**What was achieved –**

94% of grant-funded projects received continued funding.  
 25% of ODCP grant awards were for new projects.

**Resources used** – Federal and state general fund resources totaled \$6,289,508.