

**PROGRESS REPORT ON THE
NATIONAL YOUTH ANTI-DRUG MEDIA CAMPAIGN
FOR FISCAL YEAR 2009**



June 2010

EXECUTIVE SUMMARY

The current report is submitted to Congress in accordance with the Office of National Drug Control Policy's 2006 Reauthorization Act (P.L. 109-469, sections 203 and 501), which requires ONDCP to report on the operation and progress achieved with the National Youth Anti-Drug Media Campaign (the Campaign). The following paragraphs detail the National results achieved by the Campaign in Fiscal Year (FY) 2009 and plans for implementing the Campaign in FY 2010, as appropriate.

Congress's specific objectives for the Campaign were met in FY 2009 through a comprehensive media strategy. The Campaign was reauthorized in 2006 with the objectives of:

- (1) Preventing drug abuse among young people;
- (2) Increasing the awareness of adults of the impact of drug abuse on young people; and
- (3) Encouraging parents and other interested adults to discuss with young people the dangers of illegal drug use.

In FY 2009, the Campaign worked to achieve its objectives through the implementation of a comprehensive media strategy that was a combination of paid advertising (e.g. television commercials, Internet advertisements, billboards) and public communication (e.g. outreach with media outlets to get stories in newspapers and TV news shows, corporate partnerships). Since 2001, the Campaign has focused primarily on marijuana, but, in FY 2009, the Campaign broadened its youth-targeted communication to include other dangerous and illegal substances that teens reported using.

In FY 2009, the Campaign consisted of three separate initiatives: youth-focused messages utilizing the "Above the Influence" (ATI) brand; the Anti-Methamphetamine campaign targeted to communities with the highest meth prevalence rates; and the Prescription Drug Abuse Prevention campaign, an effort to increase awareness among parents about prescription drug abuse by teens.

The ATI Campaign ran throughout FY 2009 with a combination of television, print, Internet, radio, out-of-home, and mobile marketing. During this time period, the Campaign reached 97 percent of teens (ages 12 to 17) approximately 72 times. Additionally, the ATI campaign achieved the following results:

- An average of 76 percent of the Campaign's target audience was aware of ATI advertising.
- An average of 82 percent of teens recognized the ATI brand logo.
- Teens that were aware of the Campaign held significantly stronger anti-drug beliefs than those teens that were unaware of the Campaign.

The Anti-Methamphetamine Campaign ran from September through November in 16 states with elevated methamphetamine use and/or evidence of high levels of methamphetamine manufacturing. The Anti-Methamphetamine Campaign's objectives were to (1) prevent methamphetamine use, (2) dispel myths that treatment for meth addiction was ineffective, and (3) encourage people who needed help to get treatment. The Campaign's paid advertising reached 87 percent of its target audience an average of 13 times. The Anti-Methamphetamine Campaign achieved the following results:

- An average of 47 percent of the Anti-Methamphetamine Campaign's target audience was aware of the Campaign's advertising – a statistically significant increase compared to a baseline measure of 37 percent.
- Young adults who were aware of the Campaign held stronger anti-methamphetamine beliefs than those young adults who were unaware of the Campaign, including “once you start using meth, it quickly takes over your life”; “treatment for meth addiction is available”; and “meth addiction doesn't have to be hopeless”. These measures track beliefs that are consistent with the three objectives of the Anti-Methamphetamine Campaign.

The Prescription Drug Abuse Prevention campaign ran for nine weeks in FY 2009, following a three-month effort launched in FY 2008. The objectives of the campaign were to (1) inform parents of the nature of this growing threat, and (2) provide examples of simple actions they could take to help prevent youth prescription drug abuse. The Prescription Drug Abuse Prevention Campaign achieved the following results:

- Reached 90 percent of the parent target audience (parents of teens) an average of 10 times from April – June 2009, through paid advertising.
- More than doubled parental awareness of Campaign advertising associated with teen prescription drug abuse—increasing from 31 percent pre-launch to 67 percent after the 3-month 2008 Prescription Drug Abuse Prevention Campaign. It reached an all-time high of 71 percent in July 2009 following the end of the 2009 Campaign.

As a result of this program activity the Campaign produced advertising that tested well among target audiences; increased awareness of its advertising for the ATI, Anti-Methamphetamine, and Parents Prescription Drug Prevention campaigns; and was associated with improved specific beliefs and intentions related to each of the campaigns. For example, according to the MTF, among youth who are aware of anti-drug advertising, including the Campaign's messages, the belief that they have learned “a lot” from the advertisements or made them less favorable toward drugs increased in 2009. However, with respect to drug use behaviors and attitudes as measured by such data sets as MTF, NSDUH, PATS, and the Campaign's advertising tracking study, the results are more mixed. Youth drug use has remained stable for the past two or three years following steady declines from 2001 and 2002; some measures of the perception of risk of using drugs have softened; and awareness of anti-drug advertising, in general, has declined.

A New Strategic Vision for the Campaign. In an effort to align the Campaign's efforts with the 2010 National Drug Control Strategy's emphasis on community-based prevention, and to ensure that the Campaign's resources continue to be expended in the most efficient and effective manner, ONDCP in 2010 will be implementing a new vision via a two-tiered Campaign directed at the most susceptible teens and the influential adults in their lives, including parents. ONDCP's new vision will strike a more effective balance between a broad nationally-focused prevention message (Tier One) and more targeted efforts focusing on populations or communities at risk (Tier Two). This two-tiered approach will permit the Campaign to continue to reach all teens across the country with a highly visible national media presence while focusing additional on-the-ground activities on those populations or communities where teens are most at-risk.

Numerous steps were taken to ensure that the Media Campaign operated in an effective and efficient manner consistent with the overall strategy and focus of the Campaign and the will of Congress. Some of these steps included, obtaining 101 percent of the no-cost match; relying upon the Partnership for a Drug Free America's (PDFA) *pro bono* creative services process with advertising agencies to obtain the needed advertising; improving the Campaign's advertising copy testing and in-market advertising tracking study to provide quicker audience response at lower costs; re-cycling advertising and other materials from the 2008 Prescription Drug Abuse Prevention campaign for the 2009 effort; increasing distribution of key print materials and advertisements online so that community anti-drug groups could use them for local needs; and commissioning ongoing user satisfaction surveys of Campaign websites.

ONDCP purchased advertising time and space in an efficient manner to optimize Campaign exposure. Television continued to be the primary focus of the Campaign's media plan. Television networks sell their commercial time ahead of the next season in what is commonly referred to as the upfront market at rates that are lower than what are available later in the year. Purchasing time and space through negotiation during the upfront market further benefits ONDCP in that it greatly increases the likelihood that the Campaign will receive the required media match, as well as ensures the match is in optimum programming to reach the Campaign's target audiences. The Campaign purchased all of its national time and space for the ATI campaign and Prescription Drug Abuse Prevention campaigns during the upfront market.

ONDCP has gone to great lengths to implement policies and practices that ensure Federal funds are used responsibly and serve to eliminate the potential for waste, fraud, and abuse. ONDCP works diligently each year with its contracting office, the Department of Treasury's Bureau of the Public Debt's Administrative Resource Center (ARC), to ensure Federal funds appropriated for the Campaign are used responsibly to purchase advertising time and space and to eliminate the potential for waste, fraud, and abuse. Additionally, the Campaign collaborates with the PDFA and a wide array of advertising agencies, non-profit, civic, and private-sector organizations to ensure Federal funds are used responsibly.

All contracts entered into with a corporation, partnership, or individual working on behalf of the Campaign were awarded in full compliance with the Federal Acquisition Regulations (FAR). The Campaign currently has six contracts, all of which are fixed-price and performance-based, with a base period and multiple option years. As required under FAR, contractor

performance is reviewed annually to determine whether the next option year will be exercised. Currently, full-and-open competitions for the advertising and media buying services, the non-advertising (i.e., news media outreach, interactive support, and partnership outreach), and outcome evaluation are being conducted under the supervision of the ARC.

ONDCP implemented numerous policies in FY 2009 to ensure compliance with the ONDCP Reauthorization Act. Title V of the ONDCP Reauthorization Act of 2006 contains several requirements that ONDCP must comply with in executing the Media Campaign, including within the areas of use of funds; advertising; division of responsibilities and functions; prohibitions; no-cost matching not directly related to substance abuse; financial and performance accountability; report to Congress; local targets; preventing marijuana use; and prevention of methamphetamine abuse and other emerging drug abuse threats. All of these Title V requirements were met in FY 2009.

No-cost match requirements for advertising in accordance with Title V of the ONDCP Reauthorization Act were exceeded in 2009. The Act requires that amounts made available for purchasing media time and space shall be matched by an equal amount of non-Federal funds for the Campaign, or be matched with in-kind contributions of the same value. In FY 2009, the Campaign successfully secured no-cost matches of advertising time and space in accordance with Title V. The Campaign secured no-cost Media Match at 101 percent of paid media commitments. Since the launch of the Campaign in 1998, the Campaign has received a total value of more than \$1.28 billion in media through this requirement.

Testing and evaluation of the Campaign's messages indicates they were effective; evaluation of national survey trend data, however, suggests mixed results. The ONDCP Reauthorization Act of 2006 requires the Campaign to be evaluated in two ways: (1) testing and evaluation of advertising; and (2) an outcome evaluation of Campaign effectiveness. In conducting the testing and evaluation of the advertising, the Campaign employs a three-phased approach: (1) strategic development; (2) creative development and qualitative/quantitative testing; and (3) Campaign in-market tracking studies. Strategic development involves researching the message topic with literature reviews, expert input, and focus groups and interviews with members of the target audience. The creative development and qualitative/quantitative testing involves the PDFA and the *pro bono* advertising agencies developing and testing the creative concepts for the advertisements, and testing the advertisements prior to their being aired with members of the target audience. Once an advertisement is aired, its performance is monitored by the youth Campaign tracking study, which consists of interviews of 100 teens conducted each week throughout the year. All of these steps for testing the advertising were implemented successfully in FY 2009.

The ONDCP Reauthorization Act of 2006 also directs ONDCP to (1) evaluate the effectiveness of the Campaign based upon data from national drug use surveillance systems, the Campaign's own copy testing and tracking data, and any other studies or publications as determined by the Director, and (2) evaluate the Campaign in a manner that enables consideration of whether the Campaign has contributed to the reduction of illicit drug use among youth and such other measures of evaluation as the ONDCP Director determines are appropriate (i.e., an outcome evaluation).

The companion report, *Annual Analysis of the Effectiveness of the National Youth Anti-Drug Media Campaign*, responds to the first evaluation requirement, and details the trends in national data sets and assesses to what extent the Campaign may be associated with these trends. To fulfill the requirement for the outcome evaluation, ONDCP is currently conducting a full-and-open competition to award a contract for this study. An award is expected by the end of June 2010.

In FY 2009, the Campaign fulfilled all of its congressionally mandated requirements. As a result of this program activity the Campaign produced advertising that tested well among target audiences; increased awareness of its advertising for the ATI, Anti-Methamphetamine, and Prescription Drug Prevention campaigns; and improved specific beliefs and intentions related to each of the campaigns. ONDCP will report in detail on these efforts and their achievements in next year's annual progress report.

TABLE OF CONTENTS

Executive Summary	ii
Introduction.....	1
1. Congress’ Specific Objectives For The Media Campaign Were Met In FY 2009 Through A Comprehensive Media Strategy	1
Above the Influence	2
The Anti-Methamphetamine Campaign.....	4
Prescription Drug Abuse Prevention Campaign	6
A New Strategic Vision for the National Youth Anti-Drug Campaign	8
2. Numerous Steps Were Taken To Ensure That The Media Campaign Operated In An Effective And Efficient Manner Consistent With The Overall Strategy And Focus Of The Campaign And The Will Of Congress.....	11
3. ONDCP Purchased Advertising Time And Space In An Efficient Manner To Optimize Campaign Exposure.....	12
4. ONDCP Has Gone To Great Lengths To Implement Policies And Practices That Ensure Federal Funds Are Used Responsibly And Serve To Eliminate The Potential For Waste, Fraud, And Abuse	14
5. All Contracts Entered Into With A Corporation, Partnership, Or Individual Working On Behalf Of The National Youth Anti-Drug Media Campaign Were Awarded In Full Compliance With The Federal Acquisition Regulations	16
6. ONDCP Implemented Numerous Policies In Fy 2009 To Ensure Compliance With The Office Of National Drug Control Policy Reauthorization Act (P.L. 109-469).....	17
Use of Funds	17
Advertising.....	18
Division of Responsibilities and Functions.....	18
Prohibitions	19
No-Cost Matching Not Directly Related to Substance Abuse	19
Financial and Performance Accountability	20
Report to Congress.....	20
Local Target	20
Preventing Marijuana Use.....	20
Prevention of Methamphetamine Abuse and Other Emerging Drug Abuse Threats	20
7. No-Cost Match Requirements For Advertising In Accordance With Title V Of The Office Of National Drug Control Policy Reauthorization Act (P.L. 109-469) Were Exceeded In 2009	20
8. Testing And Evaluation Of The Campaign’s Messages Indicates They Were Effective; Evaluation Of National Survey Trend Data Suggests Mixed Results.....	21
Testing and Evaluating Advertising.....	21
Evaluation of the Campaign’s Effectiveness	23
GPRA Performance Measures	24
Conclusion	25
Appendix A.....	27
Youth Campaign: “Above the Influence”	27
“Above the Influence” Online.....	28
Appendix B	30

Anti-Methamphetamine Campaign	30
Appendix C	32
Parents Campaign: Teen Prescription Drug Abuse.....	32
Results of the Two-Year Teen Prescription Drug Abuse Prevention Initiative	33
Appendix D.....	35
News Media Outreach and Partnerships	35
Partnerships to Extend Parent Messages.....	36

Introduction

This report is responsive to Sections 203 and 501 of the Office of National Drug Control Policy Reauthorization Act, Public Law 109-469, which states that the ONDCP Director shall submit an annual report to Congress that describes the following program requirements:

- (1) The strategy of the national media campaign and whether specific objectives of the campaign were accomplished;
- (2) Steps taken to ensure that the national media campaign operates in an effective and efficient manner consistent with the overall strategy and focus of the campaign;
- (3) Plans to purchase advertising time and space;
- (4) Policies and practices implemented to ensure that Federal funds are used responsibly to purchase advertising time and space and eliminate the potential for waste, fraud, and abuse;
- (5) All contracts entered into with a corporation, partnership, or individual working on behalf of the national media campaign;
- (6) Specific policies and steps implemented to ensure compliance with this Act;
- (7) Steps taken to ensure that the national media campaign will secure, to the maximum extent possible, no cost matches of advertising time and space or in-kind contributions that are directly related to the campaign in accordance with this Act; and
- (8) A review and evaluation of the effectiveness of the national media campaign strategy for the past year.

The following sections describe ONDCP's success in fulfilling each of these congressional requirements, including program objectives and achievements, where applicable. Four appendices provide additional detail on specific aspects of the Campaign as it was implemented in FY 2009.

1. Congress' Specific Objectives for the Media Campaign Were Met in FY 2009 through a Comprehensive Media Strategy

The National Youth Anti-Drug Media Campaign (the Campaign) was re-authorized in 2006, with the objectives of:

- (1) Preventing drug abuse among young people in the United States;
- (2) Increasing the awareness of adults of the impact of drug abuse on young people; and
- (3) Encouraging parents and other interested adults to discuss with young people the dangers of illegal drug use.

In Fiscal Year (FY) 2009, the Campaign worked to achieve these three objectives through the implementation of a comprehensive media strategy that was a combination of paid advertising (e.g. television commercials, Internet advertisements, billboards) and public communication (e.g. outreach with media outlets to get stories in newspapers and TV news shows, corporate partnerships). Since 2001, the Campaign has focused primarily on marijuana, but, in FY 2009, the Campaign broadened its youth-targeted communication to include other dangerous and illegal substances that teens reported using.

In FY 2009, the Campaign consisted of three separate initiatives: youth-focused messages utilizing the “Above the Influence” brand; the Anti-Methamphetamine campaign targeted to communities with the highest meth prevalence rates; and the Prescription Drug Abuse Prevention campaign, an effort to increase awareness among parents about prescription drug abuse by teens. Each of these initiatives and results achieved in 2009 are described in the following sections.

Above the Influence

Since November 2005, the Campaign has been using messages utilizing the “Above the Influence” (ATI) theme, a brand designed to capture the attention of youth when they are most likely to be exposed to offers of substances of abuse. The primary target audience reached by the Campaign included teens 12 to 17 years old, with the key audience being 14 to 16 year olds (typically 8th, 9th and 10th graders). During these years, teens also are vulnerable to negative social and cultural influences, including trivialization of the negative consequences of drug use and the ubiquity of pro-drug content in teens’ digital media environment. The struggle for personal identity is a fundamental challenge of the teen years. To help teens meet this challenge, the ATI theme taps into teen goals, their strong sense of self, and their desire to feel knowledgeable about adult issues, in this case the dangers of drug use.¹ ATI inspires teens to think critically about drug use and the influence of their social environment so they can make more informed choices.

In FY 2009, through the varied channels of cable and Network TV, popular teen print publications, teen-targeted websites and social networks, radio, place-based out-of-home and mobile marketing, the Campaign successfully maintained 52 weeks of ATI media presence while directly engaging teens with drug prevention messages. During this time period, the Campaign estimates it reached 97 percent of teens (ages 12 to 17) approximately 72 times.²

Data suggests that in FY 2009 there was an association between exposure to Campaign effects and teen’s strengthened anti-drug beliefs. The Campaign employs an advertising tracking study—an ongoing study of approximately 100 teens per week conducted in shopping malls—to assess the possible impact of the Campaign on teen beliefs, attitudes, intentions, and behavior

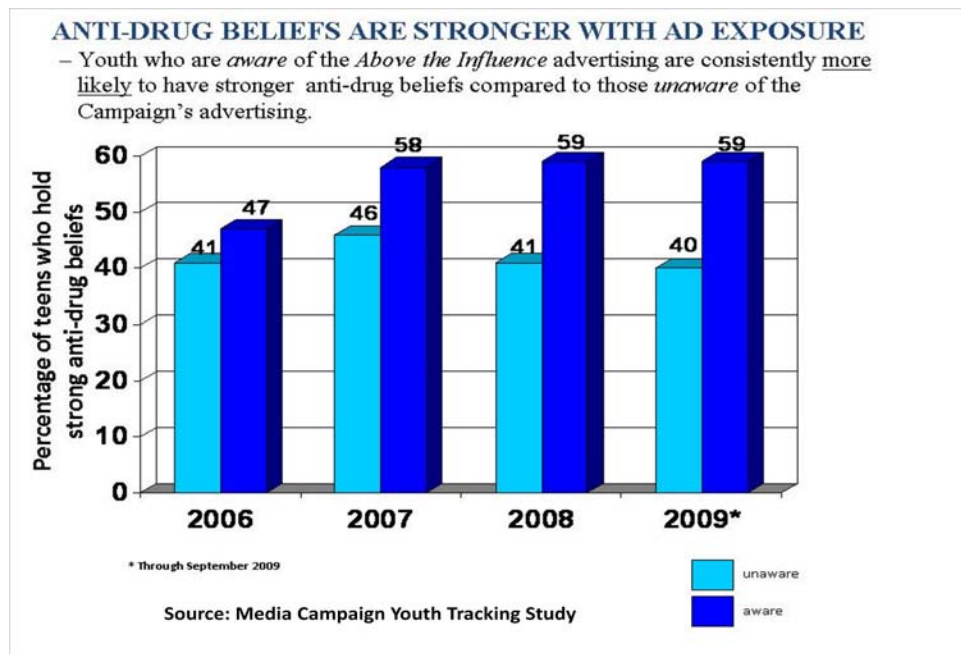
¹ Prior to the launch of ATI, the Campaign’s media contractor conducted exploratory research via focus groups with teens across the country that identified these themes. Since the launch of ATI, the media contractor has conducted an additional 180 focus groups with teens to test and validate the ATI messages, to ensure they continue to resonate with teens on these themes.

² These estimates are referred to in the advertising industry as reach and frequency. Reach is a cumulative estimate of the proportion of the target audience watching the programs upon which the Campaign purchased time—it is based upon the ratings (the proportion of the television audience watching a particular program) for the various programs. Frequency is the number of times people are estimated to see the messages over a given period of time.

once the ads are on the air. Results from the ad tracking survey indicate that the ATI campaign achieved the following results in 2009:

- An average of 76 percent of the Campaign’s target audience was aware of ATI advertising. This placed ATI among the leading teen targeted national brands, including Coca Cola, Burger King, and Nike.
- An average of 82 percent of teens recognized the ATI brand logo. This logo awareness figure continued to be significantly higher than other national social marketing campaigns, including the American Legacy Foundation’s teen-targeted anti-tobacco Truth Campaign, which had an awareness level of 63%.
- Teens that were aware of the Campaign held significantly stronger anti-drug beliefs than those teens that were unaware of the Campaign (see Figure 1).

Figure 1. Anti-Drug Beliefs among Teens by Campaign Awareness Levels



Online Efforts. ATI efforts, including Abovetheinfluence.com, were successful in reaching teens with anti-drug messages. The Campaign extended the ATI message to the Internet by buying key search terms on search engine sites, such as Google and Yahoo, so that Campaign-related content would appear when teens conducted searches for drug information. Examples of paid search terms include “marijuana,” “alcohol,” “meth,” and “why take drugs.”

In addition to buying paid search terms to direct users to the Campaign’s website, the Campaign also increased traffic to its website by reconfiguring pages within the “Drugs Facts” section on Abovetheinfluence.com to increase the likelihood that the Campaign website would appear as a result of “organic” or non-paid search results. The Campaign’s website appeared on the first page of search results for 75 new paid search terms, and it appeared in search results for 42 new organic search terms.

The Campaign created “widgets” (Web content that can be passed along or shared from viewer to viewer) to leverage the social nature of how teens use the Web today, while allowing the ATI message to be endorsed by, advocated for, and spread through environments where teens spend most of their time online. Results generated by the Campaign’s Internet efforts include the following:

- The Campaign’s paid search terms generated 1.1 million visits to its website, Abovetheinfluence.com.³
- The Campaign’s widgets were downloaded or sent to friends nearly 600,000 times in FY 2009. ⁴
- The Campaign’s online media delivered 1.5 billion media impressions (the potential number of people who would see, read, or hear a message) on 20 teen-targeted sites such as Myspace.com, Hulu.com, and MTV.com.⁵

Additionally, the Campaign conducted regular traffic and user satisfaction reports to assess the performance of the overall website, individual sections/features, and online advertising. These reports clearly showed the majority of the site’s visitors were actively seeking drug fact information, suggesting accurate drug facts and statistics are central to Abovetheinfluence.com being considered by teens to be a trustworthy resource. Analysis of data on visits to the site also showed that the “Facts” section of the site demonstrated the highest performance across multiple measures, including user sessions, “bounce” rate (the rate at which users were landing on the site but leaving for another site), and average page views per session.

The Anti-Methamphetamine Campaign

The 2009 Anti-Methamphetamine Campaign was funded at \$8 million and ran from September through November in 16 states.⁶ These states were selected to receive the Anti-Methamphetamine Campaign based upon elevated prevalence of use of methamphetamine and/or evidence of high levels of methamphetamine manufacturing.

Data on the prevalence of use of methamphetamine were obtained from the Substance Abuse and Mental Health Services Administration's National Survey on Drug Use and Health (NSDUH). These data suggest that young adults (aged 18 to 25 years) have rates of use for methamphetamine that are more than twice that of youth (aged 12 to 17 years). Further, average age of first use of methamphetamine has remained consistent in recent years at 19.2 years, indicating that methamphetamine use is not typically initiated during adolescence. Based upon these data, the Anti-Methamphetamine Campaign was targeted toward young adults rather than adolescents. Data from the NSDUH also are available by state and were used to identify those states with the highest rates of methamphetamine use among young adults.

Data documenting methamphetamine manufacturing were obtained from the Drug Enforcement Administration’s (DEA) Clandestine Laboratory Seizure System. Federal, state and local law

³ Data on the number of visits were obtained from Google and Yahoo.

⁴ Clearspring Technologies, a commercial vendor that tracks and reports such data for clients.

⁵ Ibid

⁶ The 16 states include Alaska, Arizona, Arkansas, Indiana, Iowa, Kentucky, Minnesota, Missouri, Nebraska, Nevada, New Mexico, Oklahoma, Oregon, Illinois, Washington, and Wyoming.

enforcement agencies submit reports to the DEA on methamphetamine laboratory seizures that include actual seizure of a functioning lab, laboratory equipment or chemicals, or laboratory dump site. These data are available by state and were used to identify states with the largest numbers of methamphetamine laboratory seizures.

The Anti-Methamphetamine Campaign's objectives were to (1) prevent methamphetamine use, (2) dispel myths that treatment for meth addiction was ineffective, and (3) encourage people who needed help to get treatment. To measure awareness of anti-meth advertising as well as beliefs about meth-specific prevention and treatment/recovery messages, the Campaign conducted a methamphetamine advertising tracking study in 5 of the 16 states (Iowa, Missouri, Illinois, Indiana and Kentucky) in which the anti-methamphetamine campaign was implemented. Six hundred young adults (ages 18-25) in the 5-state area were surveyed prior to the advertising launch to establish a baseline of methamphetamine-related beliefs. As part of the Anti-Methamphetamine Campaign efforts a sample of 1,800 young adults was surveyed during and following the Campaign to measure changes in methamphetamine-related beliefs.

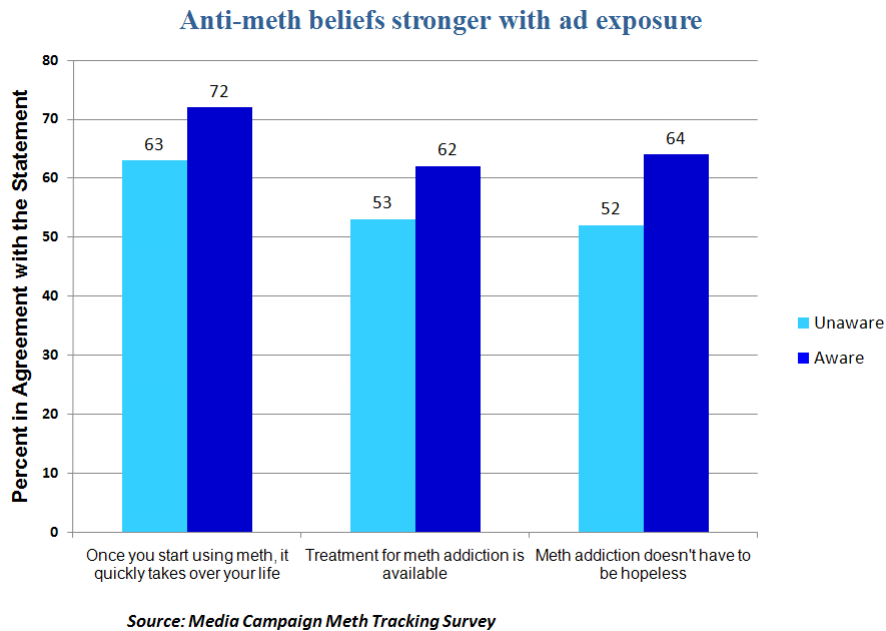
The Anti-Methamphetamine Campaign was launched in St. Louis, Missouri to coincide with National Alcohol and Drug Addiction Recovery Month. The 16 states received the full suite of anti-methamphetamine advertising, including television, print, out-of-home (e.g., billboards, convenience store posters, and gas pump signs), radio, and Internet advertising. Some of the activities funded by the Anti-Methamphetamine Campaign included the following:

- An open letter advertisement featuring Josh Palmer, a drug court graduate and former meth addict now in recovery, appeared in 36 local newspapers as part of the print portion of the campaign;
- The website—methresources.gov—was redesigned to better provide information and materials to individuals and organizations working to prevent methamphetamine use and encourage recovery from methamphetamine addiction; and
- Local organizations and community coalitions received free anti-methamphetamine resources, including customizable versions of the advertisements for use as public service announcements.

The Campaign's paid advertising reached 87 percent of its target audience an average of 13 times. The advertising tracking study data indicate that the Anti-Methamphetamine Campaign achieved the following results in attaining its objectives:

- An average of 47 percent of the Anti-Methamphetamine Campaign's target audience was aware of the Campaign's advertising – a statistically significant increase compared to a baseline measure of 37 percent.
- Young adults who were aware of the Campaign held stronger anti-methamphetamine beliefs than those young adults who were unaware of the Campaign (see Figure 2 for three examples). These measures track beliefs that are consistent with the three objectives of the Anti-Methamphetamine Campaign: preventing methamphetamine use, dispelling the myth that treatment for methamphetamine is ineffective and encouraging people to get treatment.

Figure 2. Anti-Methamphetamine Beliefs by Campaign Awareness Levels



Prescription Drug Abuse Prevention Campaign

Data from the NSDUH indicate that the abuse of prescription drugs is the second most prevalent category of illicit drug use among teens, behind only marijuana. Additionally, according to the Partnership for a Drug Free America's (PDFA) Partnership Attitude Tracking Study (PATS), parents had not been discussing the dangers of prescription drug abuse with their teens. PATS results, however, also indicated that parents' actions play a crucial role in protecting adolescents from drug use and a wide variety of other risky behaviors. In FY 2009, therefore, ONDCP continued its campaign to increase awareness among parents about the troubling trend of the abuse of prescription drugs among teenagers. Specifically, the Campaign's objectives were to (1) inform parents of the nature of this growing threat, and (2) provide examples of simple actions they could take to help prevent youth prescription drug abuse. The Campaign ran a nine-week paid advertising campaign in FY 2009, continuing from a three-month effort launched in FY 2008.

All media used in the Prescription Drug Prevention Campaign were selected based on their ability to reach parents and minimize exposure to teens as much as possible. The Campaign did not want to expose teens to its advertising in order to avoid unintentionally educating teens on how to misuse prescription drugs. Consequently, the Campaign established criteria of buying television programs that reached less than 5 percent of the teen audience in cable and no more than 3 percent of the teen audience in network prime time. All other media had a goal of exposing less than 10 percent of teens to Campaign advertising. As a comparison, the beer marketers have voluntarily established 30 percent as their limit for minimizing exposure of their advertising to teen audiences.

An online presence was critical to the Prescription Drug Abuse Prevention Campaign. The Campaign's website (Parents: The Anti-Drug) was the primary online vehicle. Banner

advertising directed parents to the site and other parent-oriented sites where they could find messages and information on the dangers of prescription drug abuse alone and in combination with other substances commonly abused by teens. This online activity produced the following results:

- During FY 2009, the Campaign's parent website (TheAntiDrug.com) received 2,267,461 visits - a rate of approximately 190,000 visits per month.
- Online media delivered 278.3 million media impressions on 15 parent-targeted sites, such as Parents.com, iVillage.com, and CNN.com.
- Online advertising for the Campaign doubled industry averages for click-through rates (the number of people who will click on a banner advertisement to visit a website).

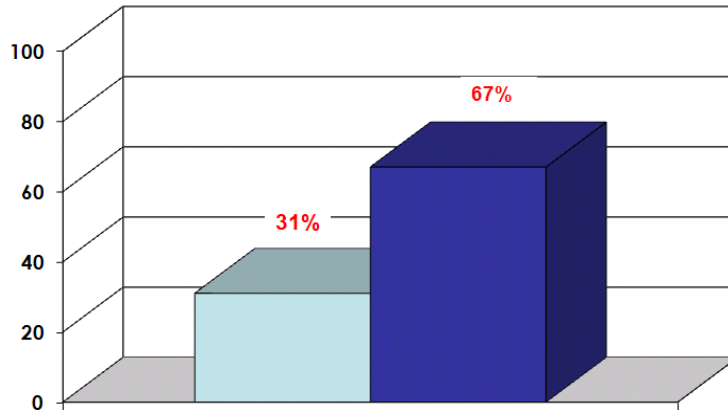
The Campaign also conducted outreach activities to local news outlets, including local newspapers, television stations, and online sites to serve as a resource for information on the dangers of prescription drug abuse. Expanded outreach to news media outlets to secure stories about prescription drugs featured in newspaper articles, television news shows, and online sites. The Campaign had initially set a goal of 50 million news media impressions (i.e., the potential number of people who would see, read, or hear the message) for this initiative. This goal was easily surpassed—the Campaign received more than 120 million news media impressions on the initiative, thereby spreading it deeper into local markets. Additionally, the Campaign succeeded in being a source for information for newspaper articles and television news programs about prescription drug abuse prevention. Prescription drug abuse story content was reviewed to determine if it referenced the Campaign as a resource. The results of this content analysis of more than 300 randomly-selected news stories showed that the Campaign was cited as a source in 32 percent of them, more than any other organization cited.

As a result of all of these activities, the Prescription Drug Abuse Prevention Campaign achieved the following results:

- Reached 90 percent of the parent target audience (parents of teens) an average of 10 times from April – June 2009, through paid advertising.
- More than doubled parental awareness of Campaign advertising associated with teen prescription drug abuse (see Figure 3), as measured by the Campaign's parent advertising tracking study —increasing from 31 percent pre-launch to 67 percent after the 3-month 2008 Prescription Drug Abuse Prevention Campaign. It reached an all-time high of 71 percent in July 2009 following the end of the 2009 Campaign.

Figure 3. Parental Awareness of Prescription Drug Abuse Prevention Advertising
Awareness of Advertising - Teen Rx Abuse

Averaged over the pre- and post-launch periods, awareness levels have *more than doubled* since the launch of the campaign



Q.17: Have you seen any advertising about prescription drug abuse among teens recently? It may have been anywhere.

Source: Media Campaign's Parent Ad Tracking Study

- Achieved its objectives of increasing parent's awareness of youth abuse of prescription drugs and improving intentions to take action to safeguard prescription drugs—an important precursor to changing behaviors; specific findings from the parents advertising tracking study for the period prior to the launch to that following the Campaign include the following⁷:
 - Parents' belief that prescription drug abuse was prevalent among teens reached 87 percent, from a pre-launch average of 77 percent.
 - There was a significant growth in the stated intention of parents to safeguard drugs at home (68% to 77%); properly conceal or dispose of old or unneeded medicines (70% to 76%); ask friends and family to safeguard their drugs (42% to 51%); and set clear rules for teens about all drug use, including not sharing medicines (83% to 89%).

A New Strategic Vision for the National Youth Anti-Drug Campaign

As part of its continuing efforts to make the most efficient and effective use of the Media Campaign's resources, ONDCP in FY 2010 is implementing a new vision via a two-tiered Campaign directed at the most susceptible teens and the influential adults in their lives, including parents.

This new vision will enlist new media and private sector partners in an innovative communications effort to reach young people in communities at risk, while creating a broad

⁷ Additional findings on the effectiveness of the Campaign can be found in the accompanying report: *Annual Analysis of the Effectiveness of the National Youth Anti-Drug Media Campaign: Report to Congress*. ONDCP April 20, 2010.

prevention message for teenagers at their point of greatest susceptibility to substance abuse: the transition from middle school to high school—data from the Monitoring the Future (MTF) study⁸ indicate past month illicit drug use rates in recent years more than double between 8th and 10th grade.

ONDCP's new vision will shift the focus of the Campaign in several key ways. First, the Campaign will strike a more effective balance between a broad nationally-focused prevention message (Tier One) and more targeted efforts focusing on populations or communities at risk (Tier Two). This two-tiered approach allows the Campaign to continue to reach all teens across the country with a highly visible national media presence while focusing additional on-the-ground activities on those populations or communities where teens are most at-risk. The Campaign will engage an expanded array of public and private sector partners who will contribute their expertise and community relationships to the crafting and delivery of Campaign messages across digital and traditional media, as well as initiatives at the grassroots level.

The Tier One initiative will provide a base level of prevention communications, targeting teens 14 to 16 years old, similar to previous years. The Tier One initiative will continue to utilize the ATI brand, building upon the fact that 76 percent of teens are aware of its advertising and 82 percent recognize the brand's logo. It will leverage this high level of recognition with the teen audience to deliver a broader anti-drug message, one that encompasses all of the substances most commonly used by teens, including alcohol, marijuana, and prescription drugs.⁹ New advertising messages to be used in FY 2010 are being created through *pro bono* services donated by advertising agencies. In addition to these new messages, the Campaign will re-use appropriate existing advertising from past years, following congressional mandates to "recycle" advertisements to save on production costs.

The Tier One initiative will be delivered using a mix of digital and traditional media, opening the Campaign up to greater youth participation and engaging media partners and marketing communications companies in public/private partnerships. The Internet is a vital component of daily life for teens; in 2007, 94 percent of teens in the United States were accessing the Internet.¹⁰ After television, the Internet has become the second most-used medium among teens and is rapidly becoming the environment where teen beliefs are formed, shared, and strengthened peer-to-peer.¹¹ While teens spend a great deal of time online, most are not actively looking for anti-drug information. Therefore, it will be critical for the Campaign to utilize best practices from the private sector in this rapidly developing medium. For example, the Campaign will partner with national media networks, such as MTV and TeenNick, to initiate and reinforce conversations with teens using online and digital media. The Tier One initiative also will leverage the most popular teen social networks such as Facebook, MySpace, and MyYearbook, as well as art and photo-sharing websites such as Flickr.com and DeviantArt.com to develop

⁸ The MTF is a nationally representative survey of drug use and related issues among 8th, 10th, and 12th grade students. It is operated by the Institute for Social Research at the University of Michigan under a grant from NIDA.

⁹ Messages regarding prescription drugs targeted to teens must be nuanced so as not to educate them in their misuse. The current messages targeting teens on preventing the abuse of prescription drugs feature a general prevention message and do not discuss specific drugs. The Campaign will be conducting research with teens to focus the prescription drug abuse prevention message.

¹⁰ Teen Research Unlimited, 2008 Study of Teen Media Participation; a commercial service provided to clients.

¹¹ Ibid.

customized ATI-themed programs, and enable teens to share their own thoughts of what the brand means to them.

The Tier Two initiative will involve targeted campaigns focusing on populations or communities at risk, recognizing that susceptibility to substance abuse is *not* evenly distributed across the youth population, and that different at-risk populations or communities—whether defined demographically, regionally, or in some other fashion—are best reached and influenced in different ways. These populations or communities might include early drug-using teens, regions particularly hard-hit by methamphetamine, or youth who are particularly affected by the negative consequences of substance abuse (e.g., African American, Hispanic, American Indian, inner city, and rural youth).¹² ONDCP will be identifying and coordinating with local community prevention-related organizations. The Campaign will work with these partners to help them utilize the power of the ATI brand, by “localizing” the brand to help them to address their own drug issues. In addition, the Campaign will provide activities that local communities can implement to increase the participation of youth in their communities, supported with technical assistance.

These efforts will enlist public and private sector partners who are appropriate to particular populations or communities and the Campaign’s objectives. Paid advertising may or may not be a part of an individual community’s campaign, depending on the needs of the community and strategies that are adopted. On-the-ground community outreach can create additional connections to reach teens as well as adults who have an influence in the lives of young people.

As an example, for early using teens, a mobile communications partner might facilitate development of a wireless, peer-to-peer campaign designed to encourage teens to “look out for” each other in creative ways at potentially risky moments, including parties, proms, or spring break. For youth, it might be determined that a grassroots community campaign delivered primarily via community-based organizations is strategically the best approach. Utilizing the latest advances in online technology, geographic and demographic targeting will allow the Campaign to deliver specific advertising for different segments of the target audience to ensure optimal efficiency and engagement.

This approach will also provide a framework within which a “rapid response” capability can be built into the Campaign, allowing for tactical efforts addressing specific concerns or taking advantage of national “teachable moments” to reinforce key Campaign messages. The Campaign, working as part of ONDCP, other Federal agencies and local partners, will monitor events and trends related to youth drug use and develop a strategic response plan that can be implemented quickly to address national and/or local situations. Rather than establishing a formal surveillance system—which would typically have a lag of 1 to 2 years, negating the rapid response concept—the Campaign, through its partnerships with the communities and Federal agencies that have community-level grantees or programs, will monitor through the local media and other sources emerging threats that may require a rapid response. The Campaign can disseminate information about the specific issue and recommend actionable steps for the general public, influencers, and stakeholders, as appropriate, through multiple channels, including advertising, technical assistance for local efforts; news media outreach to online, broadcast, and print outlets; updates through an established presence on Twitter, Facebook, YouTube, and other social networking sites; and e-mails to Campaign constituents. The reinvigorated Campaign will

¹² The Tier Two communities will focus on media markets. The markets are being chosen on the basis of geographic dispersion, youth population density, rates of illicit drug use, and availability of community resources with which to partner.

be flexible and dynamic; continual feedback on the status of the Campaign will be provided by the in-market tracking study.

2. Numerous Steps Were Taken to Ensure that the Campaign Operated in an Effective and Efficient Manner Consistent with the Overall Strategy and Focus of the Campaign and the Will of Congress

In FY 2009, ONDCP took the following steps to ensure the effective and efficient operation of the Campaign:

- Obtained 101 percent of the no-cost match thereby greatly enhancing the reach and frequency of the Campaign's messaging;
- Entered into a contract with the PDFA to recruit advertising agencies to provide *pro bono* creative services in the development of Campaign ads. All production estimates and invoices are independently reviewed by Madison Advertising Management (MAM) to ensure they adhere to the Campaign's strict guidelines, industry standards, and public service rates;
- Ensured that expensive airtime is efficiently used by improving the advertising copy testing process to determine advertising is effective before it goes on the air;
- Developed new methods for online copy testing and in-market tracking¹³ to provide quicker audience response at lower costs; these improvements are going into effect in FY 2010;
- Re-cycled advertising and other materials from the parents prescription drug abuse campaign, first created in 2008, for the Spring 2009 campaign;
- Re-cycled prior-year meth campaign advertising materials for use in the 2009 campaign;
- Conducted new audience research to monitor the effectiveness of using cinema as a key media vehicle to reach teens, provided by a commercial vendor at no additional cost;
- Increased distribution of key print materials and ads online, ensuring that community anti-drug groups and others can use Campaign materials, tailoring them for local use, at no cost;
- Commissioned ongoing user satisfaction surveys of Campaign websites; the results were used to improve access, ensure navigability, and offer quality content of interest to users;

¹³ The revised copy testing and advertising tracking study were recently approved by OMB.

- Conducted weekly surveys of teens and parents to monitor campaign performance in real-time, which permits changes to advertising messaging to optimize campaign performance;
- Monitored research on teens' media habits to ensure advertising dollars are spent in an efficient and effective manner, given the rapidly-changing technological environment;
- Participated in the advertising industry's "upfront"¹⁴ media buying opportunity to achieve optimal program placements as well as lowest possible cost; this approach is especially advantageous during the economic downturn.

3. ONDCP Purchased Advertising Time and Space in an Efficient Manner to Optimize Campaign Exposure

The Campaign's advertising agency is responsible for planning and buying advertisement time and space, based on requirements to reach the target audiences effectively and efficiently. In FY 2009, the Campaign's target was to reach 97 percent of the teen audience approximately 60 times over the year. As noted above, the Campaign met or exceeded these targets, reaching 97 percent of teens approximately 72 times in 2009. Although media costs have increased by more than 40 percent since 1998 while available Campaign resources have declined, the Campaign has continued to maintain adequate levels of exposure and impact.

Historically, media costs have increased 3-5 percent annually, but in 2009 costs flattened out and, in some cases, declined slightly. Advertisers tightened budgets due to the current economic situation, allowing the Campaign to continue to negotiate highly discounted rates to ensure the media buy was as efficient as possible. In 2009, the Campaign continued to receive more than the 100 percent match requirement, enabling the Campaign to extend its exposure.

Television continued to be the primary focus of the Campaign's media plan. Despite the emergence of the Internet and mobile devices, television viewership continued to increase, including among teens, primarily due to the proliferation of targeted cable networks. Television has proven to be the single largest contributor to awareness for Campaign messaging, which is why in 2009 it accounted for more than 60 percent of the youth media budget and 50 percent of the Prescription Drug Prevention Campaign media budget. Consequently, the Campaign ensured television time was purchased as efficiently as possible.

Television networks sell their commercial time ahead of the next season in what is commonly referred to as the upfront market at rates that are lower than what are available later in the year. Advertisers, including ONDCP, benefit immensely from purchasing advertising time during the upfront market period. This process allows the Campaign to procure advertisement time during programming most attractive to teens at reduced rates. Sometimes these rates can be 20-30

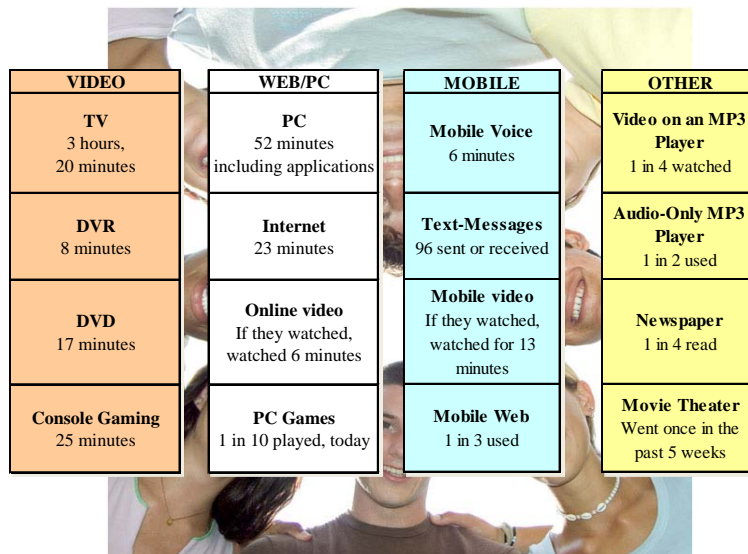
¹⁴ The upfront market is the period beginning in May of each year when the advertisers negotiate purchasing media time with television networks prior to the start of the new season in September. Advertising time purchased during this time period is often less expensive and purchased on more desirable programming than time purchased later in the year.

percent lower than standard costs. Purchasing time and space through negotiation during the upfront market further benefits ONDCP in that it greatly increases the likelihood that the Campaign will receive the required media match, as well as ensures the match is in optimum programming to reach the Campaign’s target audiences. Consequently, the surest way to guarantee that networks will be able to deliver 100 percent of the match value is to purchase national television time and place in the upfront marketplace. When advertisement time and space is purchased later in the year costs are much higher, obtaining the match is more difficult, and time on the more desirable programming may not be available, thus threatening the Campaign’s ability to attain the reach and frequency necessary to ensure success.

Additionally, networks often offer extensive value-added packages during the upfront market period, allowing the Campaign to extend its messaging even further. In FY2009, for example, the Campaign purchased 100 percent of its television advertising time for the youth target in the upfront market. In addition to contributing to the Campaign achieving its reach and frequency objectives and its match requirement, this upfront purchase enabled the Campaign to receive value-added packages from Viacom that consisted of time on VH1 and MTV Tres’ video on demand networks.

Although television generates the most reach and awareness, it is critical that other media vehicles are utilized to ensure the Campaign’s messaging is seen and heard by the target audiences. Nielsen research estimates that only 80 percent of teens can be reached with television in a given week given all of the media that are available to them (see Figure 4), so the Campaign had to supplement its TV buys with other media vehicles to ensure all members of its target audience were effectively covered.

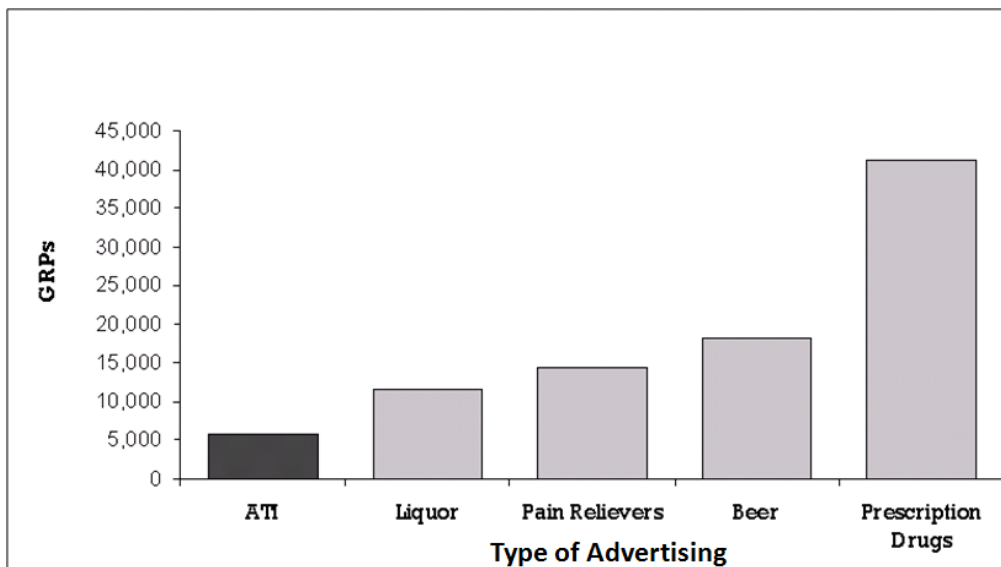
Figure 4. Media Habits of Teens (13-19 years of age)



Source: The Nielsen Company

Magazines, newspapers, radio, out-of-home (e.g., billboards and bus shelters), and the Internet all provided opportunities to strengthen reach to both youth and parents. Many of these vehicles also offered the ability to broadcast the Campaign’s television spots in environments where teens were most at risk of receiving pro-drug messaging. According to research by the Nielsen Company, the media marketplace is saturated with messages about substances teens tend to abuse. Nielsen captures advertising spending by specific brands and categories of advertisers. Figure 5 demonstrates the degree to which teens are exposed to advertising promoting alcohol and medications. It is therefore important for the Campaign to offer a consistent and credible voice on the dangers of drug use via as wide a distribution of media as possible.

Figure 5. Teen Exposure to Alcohol and Prescription Drug Advertising.



Note: The category pain relievers includes advertising for prescription and over-the-counter medications; the category prescription drugs includes advertising for all types of prescription drugs, including pain relievers

Source: Nielsen Ad Views

In FY 2009, the Campaign purchased time for its anti-drug messages in various media, including television, online, print, mobile, radio, and out-of-home (details on these purchases are provided in Appendix A).

4. ONDCP Has Gone to Great Lengths to Implement Policies and Practices that Ensure Federal Funds Are Used Responsibly and Serve to Eliminate the Potential for Waste, Fraud, and Abuse

ONDCP works diligently each year with its contracting office, the Department of Treasury’s Bureau of the Public Debt’s Administrative Resource Center (ARC), to ensure Federal funds appropriated for the Campaign are used responsibly to purchase advertising time and space and to eliminate the potential for waste, fraud, and abuse. The ARC follows the Federal Acquisition Regulations (FAR) when analyzing ONDCP’s requirements, determining the appropriate methods to solicit proposals, and award and administer contracts.

Developed from a solid scientific base, the Campaign collaborates with the PDFA and a wide array of advertising agencies, non-profit, civic, and private-sector organizations to ensure Federal funds are used responsibly.

Through a competitive procurement process conducted by the Department of Treasury in 2004, the Campaign has had an advertising contract with a nationally recognized marketing communications agency, DraftFCB, to plan and purchase advertising time and space. In addition, and as a result of a similar contracting process conducted by the Department of Interior's GovWorks in 2004 (and later transferred to the Department of Treasury), the Campaign has had a contract with Fleishman-Hillard for news media outreach, interactive support, partnership outreach, and other related tasks. Both contracts are currently being re-competed following the FAR. Both contracts are overseen by the ARC Contracting Officer, with the assistance of ONDCP's Contracting Officer's Technical Representative (COTR), a member of the program staff.

In consultation with ONDCP, the PDFA recruits advertising agencies from around the country to provide *pro bono* creative services to develop new advertisements. The Campaign reimburses the agencies for all production costs and pays for all research and testing associated with the ads through the advertising contractor.¹⁵ As a result of this rigorous process, the average cost of a Campaign TV advertisement was 47 percent less than the cost of the average national 30-second TV advertisement. It costs ONDCP \$183,100 on average to produce a 30-second spot, versus \$342,000 for the national average, according to the 2008 Television Production Cost Survey conducted by the American Association of Advertising Agencies.

In FY 2009 the PDFA recruited the following *pro bono* advertising work:

- ATI advertising was developed by North Carolina-based McKinney (4 television, 6 print, and 2 radio advertisements) and by New York-based McGarry Bowen (2 television and 2 radio advertisements);
- Advertising for the Anti-Methamphetamine Campaign was developed by San Francisco-based Publicis & Hal Riney (3 television, 6 radio, and 3 outdoor advertisements); and
- Two new print ads were developed by Dallas-based Richards Group for the parents' prescription drug prevention campaign.

Further, all advertisements and other Campaign materials are reviewed for scientific accuracy by NIDA, prior to focus group and quantitative message testing. This process avoids costly revisions to the advertisements that could occur further along in the creative process if a factual error were to go undetected until then.

In addition, the Media Match requirement results in a doubling of paid advertising exposure to Campaign messages, thus providing exceptional value—in 2009, the Campaign received 101

¹⁵ All production estimates and invoices are reviewed by MAM, an independent contractor, to ensure they adhere to the Campaign's strict guidelines, industry standards, and public service rates.

percent no-cost media match. Since ONDCP does not have the technical capability to conduct its own internal review to ensure the media match has been met, all media activity, including the match requirement, is monitored and reported monthly by DraftFCB, the Campaign's media contractor. DraftFCB uses a variety of syndicated research companies to ensure audience delivery of all media buys (i.e., that the Campaign's messages did actually appear at the times and in the places that were purchased) can be verified by a third-party resource. These companies include Nielsen (television), Comscore (interactive/digital), Mediamark Research and Intelligence (print), Arbitron (radio), and Traffic Audit Bureau (outdoor and transit). All third-party resources used by DraftFCB are considered to be industry-standard by all advertisers.

5. All Contracts Entered into with a Corporation, Partnership, or Individual Working on Behalf of the National Youth Anti-Drug Media Campaign Were Awarded in Full Compliance with the Federal Acquisition Regulations

The Campaign currently has six contracts, all of which are fixed-price and performance-based, with a base period and multiple option years. As required under FAR, contractor performance is reviewed annually to determine whether the next option year will be exercised. The current contracts are:

- Advertising and Media Buying Services – TrueNorth Communications d.b.a. DraftFCB;
- News media outreach, interactive support, partnership outreach, and other related tasks (non-advertising) – Fleishman-Hillard;
- Production Analysis – Madison Advertising Management;
- Partnership Attitude Tracking Study Special Analysis – Partnership for a Drug-Free America (PDFA);
- Management of *Pro Bono* Creative Advertising- PDFA; and
- Annual Evaluation Report (due annually on April 20th).

In FY 2009, the two primary contracts with DraftFCB and Fleishman-Hillard reached their final option years. ONDCP worked closely with its contracting office, ARC, to develop new solicitations reflecting input from an expert panel convened in October 2009 by the Campaign to provide insights and input to develop the new, two-tiered direction for the program outlined earlier. Separate solicitations for each contract were issued on December 21, 2009 and awards are expected by May 2010.

These solicitations are for full and open competitions (i.e., they are open to all qualified vendors) under GSA-approved Schedule No. 541 (Advertising and Integrated Marketing Services). The scope of work for the advertising and media buying contract now includes website management and development of the teen-targeted website, Abovethetheinfluence.com. The transition of the management of the website was done in an effort to more closely align the advertising contractor's management of the ATI brand with the website. The site is currently managed by Fleishman-Hillard under the existing non-advertising contract.

ONDCP's authorization mandates the use of the PDFA to manage the *pro bono* creative process for the Campaign. Therefore, ONDCP entered into a sole-source contract with the PDFA to conduct this work.

In FY 2009, ONDCP released a Request for Proposals seeking an independent contractor to design, develop, and implement a formal outcome evaluation of the Campaign in order to meet the Congressional evaluation requirement. ONDCP's Office of Research/Data Analysis will manage this contract, although funding will come from annual Media Campaign appropriations. ONDCP expects to make an award by June 2010.

As ONDCP does not have its own contracting office, all Campaign contracts are handled by the ARC on a fee-for-service basis. The ARC is responsible for the solicitation, award and administration of all Campaign contracts. As noted above, a Campaign staff member serves as the COTR for each contract and receives training every two years to maintain their FAC-COTR certification and to remain abreast of the latest methods to monitor contractor performance. In 2009, there was no issue requiring correction from the Contracting Officer with any of the contracts.

6. ONDCP Implemented Numerous Policies in FY 2009 to Ensure Compliance with the Office of National Drug Control Policy Reauthorization Act (P.L. 109-469)

Title V of the ONDCP Reauthorization Act of 2006 contains several requirements that ONDCP must comply with in executing the Media Campaign; these requirements fall under the following categories:

- Use of funds (general and specific requirements, and purchase of advertising time and space);
- Advertising;
- Division of responsibilities and functions;
- Prohibitions;
- No-cost matching not directly related to substance abuse;
- Financial and performance accountability;
- Report to Congress;
- Local target;
- Preventing marijuana use; and
- Prevention of methamphetamine abuse and other emerging drug abuse threats.

The following are brief descriptions of how ONDCP met each of these requirements in FY 2009. Much of the detail on how ONDCP complied with each of these requirements is presented in various sections of the current report; the reader is directed to those sections. All of the Title V requirements were met in FY 2009.

Use of Funds

Title V specifies that ONDCP may use appropriated funds for the Media Campaign only for purchase of media time and space (sections 4 and 5); creative and talent costs (section 5);¹⁶

¹⁶ Creative costs may only be paid for with appropriated funds if: (1) they are responding to high-priority or emergent campaign needs that cannot timely be obtained at no cost; (2) they are intended to reach a minority, ethnic, or other special audience that cannot reasonably be obtained at no cost; or (3) the Director determines that the PDFA is unable to provide them.

advertising production costs (section 5); testing and evaluation of advertising (section 9); evaluation of the effectiveness of the Campaign (section 9); negotiated fees for contracts (section 6); partnerships with a variety of non-governmental groups (Appendix D); and outreach to the entertainment industry, news media, and corporations (Appendix D).

In addition, Title V requires that ONDCP expend at least 72 percent of funds on purchasing media time and place when appropriated funds total less than \$125 million; in FY 2009, the Campaign was funded at \$70 million. Consequently, ONDCP expended at least 72 percent of these funds on purchasing media time and place.

The Campaign has developed an ONDCP Production Guideline manual that outlines all rules for determining production and reimbursement costs. The guidelines are provided to each advertising agency that accepts a *pro bono* assignment to develop new advertising. During the kick-off meeting to brief the advertising agency and production staff on the assignment there is a section devoted to covering financial issues and discussing the production guidelines. Each advertising agency is asked to sign a form that acknowledges they have received and read the guidelines. In FY 2009, this manual was updated in collaboration with the PDFA and the advertising and production analysis management contractors.

Advertising

Title V requires that the ONDCP Director ensure sufficient funds are allocated to meet the stated goals of the Campaign. Section 2 of this report presents the goals of the Campaign and sections 3-5 provide detail on the operation of the Campaign, plans to purchase media time and place, and policies and practices implemented to ensure the funds are expended in a manner consistent with the requirements of Title V, respectively.

Division of Responsibilities and Functions

As required by Title V, the Director, in consultation with the PDFA, determines the overall purpose and strategy of the Campaign; specifically, the Director is responsible for the Campaign's strategy (section 2), all advertising and promotional material (section 3), and the plan for purchasing media time and place (section 4). The PDFA, at the request of the Director, (1) develops and recommends strategies to achieve the goals of the Campaign, and (2) creates all advertising to be used in the national Campaign (with the exceptions listed in footnote 13) (sections 3 and 5).

The ONDCP Director meets at least yearly with PDFA senior leadership to discuss recommendations on strategies to achieve the goals of the Campaign. Campaign staff and the advertising contractor have approximately quarterly meetings with PDFA to discuss strategy, coordination and implementation of the Campaign; these formal meetings are supplemented with weekly conference calls.

In FY 2009, the majority of all advertising created was developed under the PDFA *pro bono* system with the exception of print open letter advertisements for the Anti-Methamphetamine Campaign and the Parents Prescription Drug Prevention Campaign, which were developed by the advertising contractor; all creative materials were created *pro bono*. Interactive creative

materials were developed by the advertising contractor as advertising agencies that provide *pro bono* services have not historically been able to provide these services.¹⁷

Prohibitions

Title V prohibits ONDCP from expending appropriated funds for the following activities:

- *To supplant current anti-drug community-based coalitions.* No appropriated funds were used in FY 2009 to supplant current anti-drug community-based coalitions. To the contrary, the Campaign has worked to promote and provide materials and resources to community-based anti-drug coalitions. For example, the development of the resources section on the parent website was designed specifically to make it easier for coalitions to download and order Campaign materials. The Campaign also partnered with the Community Anti-Drug Coalitions of America on the Anti-Methamphetamine and Parents Prescription Drug Prevention campaigns.
- *To supplant pro bono public service time donated by national and local broadcasting networks for other public service campaigns.* The advertising and media buying services contractor has a clear policy that media match cannot be delivered with *pro bono* public service time.
- *For partisan political purposes or express advocacy in support of or to defeat any clearly identified candidate, clearly indentified ballot initiative, or clearly identified legislative or regulatory proposal.*
- *To fund advertising that features any elected officials, persons seeking elected office, cabinet level officials, or other Federal officials employed pursuant to section 213 of Schedule C of title 5, Code of Federal Regulations.* The requirements for this and the preceding prohibition are clearly stated in materials provided to all advertising agencies during the initial briefing on the assignment. No such use of appropriated funds were planned or executed in FY 2009.
- *To fund advertising that does not contain a primary message intended to reduce or prevent illicit drug use.*
- *To fund advertising containing a primary message intended to promote support for the media campaign or private sector contributions to the media campaign.* With respect to the requirements of this and the preceding prohibition, all of the paid or match advertising in FY 2009 focused on youth drug prevention, anti-methamphetamine, and prescription drug prevention messages.

No-Cost Matching Not Directly Related to Substance Abuse

Title V requires the Director to ensure that no-cost match advertising that does not directly relate to substance abuse prevention consistent with the purposes of the national media campaign includes a clear anti-drug message. In recent years, including FY 2009, all media match was

¹⁷ The Director may expend up to \$1,500,000 in a fiscal year on creative services that cannot be provided through *pro bono* services—in FY 2009, such expenditures totaled \$500,000.

used by the Campaign for its tested messages, which all focus on various aspects of drug prevention that are consistent with the purposes of the Campaign. Details of the Campaign's no-cost match advertising plan are provided in section 8 (see below).

Financial and Performance Accountability

The financial and performance accountability requirements under Title V are no longer applicable since all of the Campaign's contracts are now fixed-priced rather than cost plus fee.

Report to Congress

The current report fulfills this Title V requirement.

Local Target

In FY 2009, all Campaign advertising provided a mechanism to obtain information on local prevention and treatment resources through the use of a toll-free number and/or website. Through an interagency agreement with SAMHSA's Health Information Network, the Campaign had (and continues to have) a dedicated toll-free telephone number in English and Spanish to handle all inquiries generated by Campaign messages. All Campaign websites had (and continue to have) features on the homepage of each site that will send the user to a referral site for local prevention and treatment resources as well as crisis-counseling expertise.

Preventing marijuana use

Title V notes that in conducting Campaign advertising and activities, the Director may emphasize prevention of youth marijuana use. As noted earlier, since 2001, the Campaign has focused primarily on marijuana, but, in FY 2009, the Campaign broadened its youth-targeted messaging to include other dangerous and illegal substances that teens reported using.

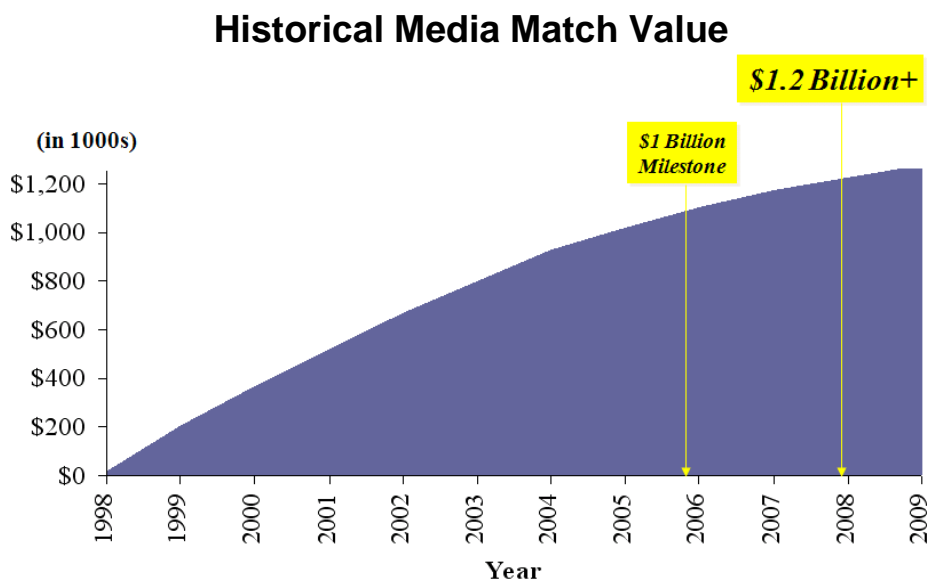
Prevention of methamphetamine abuse and other emerging drug abuse threats

Title V requires ONDCP to expend not less than 10 percent of appropriated funds on advertising to reduce the use of methamphetamine. However, if the Director documents that methamphetamine laboratory seizures dropped to at least 75 percent of their 2006 levels or that there was a statistically significant increase in another drug of abuse that could be defined as a local drug crisis, funds can be expended to address this local crisis rather than methamphetamine use. As noted in section 2, in FY 2009, ONDCP expended \$8 million on the Anti-Methamphetamine Campaign.

7. No-Cost Match Requirements for Advertising in Accordance with Title V of the Office of National Drug Control Policy Reauthorization Act (P.L. 109-469) Were Exceeded in 2009

In FY 2009, the Campaign successfully secured no-cost matches of advertising time and space in accordance with Title V. Through the services of DraftFCB, the Campaign's advertising and media buying contractor, the Campaign secured no-cost Media Match at 101 percent of paid media commitments. Since the launch of the Campaign in 1998, the Campaign has received a total value of more than \$1.28 billion in media through this requirement (see Figure 6).

Figure 6. National Youth Anti-Drug Media Campaign No-Cost Media Match: 1998-2009



Source: DraftFCB

8. Testing and Evaluation of the Campaign’s Messages Indicates They Were Effective; Evaluation of National Survey Trend Data Suggests Mixed Results

Congress has set specific requirements for the evaluation of the Campaign through reauthorization and appropriations language. The ONDCP Reauthorization Act of 2006 requires the Campaign to be evaluated in two ways: (1) testing and evaluation (of advertising); and (2) an outcome evaluation of Campaign effectiveness. In addition, in FY 2009, ONDCP established four performance measures for the Campaign in accordance with the Government Performance Results Act (GPRA).

Testing and Evaluating Advertising

Section 501(b)(2)(B) of the 2006 ONDCP Reauthorization Act, , requires testing of all advertisements prior to use “...to ensure that the advertisements are effective and meeting industry-accepted standards.”

The development, testing, and evaluation of Campaign advertising are rigorous and cyclical processes, where findings at every stage are incorporated to optimize future work. The process can be best delineated into three phases: (1) Strategic Development; (2) Creative Development including Qualitative/Quantitative Testing; and (3) In-Market Evaluation. This process has been used, with modifications, since the beginning of the Campaign in 1998 and was used throughout 2009 for the advertising created for the ATI and Anti-Methamphetamine campaigns.

Phase 1: Strategic Development. The Campaign uses a variety of approaches to ensure the Campaign’s messaging strategies have the greatest possible impact. These include conducting literature reviews on the strategic topic, soliciting expert input, and conducting extensive exploratory research (e.g., focus groups, one-on-one interviews, and online panels with the target

audiences). Ongoing involvement with Campaign advisors ensure this process meets and exceeds advertising industry standards.

Phase 2: Creative Development and Qualitative/Quantitative Testing. Through collaboration with PDFA, highly skilled advertising agencies develop the Campaign’s creative concepts on a *pro bono* basis. The concepts are reviewed by the PDFA’s Creative Review Committee, which is comprised of the advertising industry’s leading creative directors. While still in conceptual form (typically storyboards and scripts), this work is tested for comprehension and effectiveness of the message delivery in two ways. The first step is qualitative research (typically focus groups with teens or parents of teens) conducted in geographically diverse cities throughout the country to verify that the work meets the strategic communication objectives. The Media Campaign Advisory Team (described below) also reviews the work while it is still in the conceptual stages to ensure it adheres to the appropriate message platform and behavioral research. In addition, any scientific claims made in an ad concept are reviewed by the NIDA prior to qualitative testing.

The second step is conducted after ads are produced, but prior to going to air. A custom-designed quantitative assessment system, known as “copy testing,” based on best practices of the advertising industry but tailored to the Campaign’s specific needs, is used to evaluate how well the target audience responds to the finished advertising on a host of dimensions, including whether it meets strategic communication objectives; affects anti-drug attitudes and beliefs as intended; and ultimately, decreases youth intentions to use illicit drugs or increases parents’ intentions to adopt certain parenting behaviors. Copy testing standards have been established for the Campaign, and since 2002, no advertisement has been aired on television unless it met or exceeded these standards.

The Campaign’s approach to testing is modeled on the best advertising and market research practices. Research and data collection standards are set forth by a number of organizations including the American Association for Public Opinion Research, the Advertising Research Foundation, and the Council of American Survey Research Organizations. All qualitative and quantitative research conducted in support of the Campaign adheres to best practices outlined by these organizations. In the forthcoming six-volume Wiley International Encyclopedia of Marketing, the key reference for the marketing industry, the Campaign’s copy testing approach is highlighted as an outstanding example of a copy testing study that adheres to the principles of Positioning Advertising Copy Testing, the major industry document on copy testing standards.

The qualitative and copy testing research as well as the in-market evaluation (described below) are conducted through independent, third-party vendors, not the *pro bono* advertising agencies that create the advertising concepts.

Phase 3: Campaign Tracking Studies. Once an advertisement is aired, its performance is monitored by the youth Campaign tracking study, which consists of interviews of 100 teens conducted each week throughout the year. This study provides real-time feedback on to what extent the advertisements are having an impact on the target audiences, and how the advertisements perform on a host of dimensions. The measures in this study include:

- Unaided awareness of the advertising;
- Recall (aided) awareness of the advertising;
- Attitudinal measures; and
- Intentions (to use specific drugs in the future)

The Campaign also conducted a parent Campaign tracking study, which surveyed 100 parents with children ages 12 to 17 each week surrounding periods of on-air advertising. This study was discontinued in September 2009 due to budget constraints.

The key measures in this study included:

- Brand and logo awareness;
- Advertisement awareness and recall; and
- Intentions to monitor their child

A number of external surveillance measures are also used by the Campaign to assess to what extent trends in youth drug use, as measured by these surveys, are consistent with the expected outcomes of the Campaign. These surveys include: PATS, MTF, and NSDUH. Data from these annual studies are used to assess Campaign performance and strategy and to continually improve the Campaign. Findings from these surveys are included in the annual evaluation report (see the accompanying report *Annual Analysis of the Effectiveness of the National Youth Anti-Drug Media Campaign: Report to Congress*).

Media Campaign Advisory Team. Throughout the formulation of the Campaign's advertising the Media Campaign Advisory Team (MCAT) plays an important role. It is a group of external experts that provides ongoing insight and guidance to the Campaign. MCAT advisors provide input on the context of strategic and creative development of Campaign messages and on a project-by-project basis as part of working groups tasked with addressing specific Campaign-related challenges. MCAT members are highly credentialed in qualitative and quantitative evaluation, substance abuse prevention, multicultural marketing, behavior change, social marketing, advertising, peer networks, social work, brand relationships, family/parenting, teen culture, and advertising research. The group is diverse in ethnicity, gender, and discipline. Advisors are selected by the advertising services contractor, in collaboration with ONDCP.

The MCAT was actively engaged throughout FY 2009. Specific tasks included reviewing and providing feedback on advertising strategies and creative concepts, reviewing and revising the Campaign's tracking study methodology, adapting the tracking study to enable assessment of youth online activities, and providing input into the development of localized Campaign efforts. These engagements involved both meetings (including conference calls) and individual consultations.

Evaluation of the Campaign's Effectiveness

Section 501(b)(2)(C) of the 2006 ONDCP Reauthorization Act requires ONDCP to evaluate the Campaign's effectiveness. It specifically directs ONDCP to:

“(i) designate an independent entity to evaluate by April 20 of each year (an Annual Analysis of) the effectiveness of the national media campaign based on data from - (I) the Monitoring the Future Study published by the Department of Health and Human Services, (II) the Partnership Attitude Tracking Study published by the Partnership for a Drug-Free America, (III) the National Household Survey on Drug Abuse by SAMHSA, [now the National Survey on Drug Use and Health]; and (IV) other relevant studies or publications as determined by the Director, including tracking and evaluation data collected according to marketing and advertising industry standards.

The second portion of the Congressional requirement is for an outcome evaluation, whereby Congress directs ONDCP to:

“(ii) ensure that the effectiveness of the national media campaign is evaluated in a manner that enables consideration of whether the national media campaign has contributed to reduction of illicit drug use among youth and such other measures of evaluation as the Director determines are appropriate (an outcome evaluation).

Annual Analysis of National Trend Data. The report, *Annual Analysis of the Effectiveness of the National Youth Anti-Drug Media Campaign*, details the trends in national data sets such as the MTF, NSDUH, and PATS and other data sets and assesses to what extent the Campaign may be associated with these trends. It is due to Congress by April 20, 2009 and is being submitted to Congress independently from the current report.

Outcome Evaluation. In FY 2009, to comply with section (ii) of the 2006 Reauthorization, ONDCP (through its contracting agent, ARC) issued a Request for Proposals for a full and open competition seeking an independent contractor to design, develop, and implement a formal outcome evaluation of the Campaign. ONDCP’s Office of Research/Data Analysis (ORDA) will have technical oversight of this contract (an ORDA staff member will serve as COTR), although funding will come from annual Media Campaign appropriations. ONDCP expects to make an award for this contract by June FY 2010.

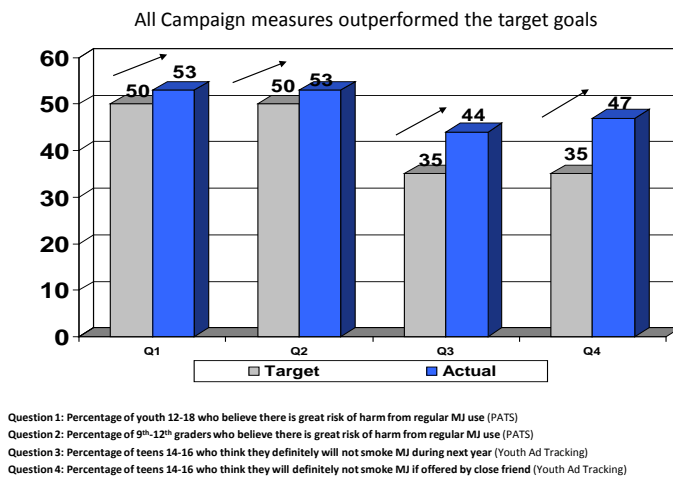
GPRA Performance Measures

ONDCP established the following four performance measures for the Campaign in FY 2009:

- Percentage of youth aged 12 to 18 who believe there is great risk of harm from regular marijuana use;
- Percentage of 9th through 12th grade students who believe there is great risk of harm from regular marijuana use;
- Percentage of teens aged 14 to 16 who think they definitely will not smoke marijuana during next year; and
- Percentage of teens aged 14 to 16 who think they will definitely not smoke marijuana if offered by a close friend.

Data from the PATS and the Campaign’s youth advertising tracking study indicate that the Campaign exceeded the target goals for all four measures (figure 6).

Figure 7. FY 2009 Campaign Performance Measures



Conclusion

In FY 2009, the National Youth Anti-Drug Media Campaign fulfilled all of its congressionally mandated requirements, including the following:

- Implemented an anti-drug prevention communications strategy and met or exceeded objectives;
- Operated the Campaign in an effective and efficient manner;
- Purchased advertising time and space to optimize reach and frequency for the targeted audiences;
- Ensured that Federal funds were used responsibly to eliminate the potential for waste, fraud, and abuse;
- Awarded all contracts in a manner consistent with the Federal Acquisition Regulations;
- Implemented specific policies and procedures to ensure compliance with the 2006 Reauthorization Act;
- Secured 101 percent of the no-cost match of advertising time and space; and
- Conducted the annual effectiveness evaluation and conducted the solicitation for the outcome evaluation.

As a result of this program activity the Campaign produced advertising that tested well among target audiences; increased awareness of its advertising for the ATI, Anti-Methamphetamine, and Parents Prescription Drug Prevention campaigns; and improved specific beliefs and intentions related to each of the campaigns. For example, according to the MTF, among youth who are aware of anti-drug advertising, including the Campaign's messages, the belief that they have learned "a lot" from the advertisements or made them less favorable toward drugs increased in 2009. However, with respect to drug use behaviors and attitudes as measured by such data sets as MTF, NSDUH, PATS, and the Campaign's advertising tracking study, the results are more mixed. Youth drug use has remained stable for the past two or three years following steady

declines from 2001 and 2002; some measures of the perception of risk of using drugs have softened; and awareness of anti-drug advertising, in general, has declined.

In an effort to align the Campaign's efforts with the 2010 National Drug Control Strategy's emphasis on community-based prevention, and to ensure that the Campaign's resources continue to be expended in the most efficient and effective manner, the ONDCP in 2010 will be implementing a new vision via a two-tiered Campaign directed at the most susceptible teens and the influential adults in their lives, including parents.

ONDCP's new vision will strike a more effective balance between a broad nationally-focused prevention message (Tier One) and more targeted efforts focusing on populations or communities at risk (Tier Two). This two-tiered approach will permit the Campaign to continue to reach all teens across the country with a highly visible national media presence while focusing additional on-the-ground activities on those populations or communities where teens are most at-risk.

ONDCP will report in detail on these efforts and their achievements in next year's annual progress report.

APPENDIX A

Youth Campaign: “Above the Influence”

Since November 2005, the Campaign has been using messages around the theme of “Above The Influence” (ATI), a brand designed to capture the attention of youth when they are most likely to be exposed to offers of substances of abuse for the first time.

Through the varied channels of cable and Network TV, popular teen print publications, teen-targeted websites and social networks, radio, place-based out-of-home and mobile marketing, the Campaign successfully maintained 52 weeks of media presence, while directly engaging teens with drug prevention messages. In FY 2009, the Campaign reached 97% of teens (ages 12 to 17) approximately 72 times.

Following are some highlights of the reach of the ATI brand.

Television

- The youth campaign ran on three national broadcast and 18 cable TV networks, including *ABC Family*, *MTV*, *The N*, and *VH-1*. Some examples of TV programming include *American Idol*, *Gossip Girl*, and *The Hills*.
- In FY 2009, networks like *MTV Tres* and *Mun2* were added to strengthen reach to Hispanic teens, while networks such as *BET* ensured effective reach to African-American teens.

Online

- Online banners, video and advertisement keyword searches were bought from companies such as Google, Hulu, Bebo, High School Sports, MyYearbook, Pandora, Yahoo, and MTV.

Print

- ATI advertisements ran in 29 national magazines, such as *Seventeen*, *ESPN*, *Teen Ink*, *Nintendo Power*, *Girls’ Life*, and *ESPN Rise*.

Mobile

- During the summer of 2009, teens who saw an ATI advertisement in four teen-targeted magazines – *Seventeen*, *J-14*, *ESPN*, and *DC Comics* – could text a short code to get a mobile wallpaper design for their own mobile phone. In two months’ time, nearly 4,600 teens texted to receive the wallpaper.
- During popular concert events, teens were encouraged to express their unique meaning of being “Above the Influence” by texting aspirational messages for display on JumboTrons. During two JingleBall events in New York and Los Angeles, 31,000 texts were received from audience members.



“Above the Influence” print advertisement featured in DC Comics, including text-in code for free ATI cell phone wallpaper

Radio

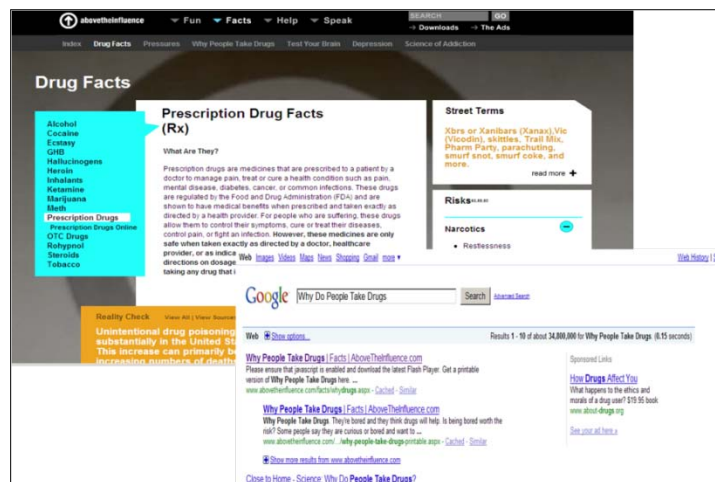
- National radio was used during the January-April 2009 priority period to reach teens in urban, suburban, and rural areas. The ATI message ran on such programs as *Ryan Seacrest's Top 40*, and *BET 106 & Park*.
- Digital radio was introduced in response to teen listening trends. In January-April 2009 108 *Clear Channel* stations in 86 markets across the country featured ATI spots.

Out-of-Home

- Out-of-Home media includes advertising in movie theaters and shopping malls. In 2009, more than 400 mallscape posters were placed in 50 malls across the country and 47" x 69" back-lit posters prominently featured ATI advertisements in high-traffic areas of the malls with high teen concentration.
- Thirty and fifteen-second ATI TV spots ran before PG-13-rated movies in movie theaters nationwide, an environment that provides captive audience and minimal distractions.

“Above the Influence” Online

The Campaign continues to leverage the power and reach of the Internet to communicate with the teen audience. The Campaign’s robust teen website, Abovetheinfluence.com, offers drug information and help resources, designed to extend the messages of “Above the Influence” advertising. A variety of fact-based and teen-centered features appeal to a wide audience of teen visitors. In addition to regular content updates to keep the site fresh and encourage site visits, several new sections were developed this year, including a completely re-designed “Drug Facts;” “Depression;” and “Help a Friend” sections. The new sections encourage teens to think more broadly about substance abuse and other risky behaviors and the many different ways in which they can negatively affect their own lives, as well those of their friends and families.



“Drug Facts” section on AbovetheInfluence.com and Google.com results page demonstrating ATI search engine optimization efforts

The Above the Influence website provides a platform for teens to engage in their own creative expression and content creation by encouraging submissions of photos, or mobile expressions, of what it means to be “Above the Influence.” The site also encourages teens to submit their own stories, poetry, and videos to share personal experiences of helping friends who have dealt with substance abuse and other issues, as well as the many ways they remain drug-free.



Teen user-generated content submission through photo-sharing website Flickr.com

The search-engine optimization of the “Drugs Facts” section of Abovetheinfluence.com reveals an important trend in leveraging the way that users naturally find websites on particular topics – through search engines including Google, Yahoo, and Bing.

The Campaign also extended the brand reach by purchasing key search terms on Google.com and Yahoo.com, when teens are seeking information related to Campaign topics, such as how to deal with pressure or where to find factual information on the risks of drug use. Examples of paid search terms include “marijuana,” “alcohol,” “meth”, and “why take drugs.”

APPENDIX B

Anti-Methamphetamine Campaign

The anti-methamphetamine (anti-meth) campaign aims to prevent and reduce methamphetamine (meth) use in those areas of the country most severely affected. In 2009, while all 50 States received some paid media support, the majority (85%) of the anti-meth budget was directed to 16 States whose communities were most in need (Alaska, Arizona, Arkansas, Indiana, Iowa, Kentucky, Minnesota, Missouri, Nebraska, Nevada, New Mexico, Oklahoma, Oregon, Illinois, Washington, and Wyoming).

These States were chosen based primarily upon higher prevalence rates according to the most recent data from the SAMHSA NSDUH State meth use rates (2004-2007) and the Drug Enforcement Administration's 2008 National (Meth Lab) Seizure System.

The targeted 16-State local plan launched in September 2009 and ran through November 2009. Highlights include the following:

Pilot Tracking Study

- New in FY 2009: five of the 16 States were part of a pilot pre-/post-advertising awareness tracking study to gauge the Campaign's anti-meth advertising and its effect on beliefs about meth. This study will run into FY 2010.

Hispanic Support

- States with high meth usage rates and with significant Hispanic populations received in-language advertising on local Spanish-language TV and radio stations. New TV, radio, and outdoor ads were tested in Spanish-speaking focus groups in the Albuquerque, New Mexico area.

Rural Outreach

- To reach rural and smaller suburban communities, outdoor advertising billboards ran in all 16 States.

Some 200 large billboards ran along roadways, with smaller versions placed atop gas pumps at more than 1,000 gas stations. Additionally, posters appeared in more than 600 convenience stores. Overall, more than 5,500 outdoor ads were placed.



Anti-Meth campaign Hispanic television advertising, "Downward Spiral"



Anti-Meth campaign out-of-home advertising that appeared in rural areas, "Little Boy" billboard

New TV, Radio and Outdoor Ads

- New *pro bono* ads were created in collaboration with PDFA and Publicis Hal Riney, an advertising agency based in San Francisco, California. Ads were qualitatively and quantitatively tested with members of the target audience before their launch in the local markets.



Anti-Meth campaign young adult television advertising, “Laura” (left) and “Doug” (right)

Reaching Communities Locally

- The FY 2009 Anti-Meth campaign launched with a local media event in St. Louis, Missouri in September 2009, to coincide with National Alcohol and Drug Addiction Recovery Month. Josh Palmer, a former meth addict in recovery and a drug court graduate, was featured in an Open Letter advertisement that ran in 36 newspapers in the 16 States, and participated in the launch event and press interviews.



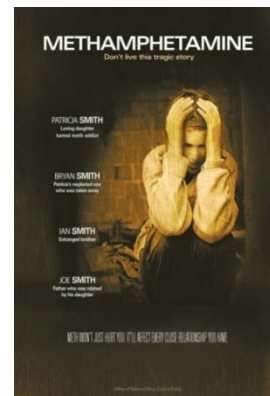
Anti-Meth campaign print Open Letter advertisement, “Josh” highlights recovery story of former meth user and features five partner organizations as signatories

Stakeholder Involvement

- Josh’s story resonated across the country due to the involvement of Open Letter partners like the National Association of Drug Court Professionals.

Anti-Meth Public Service Announcement (PSA) Distribution

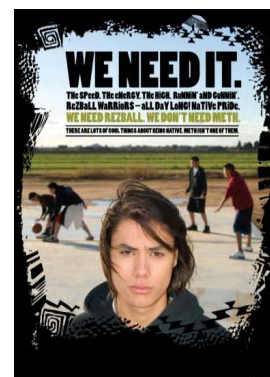
- Plans were put in place for anti-meth campaign ads to be made available to local organizations. Print, outdoor billboards, posters, and other materials were available for download from MethResources.gov starting in late FY 2009. Versions of the TV and radio ads are available—for the first time in the Campaign’s history—for use as public service announcements in donated media. Local substance abuse organizations may request the TV and radio PSAs through MethResources.gov.



Anti-Meth campaign young adult print advertisement, “Ending Credits”

American Indian/Alaskan Native (AI/AN) Ads for Distribution

- Ads created specifically for the AI/AN community in FY 2008 were made available for distribution in FY 2009. They were developed by the Campaign in partnership with PDFA, the National Congress of American Indians, and the Native American-run advertising agency AMS, with assistance from Native Wellness.



Anti-Meth campaign American Indian/Alaskan Native print advertisement, “Rezbball”

APPENDIX C

Parents Campaign: Teen Prescription Drug Abuse

In FY 2009, ONDCP continued its campaign to decrease the abuse of prescription drugs among teenagers. The multi-media parents Campaign included:

Television

- Two effective TV spots from 2008 were recycled and ran nationally on 20 cable and two broadcast networks from April through June, 2009.

Traditional Print

- Two new print ads ran in 14 national magazines (e.g., *People*, *Sports Illustrated*, *Popular Science*, *Working Mother*), two large-circulation newspapers (*USA Today* and the *New York Times*) and the *PARADE* supplement in 478 local newspapers.
- In October 2008, the Campaign included the signatures of the following partner organizations on an Open Letter advertisement to parents called “A Social Mixer Isn’t What It Used to Be”: American Academy of Family Physicians, American Academy of Nurse Practitioners, American Academy of Pediatrics, American Academy of Physician Assistants, American College of Emergency Physicians, American Medical Association, American Pharmacists Association, American School Counselor Association, American Society of Addiction Medicine, Community Anti-Drug Coalitions of America, Lions Club International, National Association of Chain Drug Stores, National Association of State Alcohol and Drug Abuse Directors, National Council on Alcoholism and Drug Dependence, National Family Partnership, PTA, and SADD.

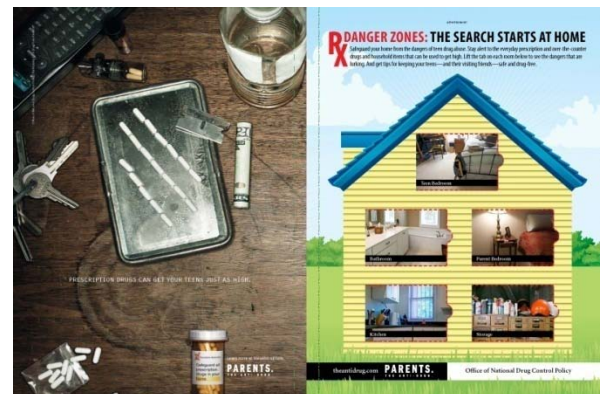
High-Impact Print

- *Family Circle*: A new insert, “Rx Danger Zones: The Search Starts At Home,” was developed with *Family Circle* magazine and ran in the June issue.
- *Reader’s Digest*: A two-part advertising series was developed with *Readers Digest* and the Boys & Girls Club of America on how to protect teens from abusing prescriptions and other drugs.

Parent campaign prescription drug television advertisement, “All My Pills”



Parent campaign prescription drug print Open Letter advertisement, “Social Mixer”

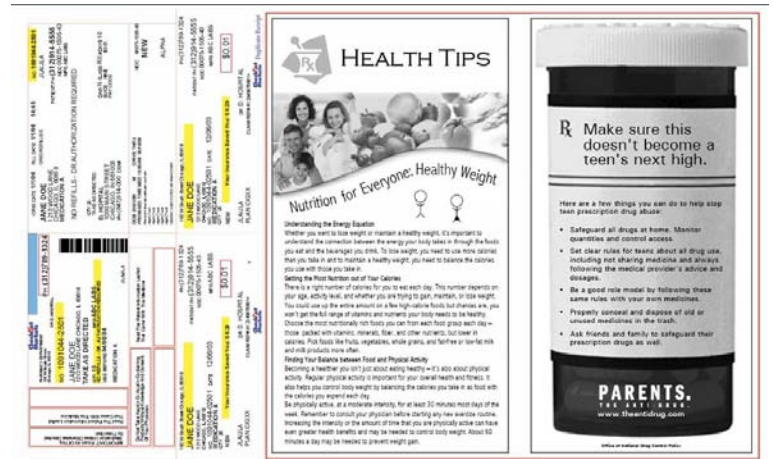


Family Circle prescription drug initiative print ad “Cocaine” and “Rx Danger Zones” house tour spread

Point-of-Prescription

The Campaign also reached parents at the time prescription medication is prescribed and dispensed, and potentially accessible to teens.

- TV spots ran in June 2009 on the AccentHealth network, which runs in more than 5,000 doctors' offices.
- More than 20,000 pharmacies nationwide participated in a program in May and June 2009 in which Campaign messages were printed on prescription bags containing medications that teens may potentially abuse, such as painkillers. The message was delivered to adults ages 35 and older who were picking up medications that are known to be subject to abuse.



Point-of-prescription advertising, directed at parents, and featured on prescription bags containing medications that teens may potentially abuse

Online

- Online banner and video advertisements ran from April to July and referred parents to TheAntiDrug.com. The advertisements ran on news and entertainment sites frequented by parents of teens, such as the Everyday Health Network and drugstore.com, where parents would be looking at information about prescription medications.
- In addition to banners, Google search advertisements ran from January through September 2009, to reach parents seeking information on prescription drug abuse.



Parent campaign online banner advertising directing toTheAntiDrug.com

Results of the Two-Year Teen Prescription Drug Abuse Prevention Initiative

The Parents advertising tracking study, conducted by a third-party research vendor who interviewed, via phone, a sample of 100 parents per week, showed that during and post-parent-targeted advertising activity, awareness of the teen prescription drug abuse campaign reached the peak levels previously attained during the period of advertising activity in 2008. The peak levels were more than double the levels found prior to the start of the campaign in 2008. On average, 67% of parents were aware of the campaign while it was airing. More than 75% of parents who knew of the campaign reported that they intended to adopt key actions/directives described in campaign messages.

From FY 2008 to FY 2009, traffic to the TheAntiDrug.com website has dropped as parent advertising levels have dropped, reflecting an overall decrease from FY 2008 to

FY 2009. However, during the period when the Campaign remained focused on the topic of teen prescription drug abuse with the parent audience, the site experienced an overall increase in user sessions and page views to the prescription drug-related content sections.

APPENDIX D

News Media Outreach and Partnerships

From its inception, the Campaign has complemented advertising initiatives with public education and outreach programs designed to portray the harms of teen drug use. The programs dispel misconceptions about youth drug use; provide teens, parents, and adult influencers with compelling information on drug risks; and provide useful prevention and intervention resources. This integrated approach, consistent with other social marketing programs, adds reach, credibility, and depth to the advertising program.

Parent advertising efforts remained focused on the prescription drug abuse prevention campaign, and the Campaign used public communications and outreach not only to further those messages, but also to focus on additional topics of interest to parents, including teens and technology; stress, drugs and risky behaviors; and drugged, drunk, and distracted driving.

In October 2008, the Campaign launched an initiative to publicize the volume of pro-drug/risky behavior information available online and the effects these influences may have on teens. Through a custom Nielsen Online study, the Campaign measured the amount of pro-drug images and video teens were viewing online. The Campaign was able to demonstrate the barrage of pro-drug messaging teens are exposed to and the need to counter those messages. The Nielsen study results were pitched as a print exclusive to Reuters and as a broadcast exclusive to NBC's *Today* to ensure broad coverage. This seven-minute segment was equivalent to placing 14, 30-second advertising spots during the program, which demonstrates the value of news media outreach, particularly in times of limited resources.



Seven-minute Today show segment on Media Campaign's Nielsen Online study: "Teen Viewing of Drug and Alcohol-Related Videos Online"

The Campaign, through Fleishman-Hillard, also conducted five radio media tours (RMTs) with third-party spokespeople in October 2008, April 2009, and May 2009. In early October 2008, Dr. Daniel Santisteban of the University of Miami's School of Nursing and an expert on substance abuse among Hispanics, conducted interviews (in Spanish) with Hispanic media on the topic of drug use among Hispanic teens and its impact on academic success. SADD Chairman Stephen Wallace conducted two of the RMTs – one in early October 2008, on the topic of teens and stress, and another in early April 2009, tied to Spring Break and the increased temptation for teens to engage in risky behaviors, including drug and alcohol abuse.

In April 2009, the American Pharmacists Association spokesperson, pharmacist Karen Reed, announced the re-launch of the Campaign's Prescription Drug Abuse initiative and reminded parents of the dangers of Rx abuse among teens. In May, 2009, Dr. Kenneth Ginsburg of the Children's Hospital of Philadelphia conducted an RMT to alert parents to the risks associated with drugged, drunk, and distracted driving. Radio media tours are a fast and efficient way to

spread Campaign messages, particularly on the local level. These RMTs resulted in a total of nearly 40 million earned media impressions.

To keep pace with the changing news media environment, the Campaign has been coordinating more closely with parenting blogs, particularly “mommy bloggers,” to push Campaign messages and tips directly to parents. In September 2009, the Campaign coordinated an online chat with ONDCP Director R. Gil Kerlikowske and Dr. Drew Pinsky, a board-certified addiction medicine internist, and television and radio host of *Celebrity Rehab* and *Loveline*. The chat’s topic was youth prescription drug abuse prevention. Parenting bloggers and mainstream parenting reporters were invited to participate in the live-chat, which drew 56 attendees, 32 of whom participated by asking questions during the chat. Dr. Drew also used his Twitter feed to mention highlights of the event and promote TheAntiDrug.com; his tweets reached almost two million followers.

As the news media landscape continues to change and more emphasis is being placed on online news media and blogs, the Campaign has also increased efforts to reach online reporters and bloggers. Thus, in FY 2009, the Campaign started tracking online news media impressions, which along with the NBC *Today* show segment early in the year, helped demonstrate an increase in earned media impressions over FY 2008.

Overall, news media outreach generated more than 388 million earned media impressions. The Campaign secured hits in top news media outlets such as NBC’s *Today*, Associated Press, Reuters, *The New York Times*, *Los Angeles Times*, *Chicago Tribune*, *Atlanta Journal-Constitution*, *The Seattle Times*, *San Francisco Chronicle*, *The Washington Post*, *Huffington Post*, *Forbes*, and *Salon*.

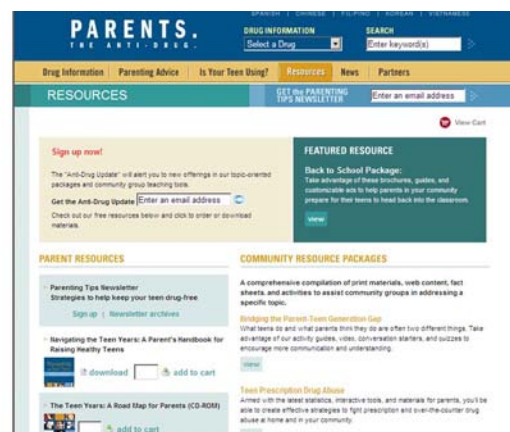
Partnerships to Extend Parent Messages

Another significant part of the Campaign’s outreach is the development of partnerships with professional and civic groups, national and community-based organizations, government organizations, and corporations to add credibility and extend the reach of the Campaign’s messages to parents. In partnership with the Campaign, many of these organizations have joined as signatories on a Campaign Open Letter advertisement directed at parents and placed in newspapers and magazines.

In response to requests from partner groups and community organizations, the Campaign has begun to offer its advertisement materials to local anti-drug organizations to use in their local and state efforts. Many of the print, poster and outdoor advertisements created for the Campaign can be downloaded from the Campaign’s websites: TheAntiDrug.com, MethResources.gov and MediaCampaign.org.

In 2009, the Campaign also redesigned a special section of its website, (TheAntiDrug.com/Resources), to make it easier

“Resources” section on TheAntiDrug.com



for local groups to access free materials and resources, including brochures, tool kits, posters, discussion guides, customizable advertisements, and PowerPoint presentations. Hundreds of organizations use these materials, greatly expanding the reach and visibility of the important anti-drug messages. Since 2006, more than 47,000 copies of 35 Open Letters have been downloaded from the website.

In addition, the Campaign sent representatives and/or materials to targeted conferences in an effort to extend the message to thousands of participants and encourage further use of Campaign resources. In 2009, the Campaign participated in conferences for many organizations, including:

- The American Pharmacists Association;
- The National Education Association;
- National Prevention Network;
- The Boys & Girls Clubs of America;
- National Black Child Development Institute;
- United Negro College Fund; and
- League of United Latin American Citizens.