

**PROGRESS REPORT ON THE
NATIONAL YOUTH ANTI-DRUG MEDIA CAMPAIGN
FOR FISCAL YEAR 2010**



EXECUTIVE SUMMARY

The current report is submitted to Congress in accordance with sections 203 and 501 of the Office of National Drug Control Policy Reauthorization Act of 2006 (P.L. 109-469), 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) 2010 and plans for implementing the Campaign in FY 2011, as appropriate.

Congress's specific objectives for the Campaign were met in FY 2010 (October 2009 – September 2010) through a comprehensive media strategy. The Campaign was most recently 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 2010, the Campaign fulfilled all of its congressionally mandated requirements. As a result of its program activity, the Campaign produced advertising that tested well among target audiences; increased awareness of advertising for “Above the Influence” and the Anti-Meth Campaign; and improved specific beliefs and intentions related to each of the campaigns.

Since 2001, the Campaign had focused primarily on marijuana; however, the Campaign has broadened its youth-targeted messaging to include other dangerous and illegal substances that teens most often use.

In FY 2010, the Campaign consisted of two primary initiatives: a re-launched youth-targeted “Above the Influence” (ATI) campaign and the Anti-Meth (methamphetamine) Campaign targeted to young adults and their parents in communities with the highest meth prevalence rates.

National paid media for the ATI campaign re-launched in June 2010 after an eight month hiatus. The hiatus permitted ONDCP to revamp the Campaign to include broader substance messaging and a new two-tiered messaging delivery strategy (see “Above the Influence” in section 1 of this report). By utilizing a combination of teen-targeted websites and social networks, cable and network TV, popular teen print publications, and place-based out-of-home and mobile marketing, the Campaign successfully maintained 20 weeks of ATI media presence directly engaging teens with drug prevention messages. From June to September 2010, the Campaign estimates it reached 96 percent of teens (ages 12 to 17) approximately 30 times with ATI messaging.^[1]

^[1] 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.

Additionally, during FY 2010, the ATI campaign achieved the following results:

- As of September 2010, an average of 85 percent of the Campaign's target audience was aware of ATI advertising.
- As of September 2010, an average of 85 percent of teens also recognized the ATI brand logo.
- Teens that were aware of the ATI campaign held significantly stronger anti-drug beliefs than those teens that were unaware of the ATI campaign.

The Anti-Meth Campaign ran from July through November in 17 states with elevated methamphetamine use and/or evidence of high levels of methamphetamine manufacturing. The Anti-Meth Campaign's objectives were to: (1) prevent methamphetamine use; and (2) dispel myths that methamphetamine addiction is hopeless and that recovery from methamphetamine addiction is impossible. The Anti-Meth Campaign's paid advertising reached 83 percent of its target audience a total of 7-8 times. The Anti-Meth Campaign's activities achieved the following results:

- An average of 43 percent of the Anti-Meth Campaign's target audience was aware of the anti-methamphetamine advertising – a statistically significant increase compared to a baseline measure of 32 percent.
- Young adults who were aware of the anti-methamphetamine advertising held stronger anti-methamphetamine beliefs than those young adults who were unaware of the advertising, including “once you start using meth, it quickly takes over your life” and “meth addiction doesn't have to be hopeless.”
- In FY 2010, for the first time, paid media was used to air anti-methamphetamine television ads targeting American Indian/Alaska Native (AI/AN) populations. The AI/AN Anti-Meth Campaign was conducted from April to July 2010, and also included radio ads, print ads, and out-of-home posters and billboards. A total of 16 States received paid media support, reaching the residents of 205 Alaska Native Villages and 143 American Indian Reservations.

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. Some of these steps included: obtaining 102 percent of the no-cost match; relying upon the Partnership at Drugfree.org (the Partnership, formerly the Partnership for a Drug Free America) *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 and larger target audience responses at lower costs; re-cycling advertising and other materials as appropriate for the re-launch of “Above the Influence” and the Anti-Meth Campaign; and increasing distribution of key materials and advertisements online so that community anti-drug groups could use them for local needs.

ONDCP purchased advertising time and space in an efficient manner to optimize Campaign exposure. Television and the internet continue to be the primary focus of the Campaign's media plan. Both television networks and internet sites (e.g., Google, Yahoo, and YouTube) sell their commercial time ahead of the upcoming season in what is commonly

referred to as the “upfront” market. Purchasing in the “upfront” allows advertisers such as ONDCP to obtain advertising time and space at discounted rates – typically much lower than what would be 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. As in previous years, in FY 2010, the Campaign purchased all of its national television time for the ATI campaign during the “upfront” market.

Additionally:

- ONDCP has gone to great lengths to implement policies and practices that ensure Federal funds are used responsibly to eliminate the potential for waste, fraud, and abuse.
- 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).
- ONDCP implemented numerous policies in FY 2010 to ensure compliance with the ONDCP Reauthorization Act.
- No-cost match requirements for advertising in accordance with Title V of the ONDCP Reauthorization Act were exceeded in FY 2010.

Testing and evaluation of the Campaign’s messages with OMB-approved data collection instruments demonstrate favorable results. Campaign messages are developed and tested during the strategic development phase, which includes the use of literature reviews, input from a variety of drug use prevention and marketing experts, and interviews with members of the target audience. Creative development and testing involves the Partnership at DrugFree.org and the *pro bono* advertising agencies developing and qualitatively testing the creative advertisement concepts, and then testing the advertisements quantitatively prior to their being aired with approximately 300 members of the target audience. Once an advertisement is aired, its performance is monitored by the Youth Ad Tracking Survey, which consists of surveys of over 200 teens each week throughout the year. The data collection instruments associated with qualitative and quantitative ad testing and the tracking survey were re-approved for use by OMB in February 2010.

A companion “annual analysis report” responds to the independent evaluation requirement and is intended to be an annual assessment of the more immediate effects of the campaign (e.g., changes in youth anti-drug beliefs and intentions) that can be measured by all readily available resources; this report is due to Congress annually by April 20.

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Introduction

This report is responsive to Section 203 of the Office of National Drug Control Policy Reauthorization Act of 2006 (the 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 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.

Section 501 of the Act also directs ONDCP to (1) have an independent entity by April 20 of each year evaluate the effectiveness of the Campaign based upon data from national drug use surveys, the Campaign's own copy testing and tracking data, and any other studies or publications as determined by the Director (this annual analysis report will be submitted separately to Congress by the statutory due date); 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.

The following sections describe ONDCP's success in fulfilling each of these congressional requirements, including program objectives and achievements, where applicable.

1. Congress's Specific Objectives for the Media Campaign Were Met in FY 2010 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.

The Campaign's FY 2010 paid advertising activities consisted of two main initiatives: a redesign and relaunch of the youth-focused "Above the Influence" brand to focus on the objective of preventing drug abuse among young people; and an Anti-Meth Campaign targeting communities with the highest methamphetamine prevalence rates, which also met the Act's requirement to spend at least 10 percent of the Campaign's annual appropriation on advertisements to reduce the use of methamphetamine.

Paid advertising efforts to reach parents (of teens) and other interested/influential adults were suspended during FY 2010; however, the Campaign was able to meet objectives (2) and (3) above by providing information and resources to parents and adult influencers via the Campaign's www.TheAntiDrug.com website. During FY 2011, the Campaign plans to revamp the website to address the needs of influencers of teens (e.g., parents, coaches, mentors, teachers and youth-serving organizations) to further assist them in delivering anti-drug information and resources to their respective youth audiences.

Both of the Campaign's paid advertising initiatives – the youth-targeted "Above the Influence" and the young adult-targeted Anti-Meth Campaign – and results achieved in FY 2010 are described in the following sections.

"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 between the ages of 14-16 years when they are most likely to be exposed to offers of substances of abuse and try them for the first time. In FY 2010, ONDCP began implementation of its new multi-tiered vision and broader ATI messaging to better align the Campaign with the prevention principles of the *National Drug Control Strategy* – to provide sound information to young people about the dangers of drug use and to strengthen efforts to prevent drug use in communities.

An off-the-air period of approximately 8 months – from October 1, 2009, to June 6, 2010 – permitted ONDCP to revamp the Campaign to include broader substance messaging and a new two-tiered messaging delivery strategy, moving from a strictly nationally-focused advertising campaign to one that now combines a national advertising foundation with additional youth-targeted efforts at the local community level. Prior to the June re-launch, ONDCP convened an

expert panel to serve as a source of input and validation of the new vision, including the new messaging and the multi-tiered approach.

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

The Campaign's messaging historically has focused primarily on anti-marijuana messaging; however, beginning in FY 2010, the Campaign broadened its messaging to address the general behavior of drug abuse as well as include those substance typically associated with first use, including alcohol, prescription drugs and marijuana. This broader style of messaging communication allows the Campaign to convey the facts that no matter what illicit substances teens may be using (e.g., marijuana, alcohol, or prescription drugs), they are still under the influence, and that drug use puts them at risk of negative consequences and social disapproval.

ATI Tier One – National-level Prevention Campaign

Building on the fact that 85 percent of teens are aware of the ATI brand, the Campaign re-launched nationally on June 7, 2010, with new television, print and Internet advertising with broader anti-drug messages focusing on those substances typically associated with first use. National advertising continues, as in past years, to provide a base-level of prevention messaging targeted to teens 14 to 16 years old, representing those key transition years from middle school to high school when teens are most susceptible to substance abuse.¹ The national Campaign also continues to include traditional media, such as television, print, and cinema, but now places a greater emphasis on online media outlets such as Google and YouTube, as well as with social networking partners such as Facebook.

ATI Tier One – Media Highlights

Through the varied channels of cable and network TV, popular teen print publications, teen-targeted websites and social networks, and mobile marketing, the Campaign successfully maintained 20 weeks of media presence (June to September 2010), directly engaging teens with drug prevention messages. In FY 2010, the Campaign reached 96 percent of teens (ages 12 to 17) approximately 30 times with national-level advertising.

¹Data from the Monitoring the Future (MTF), a nationally representative survey of drug use and related issues among 8th, 10th, and 12th grade students, has in recent years shown youth past-month illicit drug use doubling between the 8th and 10th grades. MTF is operated by the Institute for Social Research at the University of Michigan under a grant from the National Institute on Drug Abuse (NIDA).

ATI Tier One – Online and in Social Media

After television, the Internet has become the second most-used medium among teens and has evolved into the environment where teen beliefs are most often formed, shared, and strengthened peer-to-peer.² The Campaign recognizes these online trends and, in FY 2010 as part of its Tier One national-level messaging, expanded its presence online – revamping its ATI website, launching an official ATI viewing channel on YouTube, and launching an official ATI fan page on Facebook.

The Campaign’s teen-targeted website, www.AboveTheInfluence.com, appeals to a wide array of teen visitors, from those looking for factual drug information to those looking for help for a friend or loved one with a drug problem. In addition to regular content updates to keep the site fresh and encourage repeat site visits, www.AboveTheInfluence.com provides a platform for teens to engage in ATI-related content creation by encouraging submissions of photos, stories, and creative expressions of what it means to be ATI. In FY 2010, the Campaign introduced a new feature, “The Influence Project,” to further engage teens around the subject of influence – both positive and negative. This new feature encouraged teens to enter various influences directly on www.AboveTheInfluence.com. Teens, in turn, were able to explore the influences of others from across the country and thus think more broadly about how they and other teens experience influences as part of their everyday lives. Over the course of the initiative, cities were ranked based upon teen input, resulting in the selection of three communities that would earn a special promotional event from the ATI campaign team. These events will occur in the first half of FY 2011 and will be discussed in next year’s progress report.

Based upon the increasing use of online social media, the Campaign continues to be at the leading edge of using these online media platforms as a credible way to engage with teens on the subject of substance abuse. The Campaign’s YouTube page provides users the ability to view ATI commercials and branded videos, watch teen interviews discussing influence, and see other teens from across the country participating in ATI activities. From June to September 2010, the Campaign’s YouTube channel had over 180,000 views of its content with nearly 1,000 dedicated subscribers. The Campaign’s Facebook fan page provides an online destination within the popular social network where teens can actively discuss and share what ATI means to them. By the end of FY 2010, over 64,255 teens became friends/fans of ATI on Facebook. The community size continues to grow, as the ATI fan page on Facebook attracts approximately 1,000 new friends each week. As a comparison, the teen-targeted “Truth” Campaign has approximately 78,000 fans, even though it has been established for more than two years.

The Campaign also seeks unique partnerships with other teen-popular online platforms such as DeviantART, an online art sharing website, where specialized custom programs can be developed for the Campaign. The Campaign and DeviantART developed the “Symbolize Yourself” program, which encouraged teens to create and share a personal expression of how they are ATI. The “Symbolize Yourself” program received more than 2,000 submissions, including intricate sketches, paintings, photographs, and digital creations. Additionally, ATI

² The TRU Study Wave50/Fall 2007- The TRU Study 2010 (released Fall 2009) Target: Teens 12-19.

entries were selected as “favorites” more than 5,800 times, linking the program’s artwork to personal profile pages within the teen online art community.

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

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

In Tier Two, the Campaign worked closely with community-level, youth-serving partner organizations [e.g., Students Against Destructive Decisions (SADD) chapters, Boys and Girls Clubs of America, Y’s (formerly the YMCA), ASPIRA (a national Hispanic organization dedicated to developing the educational and leadership capacity of Hispanic youth), and Drug-Free Communities grantees] to localize and customize the widely-recognized ATI brand to help these on-the-ground partners address the drug issue with youth in their respective communities. Youth-serving partner organizations are critical to implementing the Campaign’s ATI Tier Two initiative; these groups serve as the Campaign’s “feet on the street” and allow youth to engage with ATI in new and engaging ways (see “Above the Influence” Activity Toolkit section below). The Campaign also supports local communities by providing technical assistance to groups so they can implement ATI activities with their youth.

ATI Tier 2 Pilot Communities – Bronx, NY; Milwaukee, WI; and Portland, OR (a Drug-Free Communities grantee)

To initiate and test ONDCP’s new Tier Two strategy, the Media Campaign conducted ATI activities and media events in three local communities (Bronx, Portland and Milwaukee) as a pilot to engage youth in a conversation about the positive and negative pressures that influence their decisions, and to test youth activities and implement them among youth-serving organizations. A description of the activities follows below in the section titled “Above the Influence” Activity Toolkit.

To strike the right and most relevant tone and generate teen participation, the Campaign partnered with an appropriate local youth-serving organization for each pilot community (Mary Mitchell Center and Boys and Girls Club for the Bronx, Boys & Girls Club for Milwaukee, and the Drug Free Communities grantee Oregon Partnership and Boys and Girls Club of Portland). As part of this effort, the partners assisted in engaging teens in a series of ATI activities that allowed them to express themselves on what it means to stay ATI. Engaging in ongoing discussions with teens during the pilot market phase allowed the Campaign to connect with teens in a new and deeper way than ever before, understand what messages resonated most on the local

level, and ultimately become more informed on how to reach youth in ways that are trusted and authentic. Teen experiences with the ATI activities in the pilot communities served as input to refine the ATI Activity Toolkit that is described in the section below.

During the pilot market activities and events, the Campaign facilitated a discussion on the topic of influence with a panel of local teens in each community, members of youth-serving organizations, and other community leaders. Teens revealed that influences in pop culture and their immediate social and physical environment – ranging from crime to others’ use of drugs and alcohol – can negatively impact their ability to make healthy decisions about resisting pressure to use drugs. During the community events to highlight local participation in ATI, ONDCP Director R. Gil Kerlikowske emphasized the focus on prevention and underscored the value of engaging teens in the local communities as a balanced and comprehensive approach to help keep youth drug-free.



Michael, Michelle, David, and Dakota discuss positive and negative influences in their neighborhood during an Above the Influence community event in Bronx, NY (June 7, 2010).

ATI Tier 2 – Rolling Out to an Additional 20 Communities

After the success of the three pilot community events in June 2010 and with input from teens and youth-serving partners to refine the “Above the Influence” Activity Toolkit, the Campaign expanded its ATI localization efforts to 20 additional communities. These communities include urban, suburban, and rural areas with both significant adolescent populations and drug abuse problems based on national survey data from the National Survey on Drug Use and Health (NSDUH). The Campaign conducted outreach to youth-serving partners at both the national and local levels (e.g., Drug-Free Communities grantees, the Boys and Girls Clubs of America, the Y, Girls Inc., ASPIRA, and SADD) to develop on-the-ground partnerships capable of implementing ATI activities with youth in their respective communities.

Over forty local partners – approximately two local partners representing each of the 20 communities from across the country – were brought to Washington, DC, on September 28 and 29 for an ATI Summit to provide training and technical assistance on the “Above the Influence” Activity Toolkit designed to engage youth in their local communities around ATI and the topic of influence. A rollout of Tier Two localized messaging, inspired by ATI artwork from teens in these 20 individual communities, is scheduled for FY 2011.

ATI Activity Case Study: Kingston, Rhode Island. Eileen Stone, coordinator of the South Kingston Partnership for Prevention, “didn’t know what to expect” after leaving the ATI Summit, but she quickly found that the “Tag It” activity (see “Above the Influence” Activity Toolkit below) was “easy and effective.” Eileen implemented the “Tag It” activity in two high schools and one middle school and received approval from all school administrators in a record-breaking time of 24 hours. Not only did Eileen break through time-barriers for the approval process, she also had an opportunity to collaborate with administrators and students at the local Catholic school, a partnership that “never before” had been developed. After seeing firsthand the power and positive affect ATI has had on their students, school administrators have “already talked about adopting the ‘Above the Influence’ campaign as a school-wide model for reaching youth on how to make positive decisions.” Eileen added, “Our student assistant counselor was very moved [to tears] because she said these are the kids you never hear from, and they had a lot to say [as a result of participating in the ATI “Tag It” activity]. In the discussion last night the students kept using the word empowerment – they want to feel empowered and help others like them to feel empowered, they want to be recognized.” Eileen and her team also partnered with a local pizza restaurant to secure 70 boxes of pizza – in-kind donations – for help in supplementing food costs for students that participated in “Tag It.”

ATI Tier 2 – Local Advertising Highlights from the Pilot Communities

In FY 2010, the three pilot communities (Bronx, Portland, and Milwaukee) received paid advertising support. The following are some highlights of the localized advertising in the three pilot communities. During FY 2011, similar paid advertising support is anticipated for the 20 additional communities that participated in the September 2010 ATI Summit.

Out-of-Home

- These advertisement placements provided additional “on-the-ground” support for the Campaign in locations frequently visited by local teens. These efforts included mall posters, bus shelters, and urban panels (placed above subway entrances). To increase engagement with ATI, a call to action was placed on select out-of-home ads to encourage teens to download an ATI background screen (or “wallpaper”) to their mobile phones.



Teen-artists (Lesley, age 13, from the Boys & Girls Club of Portland, OR; Johnathan, age 16, from the Mary Mitchell Center in Bronx, NY; and Erika, age 13, from the Boys & Girls Club of Milwaukee, WI) designed their own unique artistic expressions on what it means to be “above the influence.” Their artwork was displayed as billboard advertising in their respective local communities.

Wall Murals

- To coincide with local events held in the pilot communities, local artists painted customized murals that reflect how teens in those communities stay “above the influence.”

Digital Radio

- The Campaign utilized web banner and video ads on the websites of local radio stations in the three pilot communities. The media buy included the top stations that reach teens in these locations.

Digital Mall Video

- Select malls in areas such as Portland, where digital signs are available and where there is a large influx of teens, received fifteen-second ATI television spots in high teen traffic areas.

“Above the Influence” Activity Toolkit

The “Above the Influence” Activity Toolkit currently includes the following activities (additional activities are planned for inclusion in the toolkit during FY 2011 and will be available via the Campaign’s Influencer website):

Tag It – The “Tag It” activity asks teens to literally tag the influences in their lives and share them with the world. Using over-sized post-it notes branded with the ATI symbol, teens “tag” negative influences in their immediate surroundings (their neighborhoods, local malls, parks, schools, etc.), take a photo of what they have tagged, and then share it

with their peers. The activity builds “influence literacy” and gets teens to recognize the power of influence. It also hints at empowerment – providing a tangible way for youth to say, “I see it, and I’m above it.” “Tag It” is focused on raising teens’ awareness of drugs as a negative influence in life, and provides them with opportunities to discuss ways to avoid drug use and other risky behaviors. The Campaign tested this activity in Portland, OR, one of the pilot market communities, to refine its execution before including the activity in the toolkit for use among the Campaign’s 40 local community partners around the country.

Teen Expressions Art Project – The Teen Expressions Art Project asks teens to create their own visual expression of the ATI arrow symbol by designing on a blank ATI logo template. Artwork submitted by teens will be featured on www.AboveTheInfluence.com, the ATI Facebook page, and in future advertising in teens’ communities. In the three pilot markets, the Campaign launched localized billboard advertising featuring teen-generated artwork from local youth-serving organizations. The localized advertising opportunities will be rolled out across the additional 20 communities in FY 2011 (see section below: ATI Tier 2 – Rolling Out to an Additional 20 Communities).

Influence Video Discussion Guide – The Influence Video Discussion Guide includes a series of videos featuring real teens engaging in intimate conversations about their thoughts and perspectives on the topic of influence. These videos were created by hearing directly from teens in the three pilot market communities on influences central to their lives. To further the discussion beyond the pilot markets, the Campaign packaged the three “influence” videos and included accompanying discussion questions for use as an instructional tool and centerpiece for a dialogue about teen influences in the additional 20 communities.

Monitoring ATI Performance

To monitor the ATI effort, the Campaign employs a quantitative Youth Ad Tracking Survey of over 200 teens per week. The Youth Ad Tracking Survey assesses the effects of the Campaign on teen beliefs and attitudes about drug use. Past results from this survey have demonstrated strong association between exposure to Campaign and strengthened anti-drug beliefs (See Figure 1).

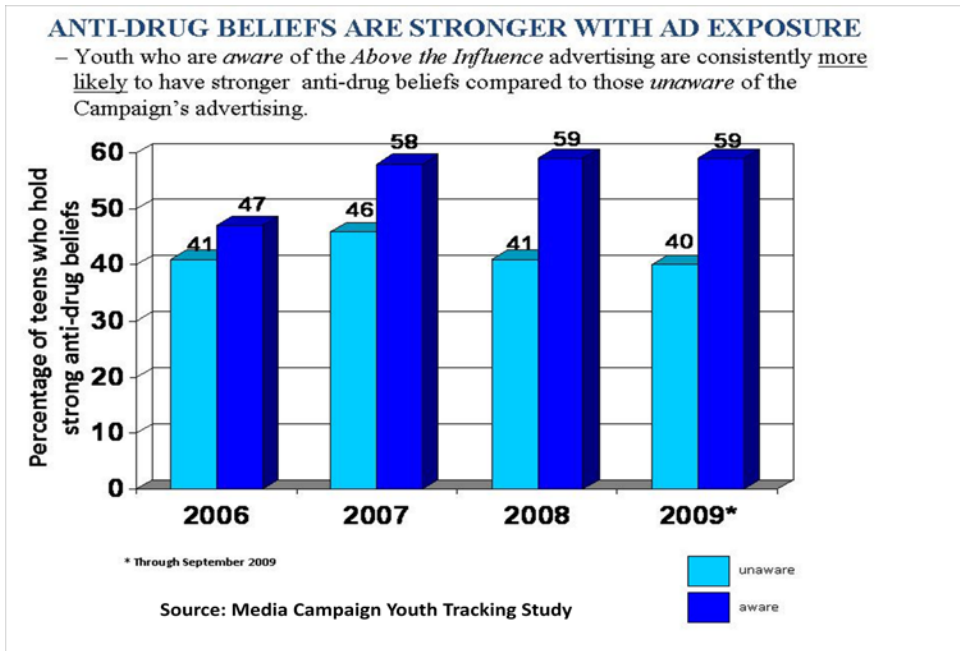


Figure 1. Historical Anti-Drug Beliefs among Teens by Campaign Awareness Levels June – September 2010 ATI Campaign Relaunch (Mall Intercept Methodology)

In FY 2010, important and necessary revisions were made to the Youth Ad Tracking Survey to (1) reflect the Campaign’s new messaging approach and emphasis in reaching teens online (e.g., on social networking sites), and (2) reflect current advertising industry best practices in data collection methodology.

- **Improving the Survey to Reflect the New Vision**
 To align the Campaign’s new messaging approach with the survey, it was necessary to evolve survey measures to better reflect the Campaign’s broader anti-drug messaging approach (i.e., focus on those substances typically associated with first use rather than a singular focus on a specific substance such as marijuana). In addition, given the Campaign’s focus on reaching teens online and in social networks, the survey was expanded to better capture the effects of teens engaging with ATI through these channels.
- **New Data Collection Methodology**
 In FY 2010, the Campaign moved the Youth Ad Tracking Survey methodology³ from a mall-based methodology (i.e., “mall intercepts” of teens from FY 2006-2009 conducted by a leading third-party research vendor, Milward-Brown) to an online methodology (i.e., “online panels” of teens beginning Q3 of FY 2010 conducted by another leading third-party research vendor, OTX Research).

The above revisions were implemented while the Campaign’s ATI television, print, cinema, and internet advertising were on hiatus during the 8-month period from October 2009 to June 2010. Minimal levels of paid online search advertising (e.g., Google) continued during this period for

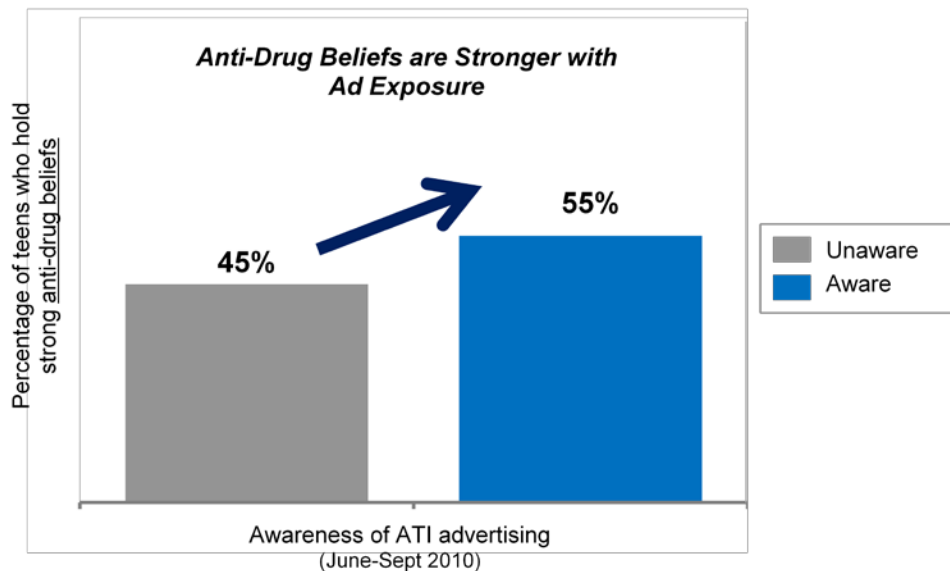
³ In accordance with the February 2010 Office of Management and Budget-approved Tracking Survey data collection package (OMB 3201-0010).

those youth and parents actively searching for drug-related information. During this time, a baseline wave of the revised tracking survey was implemented from April through May 2010 (prior to the June re-launch) to gauge baseline levels of awareness and attitudes and to provide a means of comparison once the ATI campaign re-launched.

The re-launch of the ATI campaign achieved the following results from June through September 2010:

- There was an increase in awareness of ATI advertising from 78 percent (during the off-air period, or baseline) to 85 percent (post-launch).
- With this increase in awareness, teens that were aware of ATI held significantly stronger anti-drug beliefs than those teens that were unaware of the Campaign (see Figure 2).

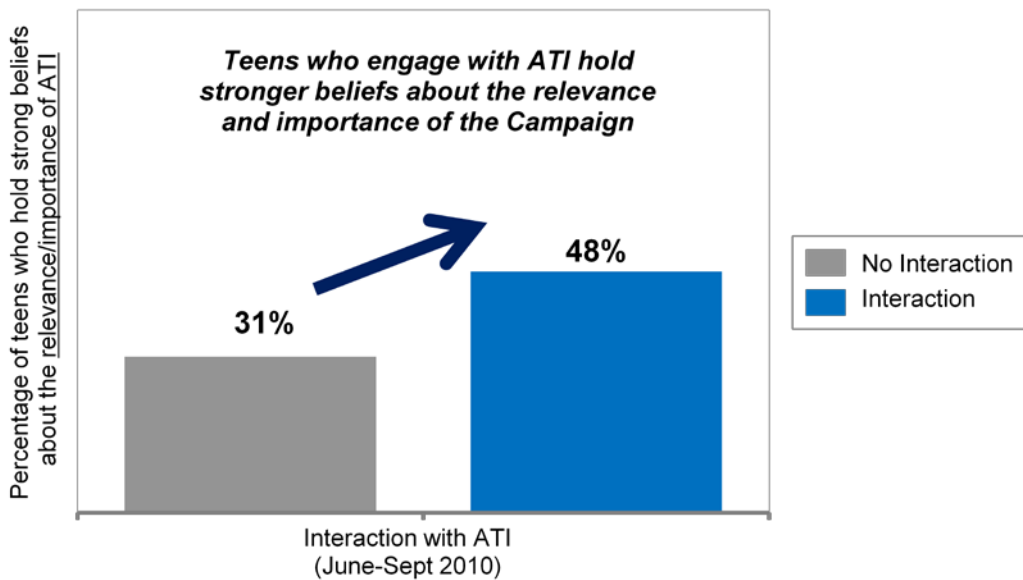
For several months in FY10, the mall intercept and online panel methodologies were conducted simultaneously, and the results across the two methodologies were consistent – the premise of comparing anti-drug beliefs for those aware of ATI versus those unaware of ATI still holds true. The Campaign has now transitioned entirely to the online panel methodology for its Youth Ad Tracking Survey. However, due to the change in methodology beginning in 2010, 2006-2009 results and 2010 results are presented separately.



Source: Media Campaign Youth Tracking Study
Top box %; average agreement across 13 measures about the relevance and importance of ATI

Figure 2

Additionally, since the Campaign re-launched in June 2010, teens who actively engage with ATI in at least one way, including the Campaign's online and social media efforts, were more likely to have stronger beliefs about the importance and relevance of the Campaign compared to those who did not engage with ATI at all (see Figure 3).



Source: Media Campaign Youth Tracking Study
 Top box %; average agreement across 13 measures about the relevance and importance of ATI

Figure 3

The Anti-Meth (Methamphetamine) Campaign

In FY 2010, the Campaign expended approximately 12.2 percent of its annual appropriation on the Anti-Meth Campaign, more than the required 10 percent of Campaign funding.

To contribute to a reduction in meth use, the Campaign has for the past four years employed a two-pronged messaging strategy: (1) developing methamphetamine prevention messages targeted towards young adults that show the tremendous amount of loss associated with methamphetamine use; and (2) developing recovery messages to help dispel the myth that recovery from methamphetamine addiction is not possible and to encourage parents, close friends and loved ones of methamphetamine users to not give up hope in helping break the user's addiction. The Campaign's Meth Tracking Survey has historically shown favorable directional movement across a core set of anti-methamphetamine belief statements (see figure 4). However, individual reactions to statements in that set pertaining to methamphetamine prevention (e.g., "Meth use is appealing" and "How likely would you be to try meth in the future?") typically demonstrate that less than 5 percent of young adult survey respondents agree with those statements, which indicates that a high percentage (i.e., greater than 95 percent) of the young adult population already knows the risks associated with methamphetamine and states they are unlikely to use methamphetamine. Yet a very small percentage of the population – most likely repeat users – continues to use. The Campaign has used these indicators to aid in the

development of new creative messages, scheduled for release in FY 2011, to focus more on the close friends and family members of repeat users to encourage them to not give up hope and to get their friend or family member on a path to recovery – thus contributing to a further reduction in methamphetamine use.

In addition, the Anti-Meth Campaign aims to prevent and reduce methamphetamine use in those areas of the country most severely affected by, and among specific populations with higher incidences of, methamphetamine use [in this case, American Indians/Alaska Natives (AI/AN)]. In FY 2010, the majority (85 percent) of the Anti-Meth Campaign budget was directed to 24 States whose communities were most in need.

- 9 States received AI/AN and general market anti-methamphetamine support (AZ, CA, MN, NM, OK, OR, SD, WA, WY)
- 7 States received only AI/AN anti-methamphetamine support (AK, ID, MI, MT, ND, UT, WI)
- 8 States received only general market support (AR, IN, IA, IL, KY, MO, NE, NV)

For the general market portion of the Anti-Meth Campaign, states were chosen based primarily upon higher prevalence rates according to the most recent data from the Substance Abuse and Mental Health Service Administration's National Survey on Drug Use and Health (NSDUH) State methamphetamine use rates (2005-2008) and the Drug Enforcement Administration's 2009 National (Meth Lab) Seizure System. Further, NSDUH 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) and that the average age of first use of methamphetamine has remained consistent in recent years at 19.1 years, indicating that methamphetamine use is not typically initiated during adolescence. Based upon these data, the Anti-Meth Campaign continues to be targeted toward young adults (and their parents) rather than adolescents.

For the AI/AN portion of the Anti-Meth Campaign, states were chosen based upon various factors including each state's overall AI/AN population; the percentage AI/AN population per each state's total population; and the number of reservations and/or villages in each state.

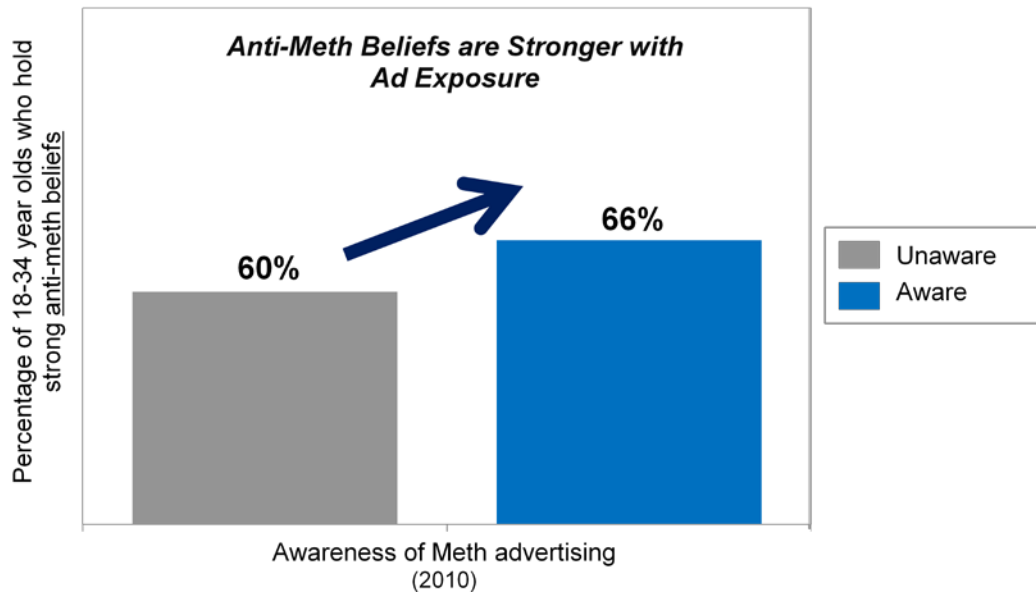
General Market Meth Initiative

The targeted 17-State local plan launched in July 2010 and ran through December 2010. The 17 states received a broad range of general market anti-methamphetamine advertising, including television, print, out-of-home (e.g., billboards, convenience store posters, and/or gas pump signs), radio, and Internet advertising. The general market Anti-Meth Campaign's paid advertising reached 84 percent of its target audience an average of 1-2 times per week each week the anti-methamphetamine advertising was in market. The Meth Tracking Survey data indicate that the Anti-Meth Campaign achieved the following results:

- As in FY 2009, five States (Iowa, Missouri, Illinois, Indiana and Kentucky) were part of a pre-/post-advertising awareness tracking study to gauge the general market anti-methamphetamine advertising and its effect on beliefs about methamphetamine. Young adults who were aware of the anti-methamphetamine advertising held stronger anti-

methamphetamine beliefs than those young adults who were unaware of the anti-methamphetamine advertising (see Figure 4). These measures track beliefs and intentions that are consistent with the objectives of the Anti-Meth Campaign: preventing methamphetamine use and dispelling the myth that recovery from methamphetamine addiction is impossible.

- Within the five States, an average of 43 percent of the Anti-Meth Campaign’s target audience was aware of the anti-methamphetamine advertising – a statistically significant increase compared to a baseline measure of 32 percent.



Source: Meth Campaign Tracking Study
 Top 2 box %: Average agreement across 12 anti-meth belief measures (note: two measures are computed by looking at bottom 2-box since they are negative statements).

Figure 4

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.

Rural Outreach

- To reach rural and smaller suburban communities, outdoor advertising billboards ran in all 17 states. Some 200 large billboards ran along roadways, with smaller versions placed



Anti-Meth campaign Hispanic television advertising, “Downward Spiral”

atop gas pumps at more than 1,000 gas stations. Additionally, posters appeared in more than 600 convenience stores and laundromats. Overall, more than 5,500 outdoor ads were placed.

Expanded Digital Media Presence

- The use of digital media was expanded. Ad buys on search engines Google and Yahoo began with the AI/AN effort in April and ran through December 2010. For the first time, the Anti-Meth Campaign added Mobile SMS (or “text”) codes to out-of-home ads. Those seeing the ads could use their mobile phones to send a text message and receive a reply with information and links to local methamphetamine prevention and treatment resources.



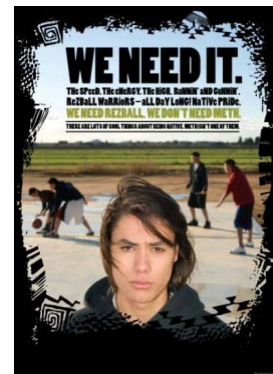
Anti-Meth campaign out-of-home advertising (“or Meth” billboard) that appeared in rural areas (Peoria, Illinois shown here),

New TV and Out-of-Home Ads in Development

- New general markets *pro bono* ads are in development with the Partnership at DrugFree.org and Rock Hard Films, a production company based in Southern California. These ads are scheduled to debut in FY 2011.

American Indian/Alaska Native Meth Initiative

According to national data, methamphetamine use rates for AI/AN populations remain among the highest of any ethnicity – almost two times higher than other groups, according to the 2009 NSDUH. Specifically, American Indians or Alaska Natives are almost twice as likely to have used methamphetamine in the past year as whites (1.1 vs. 0.6 percent) or Hispanics (1.1 vs. 0.6 percent), and approximately five times more likely to have used methamphetamine than African Americans (1.1 vs. 0.2 percent).



American Indian/Alaska Native print advertisement

The AI/AN Anti-Meth Campaign was launched with a press event in Albuquerque, NM, on April 28 by ONDCP Director Kerlikowske with Assistant Secretary for Indian Affairs for the U.S. Department of the Interior, Larry Echo Hawk; Southwest Area Vice President of the National Congress of American Indians (NCAI), Joe Garcia; Deputy Secretary for the U.S. Department of Housing and Urban Development, Ron Sims; and Secretary of the New Mexico Indian Affairs Department, Alvin Warren. For the first time, paid media was used to air anti-methamphetamine

television ads targeting the AI/AN community. Additionally, radio ads, print ads, and out-of-home posters and billboards were used. A total of 16 states received paid media support, reaching the residents of 205 Alaska Native Villages and 143 American Indian Reservations from April to July 2010.

The ads emphasize Native American culture and pride. For youth, the advertising materials have a unifying, empowering message celebrating Native American culture and giving them reasons not to use meth. For adults and elders, the materials encourage them to take appropriate steps to protect their children. The AI/AN Anti-Meth Campaign was developed through comprehensive research and testing with members of the target audience – adults and elders on Native lands in Alaska, Arizona, New Mexico, and South Dakota. The research was conducted with help from the Native Wellness Institute (NWI), and the advertisements were developed by a Native-owned advertising agency, Alternative Marketing Solutions (AMS).

Anti-Meth Public Service Announcement (PSA) Distribution

In addition to paid media in 24 states, for the first time in the Media Campaign's history, in FY 2010 local organizations and community coalitions were encouraged to use the Campaign's anti-methamphetamine ads as public service announcements in their communities. Organizations received free anti-methamphetamine resources including print, out-of-home, radio and TV advertisements. Over 230 radio and TV advertisements were distributed to 27 local organizations; nearly one-third of the organizations were outside the paid advertising area and increased the reach of the Anti-Meth Campaign into eight additional States. Print, outdoor billboards, posters, and other materials were also available for download from www.MethResources.gov.

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.

In FY 2010, ONDCP took the following steps to ensure the effective and efficient operation of the Campaign:

- Obtained 102 percent of the no-cost match, thereby greatly enhancing the reach and frequency of the Campaign's messaging;
- Continued a contract with the Partnership at Drugfree.org to recruit advertising agencies to provide *pro bono* creative services in the development of Campaign ads. All production estimates and invoices were independently reviewed by MBC Services, Inc., 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 tracking to provide quicker audience response at lower costs; these improvements went into effect in FY 2010;
- Re-cycled prior-year Campaign advertising materials for use in 2010 initiatives;
- Continued 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 the www.AboveTheInfluence.com website; the results were used to improve access, ensure navigability, and offer quality content of interest to users;
- Conducted weekly surveys of teens to monitor Campaign performance in real-time;
- Monitored research on teens' media habits to ensure advertising dollars are spent in an efficient and effective manner, given the rapidly-changing technological environment; and
- Participated in the advertising industry's "upfront"⁴ media buying opportunity to achieve optimal program placements at the lowest possible cost; this approach is especially advantageous during an economic downturn. In FY 2010, the Campaign purchased all of its national time and space for the ATI campaign during the "upfront" market.

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 advertising time and space, based on requirements to reach the target audiences effectively and efficiently. It has been increasingly challenging to optimize Campaign exposure given media inflation and reduced media budgets. Media costs have risen by more than 45 percent since 1998, given average annual inflation rates of 3-5 percent. At the same time, Campaign budgets have declined by more than 75 percent.

There are four ways the Campaign has continued to maintain adequate levels of exposure and impact despite rising costs and reduced budgets:

a) Media Match Requirement

⁴ The upfront market is the period beginning in May of each year when advertisers negotiate purchasing media time with television networks prior to the start of the new television 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.

The congressionally mandated media match requirement has essentially doubled the impact of Campaign resources since its launch in 1998. The Campaign could not generate effective levels of reach and frequency without this no-charge media time and space.

b) “Upfront” Media Negotiations

Television networks and digital properties 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 the Campaign, 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 significantly reduced rates (up to 30 percent lower than standard costs).

In addition, “upfront” negotiations allow the advertising agency the leverage to secure extensive value-added packages, allowing the Campaign to extend its messaging even further. For example, the advertising agency was able to negotiate free 10-second commercials on MTV, BET, and SiTV that allowed the Campaign to extend its impact on national television. In addition, the only way to guarantee that networks will be able to deliver 100 percent of the media match value referenced above is to purchase national television time and place in the upfront marketplace. In FY 2010, the Campaign purchased all of its national time and space for the ATI campaign during the “upfront” market.

c) Optimized Media Mix

The Campaign has evolved its media mix in accordance with the best practices employed by other teen brands in the marketplace. Companies that market products targeted to teens, such as Sprite, Burger King, Clearasil, and XBox, recognize the importance of balanced communication via a media mix that includes broadcast, digital, print, and outdoor advertising. This media mix is adjusted year to year in order to reflect teens’ evolving media habits.

In FY 2010, the Campaign purchased media time and space for its anti-drug messages in a variety of media in accordance with industry best practices, including online, television, print, mobile, and outdoor. From June through September 2010, ATI advertising reached 96 percent of the teen audience approximately 30 times over the year.

Approximately 20 percent of the national paid media budget was devoted to online media on teen-targeted websites such as Google, MySpace, and MTV.com. Almost 50 percent of the youth media budget was allocated to the teen-targeted cable networks that have proven to be the single largest contributor to awareness for Campaign messaging. In addition, magazines, outdoor, and transit (e.g., billboards and bus shelters) ads, as well as ads in cinemas before movies, all provided opportunities to strengthen reach to teens nationwide.

d) Local Media Support in Tier Two Communities

In FY 2010, the Campaign launched a pilot program in three local markets: Bronx, NY; Milwaukee, WI; and Portland, OR, to learn the best way to engage teens on a localized basis before rolling out a more robust plan across 20 markets in FY 2011. The Campaign reached teens with a mix of outdoor, transit, and digital advertising, as well as local outreach and partnerships.

This marks a significant shift in Campaign priorities by focusing the paid media budget in select priority markets. The advertising agency was able to successfully negotiate more than 100 percent media match support across all local media vehicles, including more than 250 outdoor and transit units. By focusing paid media budgets in communities most in need, the Campaign was able to optimize effectiveness and efficiency via customized ads for each individual community to deliver relevant and actionable messaging.

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 Administrative Resource Center (ARC) within the Department of Treasury's Bureau of the Public Debt, 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.

Through a competitive procurement process conducted by ARC in 2010, the Campaign re-competed its two main contracts, an advertising services contract and a public communications/outreach contract. Both contracts were re-competed and awarded in accordance with the FAR to the incumbents, DraftFCB and Fleishman-Hillard, for the advertising services contract and the public communications/outreach contract, respectively. 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 Partnership at Drugfree.org recruits advertising agencies from around the country to provide *pro bono* creative services to develop new advertisements. The Campaign reimburses the agencies for their out-of-pocket production-related costs as well as for the research and testing associated with the ads through the advertising contractor.⁵ As a result of this rigorous process, the average cost of a Campaign television advertisement was 47 percent less than the cost of the average national 30-second television advertisement. It costs ONDCP \$190,000, on average, to produce and test a 30-second spot, versus \$350,000 for the national average, according to the 2010 Television Production Cost Survey conducted by the American Association of Advertising Agencies.

In FY 2010, the Partnership at Drugfree.org recruited the following *pro bono* advertising work:

⁵ 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.

- ATI advertising was developed by New York-based Vigilante (three television and two print advertisements) and New York-based DraftFCB (five television and four print advertisements)
- Advertising for the Anti-Meth Campaign is being developed by Los Angeles-based Rockhard Productions (three television and three outdoor advertisements) for delivery during FY 2011

Further, all advertisements and other Campaign materials are reviewed for scientific accuracy by the National Institute on Drug Abuse (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 or scientific 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 2010, the Campaign received 102 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) are verified by third-party resources. 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 three contracts, all of which are fixed-price (per year or per task), 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, partnership outreach, and other related tasks (non-advertising) – Fleishman-Hillard; and
- Management of *Pro Bono* Creative Advertising – Partnership at Drugfree.org

In 2010, the Campaign re-competed its two main contracts: an advertising services contract and a public communications/outreach contract, and both contracts were re-competed and awarded in accordance with the FAR to the incumbents, DraftFCB and Fleishman-Hillard, respectively. These solicitations were for full and open competitions (i.e., open to all qualified vendors) under General Services Administration-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, www.AboveTheInfluence.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.

ONDCP's authorization mandates the use of the Partnership at Drugfree.org to manage the *pro bono* creative process for the Campaign. Therefore, ONDCP continued its sole-source contract with the Partnership at Drugfree.org to conduct this work.

Several contracts that existed in FY 2009 were not renewed (i.e., did not have their option years exercised). The Advertising Production Cost Analysis contract previously awarded to Madison Advertising Management was not renewed; those activities were folded into the responsibilities of the Advertising and Media Buying Services contractor, DraftFCB, under the new award as a cost savings measure. The Partnership Attitude Tracking Study (PATS) Special Analysis (conducted by the Partnership at Drugfree.org) contract was not renewed as the supplemental analysis was no longer necessary given the new messaging direction of the Campaign.

Further, in July 2010, following a full and open competition, ARC awarded a fixed-price contract to Westat to design, develop, and implement a formal outcome evaluation of the Campaign in order to meet the reporting requirement of Section 501 of the Act. ONDCP's Office of Research and Data Analysis will manage this contract, although funding will come from annual Media Campaign appropriations. The results of the longitudinal evaluation are expected in January 2015.

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 Contracting Officer's Technical Representative (COTR) for each contract and receives training annually to maintain their FAC-COTR certification and to remain abreast of the latest methods to monitor contractor performance. In FY 2010, there were no issues requiring correction from the Contracting Officer with any of the contracts.

6. ONDCP Implemented Numerous Policies in FY 2010 to Ensure Compliance with the Office of National Drug Control Policy Reauthorization Act of 2006 (P.L. 109-469)

Title V of the Act 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 2010. Much of the detail on how ONDCP complied with each of these requirements is presented other sections of this report; the reader is directed to those sections. All of the Title V requirements were met in FY 2010.

Use of Funds

The Act specifies that ONDCP may use appropriated funds for the Media Campaign only for purchase of media time and space (see sections 4 and 5 of this report for further discussion); creative and talent costs (section 5);⁶ advertising production costs (section 5); testing and evaluation of advertising (section 8); evaluation of the effectiveness of the Campaign (section 8); negotiated fees for contracts (section 5); partnerships with a variety of non-governmental groups; and outreach to the entertainment industry, news media, and corporations.

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 2010, the Campaign was funded at \$45 million.

The Campaign has developed an ONDCP Production Guidelines 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 2010, this manual was updated in collaboration with the Partnership at Drugfree.org and the Advertising Services contractor.

Advertising

The Act 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 three through five 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 the Act, the ONDCP Director, in consultation with the Partnership at Drugfree.org, 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

⁶ 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 Partnership is unable to provide them.

Partnership, at the request of the Director: (1) develops and recommends strategies to achieve the goals of the Campaign; and (2) manages the advertising creative and production process that develops new advertising to be used in the national Campaign (sections 3 and 5).

The ONDCP Director meets at least yearly with Partnership 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 the Partnership to discuss strategy, coordination, and implementation of the Campaign; these formal meetings are supplemented with conference calls as necessary.

In FY 2010, the majority of the advertising created was developed under the Partnership *pro bono* system with the exception of some digital or online creative materials, which were developed directly by the advertising contractor, DraftFCB. Some digital and online creative materials were developed by the advertising contractor, as *pro bono* advertising agencies have not historically been able to provide these services.⁷ All creative materials, from either the *pro bono* ad agency recruited by the Partnership or by the advertising services contractor, DraftFCB, were created on a *pro bono* basis.

Prohibitions

The Act 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 2010 to supplant current anti-drug community-based coalitions. To the contrary, the Campaign has worked to promote and provide materials and resources, such as the ATI Activity Toolkit, to community-based anti-drug coalitions. Additionally, the development of the resources section on the www.TheAntiDrug.com was designed specifically to make it easier for coalitions to download and order Campaign materials.
- *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 2010.

⁷ 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.

- *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 2010 focused on youth drug prevention and anti-methamphetamine messaging.

No-Cost Matching Not Directly Related to Substance Abuse

The Act 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 2010, all media match was 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 7 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

This current report fulfills the Title V requirement, as well as the reporting requirement in section 203 of the Act.

Local Target

In FY 2010, 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. A new mobile/texting component of the anti-meth campaign provides linkages to local resources. For the first time, the Campaign added Mobile SMS (or "text") codes to out-of-home meth ads. Those seeing the ads could use their mobile phones to send a text message and receive a reply with information and links to local methamphetamine prevention and treatment resources.

Preventing Marijuana Use

The Act notes that in conducting Campaign advertising and activities, the Director may emphasize prevention of youth marijuana use. As noted earlier, since 2001 the Campaign focused primarily on marijuana, but in FY 2010 the Campaign broadened its youth-targeted messaging to include other dangerous and illegal substances that teens reported using, such as alcohol and prescription drugs.

Prevention of Methamphetamine Abuse and Other Emerging Drug Abuse Threats

The Act 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. In FY 2010, ONDCP expended approximately 12.2 percent of its annual appropriation on the Anti-Meth Campaign, more than the required 10 percent of the Campaign.

7. No-Cost Match Requirements for Advertising Were Exceeded in 2010

In FY 2010, the Campaign successfully secured no-cost matches of advertising time and space in accordance with the Act. Through the services of DraftFCB, the Campaign's advertising and media buying contractor, the Campaign secured no-cost Media Match at 102 percent of paid media commitments. Since the launch of the Campaign in 1998, the Campaign has received a total value of more than \$1.29 billion in media through this requirement.

8. Testing and Evaluation of the Campaign's Messages Indicates They Were Effective

Congress has set specific requirements for the evaluation of the Campaign through reauthorization and appropriations language. The ONDCP Reauthorization Act of 2006 requires the effectiveness of the Campaign and its activities to be evaluated in two ways: (1) testing and evaluation (of advertising); and (2) evaluating the effectiveness of the Campaign. In addition, in FY 2010, ONDCP established three revised performance measures for the Campaign in accordance with the Government Performance Results Act (GPRA) that focus on favorably impacting anti-drug-related beliefs as a necessary precursor to lowering intentions to use drugs, ultimately contributing to lower teen drug use along with other key prevention-related elements of the *National Drug Control Strategy* (i.e., strengthening efforts to prevent drug use in communities).

Testing and Evaluating Advertising

Section 501 of the Act amended the ONDCP Reauthorization Act of 1998 by adding a new Section 709 regarding the Campaign. Section 709(b)(2)(B) requires testing of all advertisements prior to use "to ensure that the advertisements are effective and meet 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 2010 for the advertising created for ATI and the Anti-Meth Campaign.

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 subject matter experts ensure this process meets and exceeds advertising industry standards.

Phase 2: Creative Development and Qualitative/Quantitative Testing. Through collaboration with Partnership at Drugfree.org, highly skilled advertising agencies develop the Campaign's creative concepts on a *pro bono* basis. The concepts are reviewed by the Partnership'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 Campaign's qualitative testing is modeled after best practices in market research, adheres to OMB data collection principles, and was re-approved for use as data collection instrument OMB 3201-0011 in February 2010. The Media Campaign Advisory Team (MCAT) (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. Copy testing standards have been established for the Campaign, and since 2002 no advertisement has been aired on television unless it has met or exceeded these standards.

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 most recent version of the 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: Youth Ad Tracking Survey. Once an advertisement is aired, its performance, along with all other ads in rotation, is monitored by the Youth Ad Tracking Survey, which historically has consisted of mall-based interviews of 100 teens conducted each week throughout the year. This survey provides real-time feedback on the impact the advertisements are having on the target

audience, 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 remains committed to continuing to improve message testing by using the latest online technologies used by the advertising industry. In FY 2010, the Campaign changed its Youth Ad Tracking Survey methodology from an in-person mall-based methodology (i.e., “mall intercepts” of teens from FY 2006-2009 conducted by a leading third-party research vendor, Milward-Brown) to an online methodology (i.e., “online panels” of teens that began in Quarter 3 of FY 2010 conducted by another leading third-party research vendor, OTX Research). To ensure saliency of instruments there was a three-month overlap of the two methodologies. Measures proved to be consistent between the two, validating the evolved methodology. This change in methodology will have many benefits, including reducing survey costs and keeping up-to-date with market research best-practices. The cost savings associated with the online methodology will permit an increase in the number of teens surveyed each month – from 400 to 900. The Campaign’s Youth Ad Tracking Survey was re-approved for use as data collection instrument OMB 3201-0010 in February 2010.

A number of national survey 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 effects 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 analysis report of the Campaign’s effectiveness, which is a separate report from this one, and is due by statutory mandate on April 20 of each year (see discussion below).

Media Campaign Advisory Team. Throughout the formulation of the Campaign’s advertising, 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 area of discipline. Advisors are selected by the advertising services contractor, in collaboration with ONDCP.

In FY 2010, 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 709(b)(2)(C) of the amended 1998 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 [now the NSDUH]; 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 report described above details the trends in national data sets, including MTF, NSDUH, and PATS, and assesses to what extent the Campaign and its effects may be associated with these trends. The next report is scheduled to be delivered by April 20, 2011.

The second portion of the Congressional requirement in Section 709(b)(2)(C) is for an evaluation of the effectiveness of the Campaign, 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.”

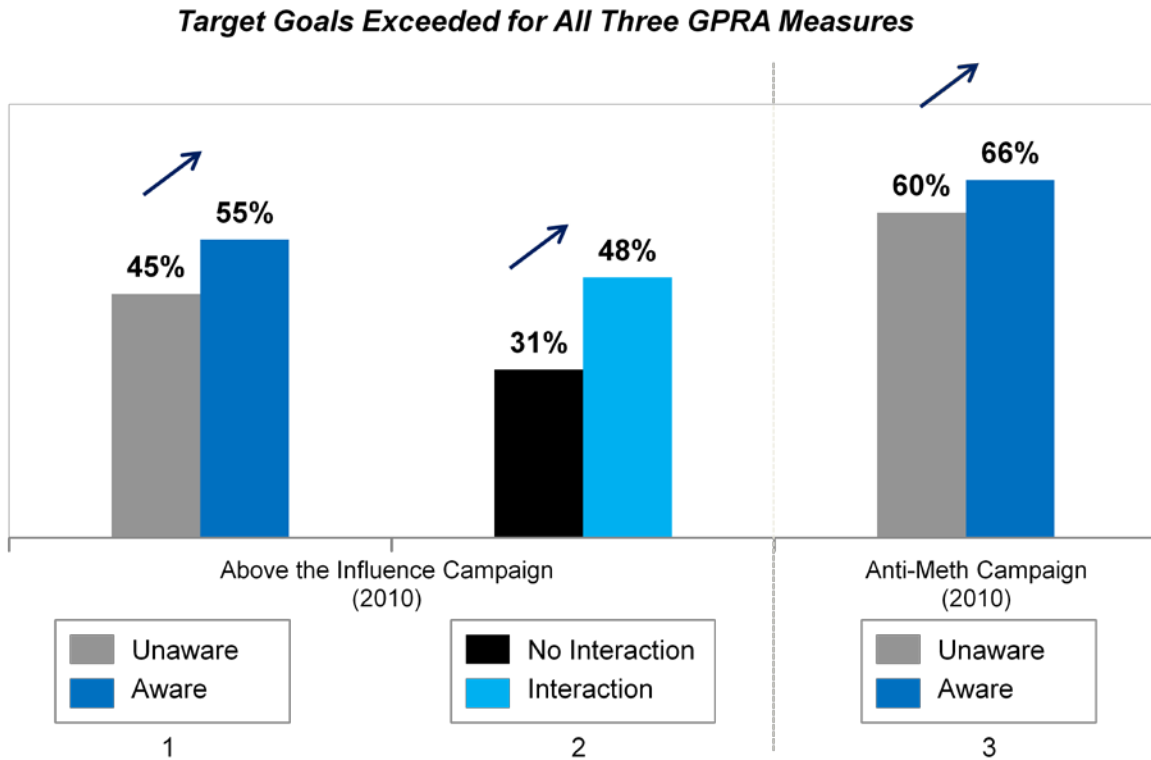
To comply with this requirement, in July 2010, following a full and open competition, ARC awarded a fixed-price contract to Westat to design, develop, and implement an assessment of the effectiveness of the Campaign. ONDCP's Office of Research and Data Analysis will manage this contract. The goal of this evaluation will be to assess how and to what extent Campaign messages have contributed to changes in awareness of the messages and to attitudes, beliefs, and intentions to use illegal drugs. The results of the longitudinal evaluation are expected in January 2015.

GPRA Performance Measures

ONDCP established the following three revised performance measures for the Campaign beginning in FY 2010:

- Stronger anti-drug beliefs for those youth ages 14-16 who are more exposed vs. less exposed to ATI
- Stronger beliefs for those youth ages 14-16 more engaged with the campaign who find ATI messaging relevant and important in keeping them away from drugs vs. those youth less engaged with ATI
- Stronger anti-methamphetamine beliefs for those adults 18-35 more exposed vs. those adults less exposed to the Anti-Meth Campaign

Data from the Campaign’s Youth and Meth Ad Tracking Surveys indicate that the Campaign exceeded the target goals for all three measures (figure 5).



Source: Media Campaign Youth Tracking Study
 Top box %; average agreement across 19 anti-drug beliefs measures (risks of use/benefits of non-use)
 Top box %; average agreement across 13 measures about the relevance and importance of ATI

Source: Meth Campaign Tracking Study
 Top 2 box %: Average agreement across 12 anti-meth belief measures (note: two measures are computed by looking at bottom 2-box since they are negative statements).

- 1: Percentage of teens who hold strong anti-drug beliefs (June-Sept)
- 2: Percentage of teens who hold strong beliefs about the relevance/importance of ATI (June – Sept)
- 3: Percentage of 18 – 34 year olds who hold strong anti-meth beliefs (July – Sept)

Figure 5. FY 2010 GPRM Campaign Performance Measures

Conclusion

In FY 2010, 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 ONDCP Reauthorization Act of 2006;
- Secured 102 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 and Anti-Meth Campaign efforts; and improved specific anti-drug beliefs and intentions to not use related to each of the campaigns.

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

The revamped Campaign employs a two-tiered strategy that strikes a more effective balance between broad, national-level prevention messaging (Tier One) and more targeted efforts focusing on local communities (Tier Two). 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 also delivering on-the-ground ATI activities to youth-serving organizations that are ideally positioned to more deeply engage teens with ATI messaging.