

# 2009 ICCA Public Policy Forum

## Overview of Federal Funding for Addiction Programs

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# Overview of Presentation

- ❑ FY 2009 appropriations: Proposed and final numbers
- ❑ How has addiction funding within SAMHSA been doing recently?
- ❑ What are we recommending for FY 2010?
- ❑ Tools to make the case
- ❑ Looking Back to Look Forward: Outlook and Hints from New Administration on Budgeting

# Administration's FY 2009 Proposal

- ❑ Proposed overall *cut* to SAMHSA by \$198 million
- ❑ Proposed *cut* to the Center for Substance Abuse Treatment (CSAT) by \$63 million
- ❑ Proposed *cut* to the Center for Substance Abuse Prevention (CSAP) by \$36 million

# Previous Administration's FY 2009 Proposal Compared to Final FY 2009 Omnibus

- ❑ Previous Administration: Proposed *cut* to the Center for Substance Abuse Treatment (CSAT) by \$63 million
  - FY 2009 Final: Increase of \$14.5 million compared to FY 2008. This increase represents \$77.5 million more than the previous Administration's request.
  
- ❑ Previous Administration: Proposed *cut* to the Center for Substance Abuse Prevention (CSAP) by \$36 million .
  - FY 2009 Final: Increase of \$6.8 million compared to FY 2008. This increase represents \$42.9 million more than the previous Administration's request.

# Previous Administration's Proposed FY 2009 Budget Compared to Final FY 2009 Omnibus: CSAT

- ❑ **Proposal for Criminal Justice Activities portfolio** - \$37.8 million – for a proposed increase of \$14.1 million compared to FY 2008. Within this amount, the previous Administration proposed an increase of \$27.8 million for drug treatment courts.
  - Omnibus: The Criminal Justice Activities portfolio is funded at \$37.6 which is an increase of \$13.9 million over FY 2008 and close to level funding for overall CJ activities line compared to the previous Administration's request.
  - Within this amount, \$23.8 million is dedicated to drug treatment courts (an increase of \$13.9 million compared to FY 2008 level of \$9.9 million and a decrease of \$13.9 million compared to the previous Administration's request).
  - In addition, there is \$13.7 million for All Other Criminal Justice Activities (representing level funding compared to FY 2008 but an increase of \$13.7 million when compared to the previous Administration's proposed budget).

# Previous Administration's FY 2009 Proposal Compared to Final FY 2009 Omnibus: CSAT

- ❑ **Opioid Treatment Programs/Regulatory Activities:** Cut of \$2,886,000 compared to the FY 2008 level of \$8,903,000.
  - Final FY 2009 Omnibus: Restored to level funding.
  
- ❑ **Pregnant and Postpartum Women:** Eliminated. Representing a cut of \$11,790,000 compared to the FY 2008 level.
  - Final FY 2009 Omnibus: Provided \$16 million - representing an increase of \$4.2 million compared to FY 2008 and close to \$28 million compared to the previous Administration's budget request.

## **Administration's FY 2009 Proposal: SAPT Block Grant**

- Proposed increase of \$20 million over FY 2008 only to be awarded to top 20 percent of performers
- Criteria yet to be determined – most likely linked to National Outcome Measures (NOMs) data and final determinations by ONDCP and OMB
- NASADAD: SAPT Block Grant increases for all States

## **SAPT Block Grant: Administration's FY 2009 Proposal Compared to Final FY 2009 Omnibus**

- ❑ The final package does NOT include language requested by the Administration to provide supplemental awards to the top twenty percent of grantees for superior performance and submission of National Outcome Measures (NOMs) data.
- ❑ The additional funding will be directed through the SAPT Block Grant using the formula as dictated by current statute.

## How has addiction funding within SAMHSA been doing recently?

- ❑ From 2004 to 2008, the SAPT Block Grant has been cut by over \$20 million
  
- ❑ Percentage increase from 2004-2008
  - SAMHSA: 0.2 percent
  - CSAT: -1.77 percent
  - CSAP: -2.1 percent
  
  - HRSA: +3.8 percent
  - CDC: +38.5 percent
  - NIH: +5.14 percent

# Stimulus

- ❑ What funds were allocated specifically for addiction services – and SAMHSA – in the stimulus package?

ZERO

# **FY 2009 Final Department of Justice (DOJ) Programs: NASADAD Priority Programs**

## **☐ Second Chance Act (Sec. 101)**

- FY 2008: Not authorized
- FY 2009: \$15 million

## **☐ MIOTCRA**

- FY 2008: \$6.5 million
- FY 2009: \$10 million

## **☐ RSAT**

- FY 2008: \$10 million
- FY 2009: \$10 million

# **FY 2009 Final Department of Justice (DOJ) Programs: NASADAD Priority Programs**

## **☐ Drug Courts**

- FY 2008: \$15.2 million
- FY 2009: \$40 million

## **☐ Byrne/JAG**

- FY 2008: \$170 million
- FY 2009: \$546 million

## **☐ Enforcing Underage Drinking Laws (EUDL)**

- FY 2008: \$25 million
- FY 2009: \$25 million

# Addiction Coalition's FY 2010 Recommendations for Labor/HHS Appropriations Bill

□ Addiction coalition convenes to achieve on FY 2010 recommendations to ensure consistent message

➤ **SAPT Block Grant:** Increase of \$150 m vs. FY 2009

➤ **CSAT:** Increase of \$75 m vs. FY 2009

➤ **CSAP:** Increase of \$75 m vs. FY 2009

➤ **SDFSC-State Grants:** Increase of \$51.8 m vs. FY 2009

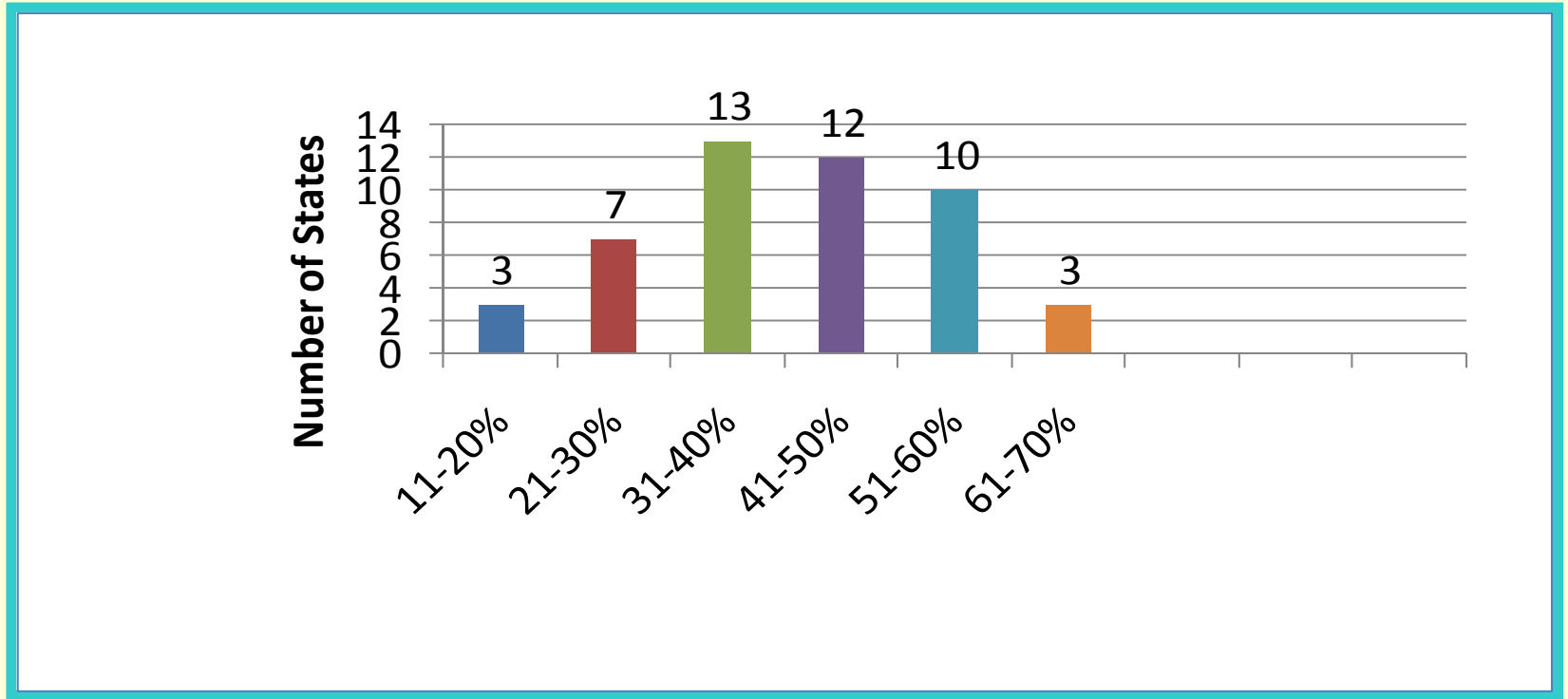
# Tools to make the case

- ❑ State-by-State SAPT Block Grant Allocation
- ❑ Charts for SAMHSA/SDFSC/NIH and DOJ
- ❑ NASADAD Inquiry on Criminal Justice
- ❑ Larger picture on spending
  - SAPT Block Grant Illustration
  - Substance abuse spending and all health
  - Substance abuse and private insurance
  - Public spending: federal vs. State/local

# NASADAD Inquiry on Criminal Justice (February 2009)

## 44 State substance abuse agencies responded

- Percentage of cases referred from the CJ system from the total served



## NASADAD Inquiry on Criminal Justice: Funding

- ❑ SSAs were asked to estimate the percentage of Federal SAPT Block Grant funds spent on CJ populations.
  - The most common response was that the State spent 41-50% of SAPT Block Grant funds on criminal justice populations.
  
- ❑ SSAs were asked to estimate the percentages of their General Revenue Funds spent on CJ populations.
  - Ten States spent above 41% of General Revenue Funds on CJ populations.

## **NASADAD Inquiry on Criminal Justice: Standards of Care**

- ❑ 52% noted that treatment services within State Depts. of Justice/ Corrections are not required to meet State substance abuse agency licensing/ accreditation standards, 45% are required to meet these standards, with 1 State requiring that those standards be met in only one jointly operated facility.
- ❑ Regarding standards within local DOC departments, 55% responded no and 45% responded yes (3 States do not have local DOC departments).

## **NASADAD Inquiry on Criminal Justice: Using State Substance Abuse Agency Data System**

- Asked if the State DOC participated in State substance abuse agency client level data systems, 64% said no; 34% said yes.
- 4 States are working on developing this capacity.
- Even fewer Depts. of Juvenile Justice/Corrections shared client-level data; 34 (77%) said no and 8 (18%) said yes.

# **NASADAD Inquiry on Criminal Justice: Challenges**

## **Top Mentions**

- Co-occurring populations
- Offenders in rural areas or on reservations
- Sexual offenders

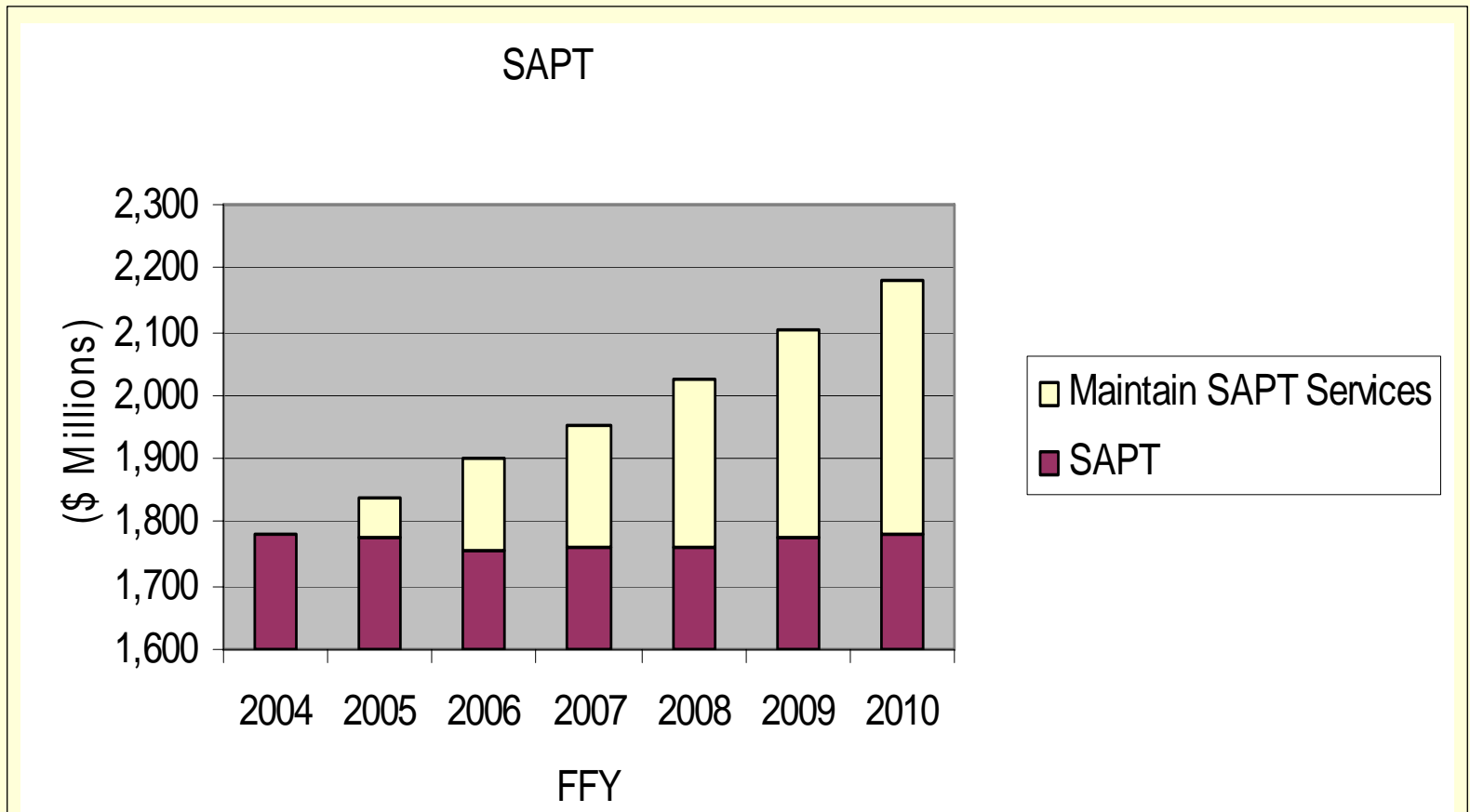
## **Other Mentions**

- Women with dependent children
- Juveniles
- Inmates who are incarcerated
- Inmates needing Medication-Assisted Treatment
- Inmates needing transitional housing

## Q: What has been the trend for the SAPT Block Grant?

**A: From '04 to '08, the SAPT Block Grant was cut by over \$20 million**

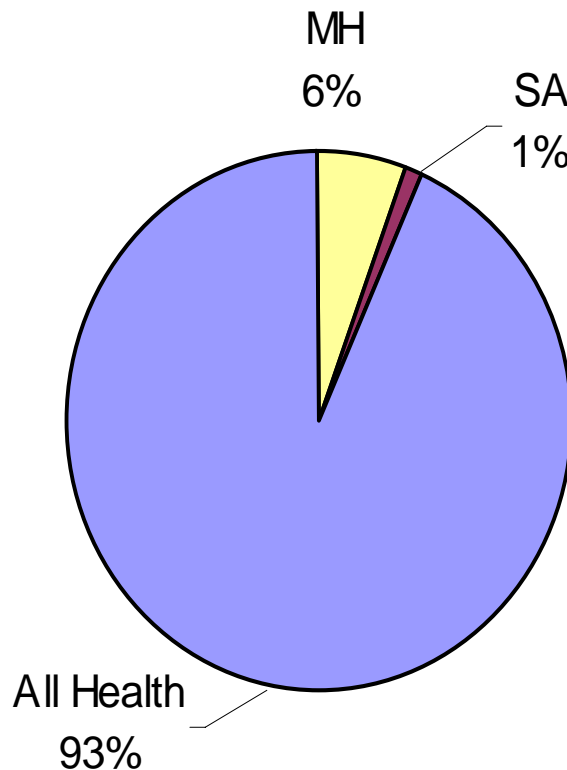
**It is estimated that the SAPT Block Grant would need an increase of \$403.7 million simply to maintain services at 2004 levels (using CPI-U inflation rate as proxy)**



**Q: How does substance abuse spending compare when looking at all health?**

**A: MH/SA Spending as Percent of All Health, 2003**

(National Expenditures for Mental Health Services and Substance Abuse Treatment: 1993-2003, T. Mark, et al. SAMHSA, 2007)



**All Health=\$1,614 billion**

## **Q: How is the substance abuse system funded?**

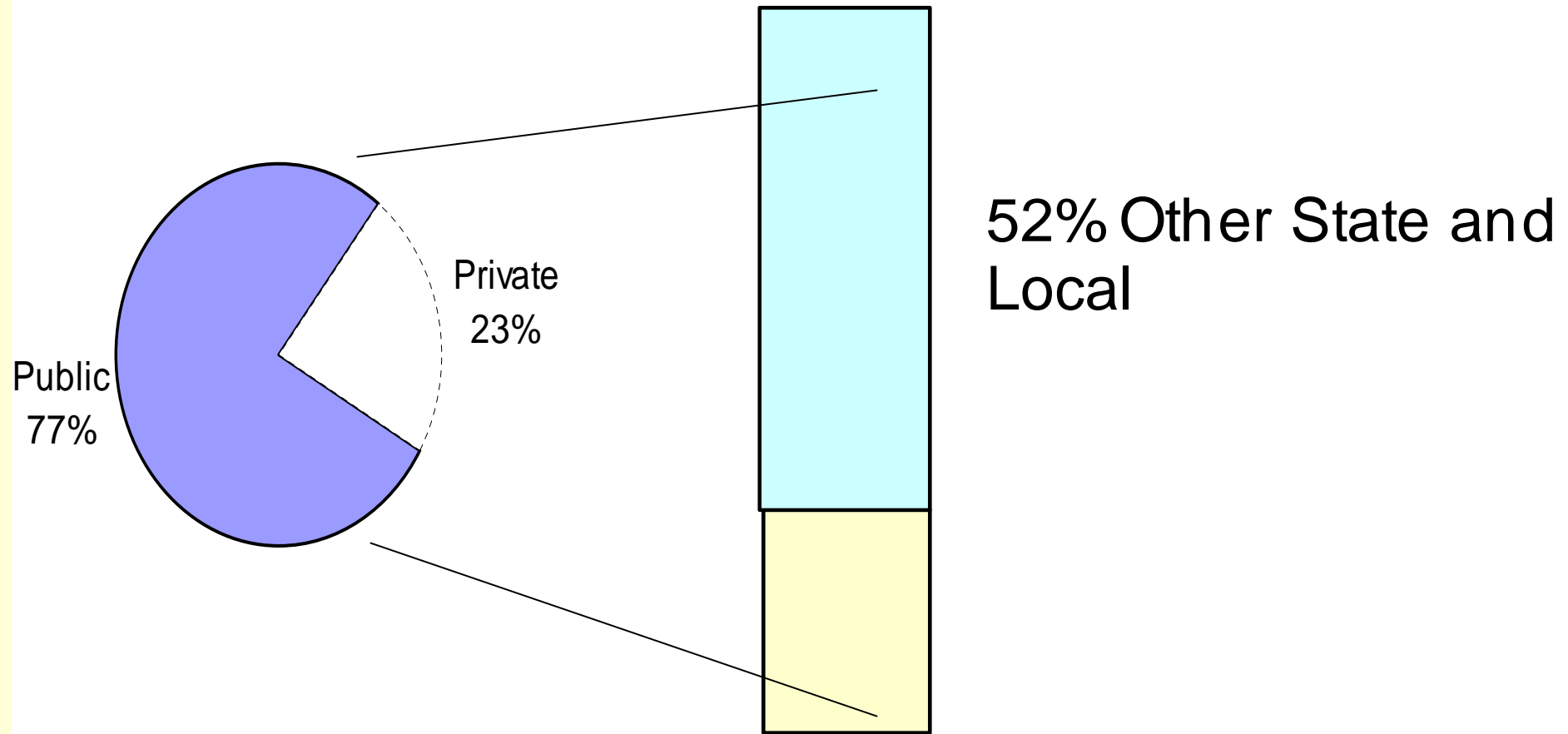
### **A: Public payers bear the largest burden for substance abuse spending**

(Spending Estimates, SAMHSA, 2007)

- ❑ SA Public Spending vs. SA Non-public funding:
  - Public sources of funding represented 68 percent of spending in 1993.
  - Public sources of funding represented 77 percent of spending in 2003.
  
- ❑ Private Insurance – SA vs. All Health:
  - For substance abuse in 2003, private insurance represented 10 percent of spending
  - For all health in 2003, private insurance represented 37 percent of spending.

**Q: Isn't the federal government already shouldering the lion's share of public funding?**

**A: In 2003, public State/local spending represented over half of substance abuse public spending** (Spending Estimates, SAMHSA, 2007)



# Trends in Program Evaluation and Measurement

**SAPT Block Grant**

**Offender Reentry**

**Health Programs**

**Hints**

# Program Evaluation and Addiction Funding: SAPT Block Grant

- ❑ Program Assessment Rating Tool (PART) Score in 2003 (Grades: Effective; moderately effective; adequate; results not demonstrated; ineffective)
  - SAPT Block Grant: Ineffective
    - No independent evaluation (Study due in 2009 or 2010)
    - Formula does not distribute funds by need (Block Grant)
    - Current measures are process or outputs (NOMs)

# National Outcome Measures (NOMs)

## ❑ What are we measuring in treatment NOMs?

- Abstinence from alcohol/illegal drugs
- Impact of treatment on housing
- Impact on treatment on employment or education
- Impact of treatment on criminal justice involvement
- Impact of treatment on social connectedness

## ❑ Process Measures

- Increased Access (numbers served)
- Increased Retention (Length of Stay)
- Cost Effectiveness
- Perception of Care
- Evidence-based Practices

[www.nationaloutcomemeasures.samhsa.gov/outcome/index\\_2007.asp](http://www.nationaloutcomemeasures.samhsa.gov/outcome/index_2007.asp)

# National Outcome Measures (NOMs)

## ❑ What are we measuring in prevention NOMs?

- Abstinence (30 days past use; perceived risk; age of initiation; perception of disapproval)
- Awareness of workplace policy or reduced incidents at schools
- Car crashes and criminal justice involvement
- Family communication about drugs

## ❑ Process

- Cost Effectiveness
- Access (numbers served)
- Evidence-based Practices

[www.nationaloutcomemeasures.samhsa.gov/outcome/index\\_2007.asp](http://www.nationaloutcomemeasures.samhsa.gov/outcome/index_2007.asp)

# Program Evaluation and Addiction Funding: SAPT Block Grant

- ❑ FY 2008 Budget: Proposed NOMs Penalty
  - The Administration proposed to cut at least 5 percent of State SAPT Block Grant allocation for those not reporting NOMs as defined by the Office of Management and Budget (OMB) and Office of National Drug Control Policy (ONDCP). The “extra” money from the penalties would be redistributed to other States.
  
- ❑ Congressional Reaction:
  - Senate Appropriations Committee: “The Committee strongly opposes this proposal and believes that punitive policies could threaten or interrupt service delivery.”

# Program Evaluation and Addiction Funding: SAPT Block Grant

- ❑ FY 2008 Appropriations: Senator Allard (R-CO) Amendment
  - The amendment would have cut by 10 percent programs graded by OMB's PART as inefficient. This would have included the SAPT Block Grant.
  
- ❑ Congressional Reaction:
  - Senate voted 68 to 21 to table the amendment

# **Program Evaluation and Addiction Funding: SAPT Block Grant**

## **Appropriations Committee supports the work of the SAPT Block Grant**

- In Senate Report 110-107, the Senate Appropriations Committee said, “The Committee notes that States are making progress in reporting NOMs information through the SAPT block grant...States reported positive improvements in a number of data domains--including abstinence from alcohol and drug use; housing status; criminal justice involvement; and employment.”
- In House Report 110-231, the House Appropriations Committee said “The Committee is aware that the SAPT block grant is an effective and efficient program.”

# Program Evaluation and Addiction Funding: SAPT Block Grant

## □ FY 2009 Proposed Budget: Supplemental Performance Grants

SAPT Block Grant would be increased by \$20 m only for performance awards

*“...performance awards for the top 20 percent of SAPT Block Grant recipients that report on the NOMs. ..grantees would have to meet superior performance as determined by the Secretary. Awards would consist of a two tiered approach: up to \$2.5 million would be available for top performers receiving \$21 million or greater in their prior year award and up to \$1.5 million would be available for the top performers receiving less than \$21 million in their prior year award.*

See [www.samhsa.gov](http://www.samhsa.gov)

# Program Evaluation and Addiction Funding: SAPT Block Grant

FY 2009 Budget & Supplemental Performance Grants

Reaction by Congress

Senate Appropriations Committee: Supported the proposal

House Appropriations Committee: Draft bill opposed proposal

Final Omnibus: Rejected proposal

# Program Evaluation and Addiction Funding: Second Chance Act

- ❑ Second Chance Act (offender reentry) – Signed by the President in April 2008
  
- ❑ Section 101 (State and local reentry demonstration grants for reentry):
  - Requires a Reentry Task Force; strategic plan; and a goal of reducing recidivism by 50 percent over 5 years.
  
  - Grant applicants must identify “strategic performance outcomes” that include increases in employment, reductions in crime rates, reductions in recidivism, and reductions in substance use.
  
  - Department of Justice (DOJ) must coordinate with SAMHSA on performance outcomes related to performance data and substance abuse..

# Program Evaluation and Other Health Funding: CMS

Hospital Compare Web Page – Center for Medicare and Medicaid Services (CMS)

- Hospital Process of Care Measure

Amount a hospital gives recommended treatments for certain conditions

- Hospital Outcome of Care Measures

Results of care or treatment for certain conditions or procedures

See <http://www.hospitalcompare.hhs.gov>

# Program Evaluation and Funding: CMS

## Hospital Compare Web Page – CMS

- Survey of Patients' Hospital Experiences

Comments made by patients about care they received during a hospital stay

- Medicare Payment and Volume

See how much Medicare paid hospitals on average for certain conditions or procedures.

See <http://www.hospitalcompare.hhs.gov>

# Hints from the Obama Administration

- ❑ “During the campaign, I said that we must scour this budget line-by-line, eliminating what we don't need or what doesn't work, and improving the things that do.”

President Obama, January 7, 2009, during the announcement of a new Performance Czar

- ❑ “While our budget will run deficits, we must begin the process of making the tough choices necessary to restore fiscal discipline, cut the deficit in half by the end of my first term in office, and put our Nation on sound fiscal footing.”

A New Era of Responsibility: Renewing America's Promise, February 2009  
([www.omb.gov](http://www.omb.gov))

# Hints from the Obama Administration: Making the PART Whole?

## **Enforce Standards in Addition to Measuring Performance.**

The Administration will fundamentally reconfigure the Program Assessment Rating Tool. We will open up the insular performance measurement process to the public, the Congress and outside experts.

The Administration will eliminate ideological performance goals and replace them with goals Americans care about and that are based on congressional intent and feedback from the people served by Government programs.

Programs will not be measured in isolation, but assessed in the context of other programs that are serving the same population or meeting the same goals.

A New Era of Responsibility: Renewing America's Promise, February 2009 ([www.omb.gov](http://www.omb.gov))

# Program Evaluation and Addiction Funding: Observations

- ❑ Whether federal funding followed the exact path of the Bush Administration's PART or not, one item to note: the Administration's leadership does have an impact
- ❑ The call for more data reporting seems likely to grow not diminish
- ❑ Data reporting is seen by Administration and Congress not as a luxury but as a basic staple of doing business.
- ❑ President Obama will continue to emphasize data to measure performance and effectiveness
- ❑ No data – no funding.

**THANK YOU**

Questions

Comments

Discussion