



NEWS AND NOTES FROM NEW MEXICO

THE COMPREHENSIVE IMPAIRED DRIVING PROJECT

A well-planned and implemented communications plan coordinated with a soundly executed law enforcement plan is crucial to a comprehensive, high visibility impaired driving enforcement program. In this age of instant news, traditional public service announcements and haphazard communications activities are outdated and ineffective. Today, impaired driving communications efforts to target audiences must be meaningful and almost instantaneous while remaining timely and synchronized with enforcement or social norming activities. In addition to strategically selecting paid advertising opportunities, another means of marketing impaired driving messages to target audiences is through carefully planned community outreach activities.

New Mexico's communications program is an important component of the State's success in reducing impaired driving fatalities. For the first time since the National Highway Traffic Safety Administration (NHTSA) began reporting motor vehicle-related traffic crashes, New Mexico, in 2006, was no longer in the top 10 States for rate of alcohol-related traffic fatalities per 100 million miles traveled! While the final analysis is not yet complete, the trend in the declining rate and number of alcohol-related fatalities parallels the intense effort the State is putting into solving its impaired driving problem.

The third issue of *News and Notes From New Mexico: The Comprehensive Impaired Driving Project* focuses on coordination between communications and enforcement efforts of the Office of the Governor, New Mexico Department of Transportation, and the Traffic Safety Bureau (TSB). Previous issues provided background on the project and looked at the role of the DWI Czar and the DWI Leadership Team. These issues are available online at www.nhtsa.gov under the Traffic Safety page, the Impaired Driving tab.

DRUNKBUSTING IN NEW MEXICO THROUGH COMMUNICATIONS AND OUTREACH EFFORTS

By Janet Dewey-Kollen

High visibility DWI law enforcement is the cornerstone of the New Mexico impaired driving program. In fiscal year 2008 (FY 08), New Mexico has conducted or plans to conduct intense DWI enforcement campaigns (Super Blitzes) in 8 of 12 calendar months, including the national impaired driving crackdowns.

During these Super Blitz periods, TSB places concentrated advertising schedules aimed at spotlighting enforcement efforts, particularly DWI checkpoints. The State also supplements DWI advertising during months when there are no enforcement blitzes. Consequently, DWI enforcement and deterrence messages run essentially year-round in New Mexico.

TSB is evaluating public awareness of specific DWI prevention messages as well as changes in public perception about the likelihood of arrest for DWI. However, in the interim, the State believes that its communications strategy is a major factor in the decreased number of alcohol-involved crash deaths recorded yearly since 2004.

Communications Plan

Target Audiences

To accomplish New Mexico's ambitious awareness and outreach program, the State began by developing a comprehensive communications plan. The plan focuses on activity within the six New Mexico counties and Navajo Nation lands in New Mexico with the most alcohol-involved fatalities. Yet, because of the location of these counties and the limited number of media markets in the State, the plan essentially functions as a statewide master communications plan for impaired driving.

Intense data analysis to identify target audiences forms the basis of the plan. TSB turned to the University of New Mexico's Division of Government Research to analyze alcohol-involved crashes, crash fatalities, and annual DWI arrest data according to age, sex, ethnicity, driver ZIP code, blood alcohol concentration levels, and other critical factors. Based on this analysis, the primary target audiences in New Mexico for anti-DWI messaging were determined to be:

<u>PRIMARY AUDIENCE # 1</u>	<u>PRIMARY AUDIENCE # 2</u>	<u>PRIMARY AUDIENCE # 3</u>
Segment 1: Ages 18-24, primarily males, Native Americans, Hispanics, college students	Segment 1: Ages 25-34, primarily males, all ethnic groups	Segment 1: Ages 35-44, primarily males, Native Americans, Hispanics
Segment 2: Mexican immigrants, primarily males, primarily in the southern tier of the State (Dona Ana, Luna, and Chavez counties), and in Santa Fe and Albuquerque	Segment 2: Native American females, primarily ages 25-34, primarily in the northwestern part of the State (McKinley and San Juan counties)	Segment 2: High school and college age youth, ages 16-24

Message Platforms

In general, the State flights DWI messages regarding enforcement and judicial outcomes during Super Blitz periods. Awareness and social consequences-themed messages are aired prior to or between each Super Blitz. The communications plan identifies three distinct message platforms:



<u>PLATFORM</u>	<u>RATIONALE</u>	<u>MESSAGES</u>
Enforcement and Criminal Justice	Anchored in enforcement efforts and used primarily during Super Blitz periods to communicate: <ul style="list-style-type: none"> increased enforcement activity; and potential outcomes of a DWI arrest, such as the loss of driver's license, mandatory ignition interlock use, and loss of freedom. 	"You Drink. You Drive. You Lose.," "100 Days & Nights of Summer," and others
Youth	Used to communicate anti-DWI messages to younger audiences including: <ul style="list-style-type: none"> underage drinking is illegal; and a DWI arrest/conviction could affect the rest of your life. 	"Branded for Life" and others
	Used to communicate underage prevention messages to adults and parents including: <ul style="list-style-type: none"> providing alcohol to minors is a felony offense in New Mexico; and parents need to start early, talking to their kids about underage drinking. 	"Providing Alcohol to Minors is a Felony," "Start Talking Before They Start Drinking," and others
Awareness and Consequences	Anchored in prevention and deterrence efforts, to be used primarily during non-blitz periods and at events where alcohol is served. Messages may feature: <ul style="list-style-type: none"> mandatory ignition interlock use in New Mexico; impact of DWI arrest on families; and impact on future job options, etc. 	"Don't Blow It," "Who is YOUR Designated Driver?," "You Drink. You Drive. You Lose.," and others

Communication Strategies

TSB contracts with an advertising agency to craft four to six innovative anti-DWI messaging campaigns yearly. The debut of each campaign is coordinated with enforcement Super Blitzes or other events.

Creative elements developed as a part of these campaigns include television and radio spots, outdoor advertising, coordinating posters, and hand cards (for use in motor vehicle and other public venues). Print advertising is limited to promoting special initiatives, such as the availability of a Safe Ride Home van after special downtown Albuquerque nighttime events.

Additionally, New Mexico contracts with a media placement firm to place and manage media buys, assist with news media outreach, and coordinate various sponsorship opportunities. Initially, the New Mexico Department of Transportation public information office placed and managed media buys; however, coordinating advertising schedules, ensuring timely airing of spots, and processing payment for more than 15 individual broadcasters (many with multiple stations) proved extremely difficult. TSB decided to obtain these services via contract, resulting in a more efficient and effective outcome.

Given New Mexico's aggressive enforcement and public awareness goals, management of communication efforts is a full-time responsibility and involves multiple decision-makers, including the TSB Director, the DWI Czar, public information officers from various State agencies, TSB program managers, and other contractors.

Typically, a large group of stakeholders meets in August to review communication strategies and results from the previous year, determine key messages and strategies for the upcoming year, and coordinate planned communications campaigns with annual schedules of Super Blitzes, national crackdowns, and other DWI-focused initiatives. The advertising agency then develops a plan for the upcoming year and works with a smaller group of decision-makers to refine and finalize the plan.

From this point, TSB establishes quarterly schedules with deadlines for review and delivery of each public awareness campaign component. Decision-makers then meet at least monthly with the advertising and media placement firms to approve concepts and advertising tools and to finalize schedules for electronic media buys.

The State's experience has shown that early deadlines are critical to this process and allow for time to edit spots, secure necessary reviews and approvals, and ease what can be a very intense and stressful process.

Media Buying Strategy

New Mexico's annual budget for television and radio advertising is approximately \$2 million from Federal \$164 and \$410 funding sources. Typically 40 percent goes for television, 30 percent for Albuquerque/metro radio, and 30 percent for rural radio.

Within television advertising, approximately 40 percent of this budget is spent on primary broadcast stations (traditional networks), 40 percent on secondary broadcast stations (including Fox, Univision, CW, etc.), and 20 percent on Cable placements (ESPN, MTV, etc.). Prior to each Super Blitz, the media placement firm surveys State media markets to determine which stations and programs offer the highest ratings for the primary target audiences and places buys accordingly.

The Albuquerque media market covers the entire State with the exception of the Las Cruces market in the southern tier. In 2008 TSB purchased television advertising for Super Blitz activities in the El Paso, Texas, media market to better reach New Mexico residents in this region.

Rural radio is recognized as an important means of reaching smaller communities. Within this market, TSB purchases air time on English, Spanish, and Navajo format stations and translates spots as necessary.

Typical results from New Mexico's two-week advertising for the 2007 National Impaired Driving Crackdown/New Mexico Labor Day Super Blitz are as follows:

Budget: \$120,000 statewide

Run Dates: August 17 – September 3, 2007

TV: 858 paid and Bonus: 30 sec spots ran

Radio: 8,043 paid and Bonus: 30 sec spots ran

Reach and Frequency:

Albuquerque/Santa Fe TV: 92.5 percent at 3.8 times

Albuquerque Radio: 85.2 percent at 9.5 times

(2008 National Impaired Driving Crackdown data were not available at the time of publication.)

TSB also purchases year-round outdoor (billboard) advertising and changes messages at least three times a year to coordinate with various campaign themes. The annual budget for statewide outdoor advertising is approximately \$250,000.

Earned Media Initiatives

With so many coordinated enforcement and communications efforts and other DWI initiatives, the State takes full advantage of these opportunities to promote its anti-DWI agenda to the news media. Each Super Blitz kickoff involves a special press conference or press release highlighting stepped-up DWI checkpoints and saturation patrol activities, announcements about new deterrence initiatives, new advertising campaigns, data releases, etc. Often the Governor or Lieutenant Governor participates in these press conferences conveying the priority the State places on reducing impaired driving and resulting in a greater media draw.

Additionally, the TSB sends template press releases and message points to enforcement agencies and to DWI prevention partners. Local media coverage is so important to the

overall communications effort that the State contracts with the New Mexico Broadcast Association to conduct statewide media training workshops for law enforcement agencies and others.

A Mammoth Effort Paying Off

New Mexico's communications efforts represent a huge and constant undertaking. Many believe that public awareness of DWI enforcement, consequences of impaired driving, and the public's role in reducing the threat impaired drivers pose to other motorists has never been higher. New Mexico will continue to place a high priority on targeted, intense, and engaging communications initiatives to spotlight and complement enforcement of DWI laws for the good of all residents of and visitors to the land of enchantment.

SPECIAL CULTURAL OUTREACH

In 2002, a University of New Mexico study examined alcohol and ethnicity relative to motor vehicle crashes in the State. The study showed that Hispanics comprised 40 percent of the population, but 44 percent of alcohol-involved fatalities; Native Americans comprised 11 percent of the population, but 30 percent of alcohol-involved fatalities; and Anglos comprised 46 percent of the population, but 24 percent of alcohol-involved fatalities. Consequently, New Mexico is cognizant of the need to develop anti-DWI television, radio, and outdoor messages designed to engage Hispanic and Native American residents.

NATIVE AMERICANS

In 2006, TSB developed the first Native American-specific television spot in the Nation, "It Takes a Community." Featuring Native American actors and directed by a nationally known Native American director, the message emphasizes the need for communities to work together to stop impaired driving. The message continues to be well received across the State, and in 2007 the TSB developed a companion radio version of the spot.

Additionally, the State initiated a special outdoor message campaign designed to convey concern about impaired

driving by Native Americans and to support stepped-up DWI enforcement by local, State, and Tribal enforcement agencies. The billboards feature Navajo and other Native American celebrities (locally and nationally known) with a simple message of "I Care if You Are in a Drunk Driving Crash." These messages have been very well received and a topic of conversation among locals. In fact, poster versions of the billboards have become collectors' items in some areas. The "I Care ..." campaign also includes a radio spot by a Navajo comedy team featured in one of the billboards.

Initially posted in the two project counties that include Navajo Nation lands, the State will expand the "I Care ..." billboards statewide in FY 09 in an effort to reach out to Native Americans on New Mexico's 19 Pueblos.

HISPANICS

Hispanic-focused outreach is another special cultural communication strategy. In addition to casting Hispanic actors when appropriate, the State

developed a poignant television and radio spot entitled "Mi Hito," a Spanish term of endearment that translates to "my little son." The dialogue in this spot is both English and Spanish with a theme that speaks to families who experience the heartbreak of a son or grandson calling to be bailed out of jail after an impaired driving arrest. A key message voiced by the Grandpa in the spot is "leave him in jail." This awareness and consequences spot is one of the most touching and popular to date.



BUILDING COMMUNITY SUPPORT FOR DWI ENFORCEMENT AND DETERRENCE

By *DWI Resource Center*

In addition to directing communications efforts, New Mexico's impaired driving communications plan stresses the importance of outreach initiatives to build community support for DWI enforcement campaigns.

A primary avenue for statewide DWI deterrence messaging outreach is New Mexico's extensive network of Local DWI (LDWI) programs. There are 33 such programs (one in each county) funded by proceeds of the State liquor excise tax and administered by the New Mexico Department of Finance Administration. The programs are charged with identifying and addressing local gaps and needs related to DWI, and may support: (1) DWI enforcement; (2) prevention; (3) treatment; (4) compliance monitoring of sentences; (5) alternative sentencing; (6) domestic violence; (7) alcohol screening; and (8) coordination, planning, and evaluation services. The LDWI programs have also been successful in garnering local news media coverage and in distributing State-developed communications materials that coordinate with paid media campaigns.

Working with members of the New Mexico DWI Leadership Team is another outreach strategy. Members of this Team represent State agencies and advocacy organizations involved with essentially every aspect of DWI enforcement, adjudication, treatment, and prevention efforts. Facilitated by TSB and the DWI Czar, team members meet monthly to update others on their respective DWI program efforts and, whenever possible, strive to coordinate news releases to obtain maximum media and community exposure.

The State's Motor Vehicle Division, Regulation, and Licensing Department, and Department of Health also work to support DWI deterrence and prevention through their respective programs.

Focused Outreach

From 2005 – 2008, TSB contracted with an advocacy group, the DWI Resource Center, to provide intense community outreach in the impaired driving demonstration project counties.

Objectives for this outreach included:

- ✦ Supporting law enforcement activities through coordinated outreach and public awareness activities;
- ✦ Working to decrease impaired driving behavior in males ages 18 to 35 through public education, awareness, and outreach activities; and

- ✦ Providing county law enforcement officials with crash maps to facilitate strategic and effective DWI enforcement efforts.

The DWI Resource Center's outreach team worked to increase support for DWI enforcement by promoting stepped-up enforcement efforts where target audiences work, play, shop, study, and worship. Outreach coordinators participated in existing community alliances, encouraged workplace intervention programs, facilitated alcohol retailer partnerships, conducted interactive outreach efforts at local and regional events, provided post-secondary institutions with prevention materials, distributed faith outreach activity material, and cultivated business partnerships.

Through active community participation, coordinators distributed more than 250,000 informational items about DWI enforcement, criminal justice outcomes, and social consequences. Coordinators in Spanish-speaking communities worked closely with promotores (health workers) to distribute material door-to-door to women in Spanish-speaking households.

The outreach teams also worked to generate news coverage about increased DWI enforcement and deterrence efforts. Local radio stations were especially receptive to promoting these messages, particularly Spanish-speaking stations.

Mapping Tools

In addition to supporting DWI law enforcement efforts through community outreach, coordinators also provided direct support to civic organizations and law enforcement agencies through a variety of geospatial mapping tools.

During the project's first year, coordinators identified public attitudes of "*DWI is a problem, but not in my neighborhood.*" To combat this misperception, the DWI Resource Center developed residency maps showing the number of DWI offenders living in specific neighborhoods and graphically illustrating the point that DWI is a problem throughout cities. These maps were enormously successful in generating interest not only from the general public, but from the media as well.

Outreach team members also provided law enforcement agencies with county-specific DWI crash maps to assist law enforcement agencies in planning DWI enforcement activities. The DWI crash maps indicated areas with the highest incidents of alcohol-related crashes, as well as areas with the highest concentrations of DWI offender residencies and liquor outlets. Additionally, the maps contained charts showing alcohol-related crashes and arrests by time of day and day of week.

The maps were well-received by law enforcement agencies and by the general public as a tool to help motorists avoid

high-risk intersections at times of day when impaired driving crashes are most likely to occur.

Coordinating impaired driving law enforcement activities with a well-planned and executed messaging component is essential to deter drinking and driving. These two critical components of a comprehensive impaired driving program are necessary to change the public's awareness of impaired driving enforcement activities and help bring about a shift in public attitude that communities will no longer tolerate those who drive impaired and endanger others.

State impaired driving programs should strive to coordinate enforcement and media components as core elements of an impaired driving prevention program.

New Mexico's television, radio, and billboard messages can be viewed at www.stopdwinm.com.

NEED ADDITIONAL INFORMATION?

If you need additional information regarding the New Mexico Impaired Driving Demonstration Project, contact one of the following:

JOEY SYNER
NHTSA, NTI-111
1200 New Jersey Avenue SE.
Washington, DC 20590
202-366-1770
joey.syner@dot.gov

PAT TUCKER
NHTSA Region 6
819 Taylor Street, Room 8A38
Fort Worth, TX 76102-6177
817-978-0180
pat.tucker@dot.gov

MARIA MARTINEZ
NM Traffic Safety Bureau
604 West San Mateo
Santa Fe, NM 87505
505-827-1581
MariaE.Martinez@state.nm.us