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*Alcohol/Safety
Public Information Campaigns:*

Seminar No. 2

**A REPORT OF AN INFORMAL MEETING HELD
SEPTEMBER 13, 1973, TO DISCUSS SELECTED
CAMPAIGNS ON ALCOHOL AND HIGHWAY SAFETY**

NEW YORK, NEW YORK

**PUBLIC COMMUNICATION GROUP
HIGHWAY SAFETY RESEARCH INSTITUTE
THE UNIVERSITY OF MICHIGAN
HURON PARKWAY AND BAXTER ROAD
ANN ARBOR, MICHIGAN 48105**

INTRODUCTION

This report covers the second in a series of informal seminars in which persons responsible for major public information campaigns on drinking and driving discuss the nature and effects of their mass media programs. The seminars are among several activities developed by the Public Communication Group of the Highway Safety Research Institute with sponsorship from the Alcohol and Drug Problems Association of North America, Canada Safety Council, Licensed Beverage Industries, National Safety Council, and Occidental Life of California.

Inquiries concerning the campaigns discussed in this report may be directed to the originating organizations or to the Institute. Information regarding other activities or publications of the Public Communication Group may be obtained from Mrs. Ann Grimm at the Highway Safety Research Institute, University of Michigan, Ann Arbor, Michigan 48105.

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PRESENTATION BY CANADA SAFETY COUNCIL

--P. J. Farmer

Last year more than 5900 Canadians were killed and 200,000 injured in traffic accidents. Statistics show that 55.5% of the dead drivers had been drinking, and that of those 80% had blood alcohol concentrations above .10% (Canada's legal limit is .08%). Studies have also shown that 35% to 40% of drivers charged with impaired driving have a drinking problem.

Impaired driving is an offense under the Criminal Code of Canada. There are three sections to this code. Part one states that you can be charged even if your blood alcohol level is less than .08%. The second section states that breath tests for blood alcohol are compulsory; the penalty for refusal is the same as for conviction. The final section states that it is an offense to drive if the driver's blood alcohol exceeds .08%.

The proclamation of the .08% Law in Canada in December of 1969 has not had any effect in reducing the number of traffic accidents caused by impaired driving. The present Canadian law has three major weaknesses as seen by those of us who deal with the problem: 1) it has not increased the risk of an impaired driver being arrested, 2) it does nothing to rehabilitate the alcoholic or problem drinker charged with impaired driving, and 3) it provides no method to determine the presence of drugs in cases of impaired driving when alcohol is absent. The breath test is the only legal test in Canada; blood and urine tests are admissible, but cannot be demanded by the courts.

To rectify these weaknesses in the Criminal Code, the Council has recommended that the Code be amended to allow roadside screening tests on suspicion of drinking, after a driver has committed a moving violation, after a driver is involved in a traffic accident, or at roadblocks. Great Britain has roadside screening tests. They showed an 11% reduction in fatal and serious injuries. Norway also has roadblocks and there has been a dramatic effect there. Finally

we would like to be able to use chemical tests of blood and urine as well as breath in cases where breath tests are negative.

In Canada the driving public is largely unaware of the dangers to themselves and to others associated with driving while impaired by beverage alcohol. The staggering cost is only dimly perceived by many drivers and the tragic consequences always happen to the other guy in the minds of most motorists.

I have taken the time to give you this background information because it has a bearing on the Canada Safety Council's approach with respect to drinking and driving. Driving after drinking is not considered by most Canadians as deviant behavior. We are not out to preach temperance; drinking is a social custom of 70%-80% of Canadians. The Canada Safety Council believes there is a need in Canada for a continuing national public information program on drinking and driving. The objectives of such a program should be to gain public support for adequate impaired driving laws and their enforcement, for the treatment of persons convicted of impaired driving who have been found to have a drinking problem, and to bring about more responsible use of beverage alcohol by the public in general and in particular by motorists.

To accomplish this the public information program must alert the public to the seriousness of the traffic accident problem associated with the use of alcohol; inform people about the effects of alcohol on human behavior and particularly the dangers when used in conjunction with driving a motor vehicle; review the penalties for impaired driving (i.e. fines, jail, criminal records, loss of driving license, loss of insurance, financial loss, and social stigma). We must also suggest the responsible use of alcohol, specifically to have motorists drive less after drinking and not to drive at all after heavy drinking.

To prove that public information campaigns can be effective in achieving the objectives outlined, the Council carried out two pilot projects. The city of Edmonton was chosen as the site for the first pilot project in 1971 and Calgary was

chosen as the control city. Both cities are about the same size (400,000 population), have the same socio-economic background, have their own media of mass communications (newspapers, radio and TV stations), police forces, and active safety councils. The cities are about 200 miles apart and to a great extent information spill-over was avoided.

The campaign was conducted for one month from 6 December 1971 to 5 January 1972. This time of year is considered to be a prime time for social drinking and a time many people drive after drinking.

The target audience was the social drinker. While in the last many programs have been aimed at the problem drinker, the Edmonton campaign was directed at the social drinker because the majority of people who use alcohol and drive are social drinkers and because social drinkers would not relate to a campaign aimed at the problem drinker. While problem drinkers are unlikely to be influenced by a public information campaign, their behavior may be influenced by family, friends, doctors, or social workers.

if you drive after drinking...



...then here are some things to consider

Let's say you've stayed a little longer than you expected at a party - long enough to have three or four drinks. All in good fun. All in good fellowship. And then you have to drive home.

If you get picked up by the police here's what you can face

SECTION 234, Criminal Code of Canada - Impaired driving is an offence even if the driver's blood alcohol is less than 0.08%.

Penalty, First Offence - Fine of not more than \$500 or less than \$50 or jail for 3 months or both.

Second Offence - Jail for not more than 3 months and not less than 14 days. Subsequent offences - Jail not more than 1 year but not less than 3 months.

SECTION 235 - (1) Breath tests for blood alcohol are compulsory. (2) It is an offence to refuse to take a breathalyzer test for blood alcohol when such a test is demanded by a peace officer.

Penalty - On summary conviction only. A fine of not more than \$1 000 or less than \$50 or jail

for not more than 6 months, or both.

SECTION 236 - It is an offence to drive if driver's blood alcohol exceeds 0.08%.

Penalty - Same as for Sec. 235.

And there's more

It isn't just the appearance before the judge that's humiliating. You have been booked on a charge under the criminal code and you will be treated like a criminal!

After the police, lawyers and judge are through with you the provincial government will review your right to hold a driver's licence. Even if you have never had a parking ticket you could end up having your licence suspended for a month or three months or even indefinitely.

When your insurance company hears about it your rates will soar until you can prove that you are a good risk again. It could take years. And if you injure or kill someone while impaired your liability coverage is void.

Your name will also probably appear in the newspaper for all your friends and business associates to see.

Why are the penalties so stiff?

- Alcohol is involved in approximately half of the 5 000 traffic deaths in Canada each year.
- The Social Drinker is one of the leading causes of automobile accidents.

HOW TO PREVENT IMPAIRMENT

Coffee will not work. Nor will a jog around the block or a cold shower. They will only make you wide awake - tired or cold - not sober.

Only TIME will work.

It takes more than an hour to eliminate each 12 ounces of beer or ounce and a half of spirits or three ounces of non-fortified wine.

If you MUST drive, then adopt the Canada Safety Council's rule of thumb: HAVE LESS THAN ONE DRINK PER HOUR.

CANADA SAFETY COUNCIL

The theme, "If you drive after drinking" was chosen as one which would relate to the majority of drivers. We tried to find factual information relating to the problem and suggestions as to how to avoid alcohol-related accidents. The Edmonton campaign was planned and conducted by the Edmonton and Alberta Safety Councils with the back-up support from the Canada Safety Council. We had tremendous cooperation from business and industry, the police, the media, and the whole community. So the campaign was an excellent example of what can be accomplished by united community action.

We circulated: 50,000 placemats; 1000 window posters; 50,000 other posters; 50,000 pamphlets; 150 silk screened posters; 50,000 payroll stuffers; 22 outdoor lighted billboards; 7 radio tapes; 1 television spot; a press kit to all newspapers, radio, and TV stations. We ran an essay contest on the topic "If you drive after drinking" which was conducted in 11 junior high schools. We also had a series of special meetings with community organizations, a pre-campaign briefing for the news media, a meeting to open the campaign formally, and a luncheon meeting with senior executives of the mass media of communications. On December 13 we held a breathalyzer reception for media people with their own programs or columns. Each person was able to record the number of drinks consumed and his own breathalyzer readings. They all left their cars at home. This generated a tremendous amount of interest and was mentioned in newspaper columns and on talk shows on both radio and TV.

The control city of Calgary was subjected to its normal December traffic safety campaign. The Calgary Safety Council conducted "Safe Driving Week" and together with the Police and Motor Association conducted their annual program aimed at the drunk driver.

Of primary interest in this study were those drivers who were found to be over the legal blood alcohol limit, .08%. Luckey Drink-o-Meters were used to identify those people who had been drinking. Drivers who were identified as drinkers

were then tested on the Stevenson Model 900 Breathalyzer in order to determine their exact BAC. Ten thousand people were surveyed.

An engineering consulting firm was hired to conduct a "before and after" study in the cities of Edmonton and Calgary. A new site was visited on each of three nights (Thursday, Friday and Saturday) by the research teams. Thus six sites were visited in each city during the "before" study. The same six sites were visited in the same order during the "after" study.

The study proceeded as follows: a police officer directed a car from the traffic stream into the survey site, not speaking with the driver. Once the vehicle was stopped, an interviewer approached the car and introduced the survey to the driver. The driver was informed that his participation was voluntary and that any information given to the survey crew would remain confidential and would not be used against him. The refusal rate was quite low, about 3%. The driver was then asked to answer five questions and to blow up a balloon which was part of an alcohol screening test. If alcohol was detected by either the nose or the screening test, the person was asked to provide a breath sample for analysis on the Stevenson Model 900 Breathalyzer. Screening tests and interviews were conducted at the car and only those drivers who were asked to take the formal Breathalyzer test had to leave their cars and enter the trailer. Those drivers found to be over the legal limit had alternate transportation arranged for them.

The percentage of drivers with BACs above .08% was slightly higher in Edmonton than in Calgary before the campaign. This relationship was reversed after the campaign with Calgary having a greater proportion of drivers above the legal limit. Neither the difference between the two cities before the campaign, nor after the campaign was statistically significant. Apparently, however, the Edmonton campaign was effective in reducing the number of impaired drivers. This is the study's most important finding.

Concerning the questions asked during the interview, a significantly higher proportion of the population of Edmonton, both before and after the survey, knew the exact legal limit of alcohol in the blood. The number of people who knew the exact legal limit increased significantly in both cities following the campaign period, although this improvement was much greater in Edmonton.

Before the campaign period, drivers in Edmonton and Calgary were essentially equal in their estimate of how many drinks a driver could safely have within the three hour period. After the campaign period, however, the patterns of estimates were significantly different for the two cities. In conclusion, both campaigns were effective in decreasing drivers' estimates of the safe number of drinks, but the Edmonton campaign was more effective.

The fact that a person may be charged with impaired driving even though his BAC does not exceed .08% was known by a significantly greater number of Edmonton drivers than Calgary drivers, both before and after the campaign. Only the Calgary campaign was successful in producing a significant increase in the level of knowledge related to this point. This observation seems logical in view of the greater emphasis given to the enforcement function in the Calgary area.

There was a significant difference between the two cities both before and after the campaign period in their opinions regarding adequacy of present drinking-driving laws. Before the campaigns, the main difference between the two cities was that more Edmonton drivers felt that the present laws were adequate, while a larger percentage of Calgary drivers felt that the present laws were too tough. Both campaigns appear to have been effective in producing significant changes in the attitudes of drivers toward present laws. The Calgary campaign produced a decrease in the proportion of the population who felt that present laws are not tough enough, and an increase in the proportion of people who felt that present laws are too tough. The Edmonton campaign also resulted in a decreased proportion of the population who felt that the present laws are not tough enough.

However, an increased percentage of Edmonton drivers felt that present laws were adequate. In summary, then, both campaigns increased the public's perception of drinking driving laws as being tough. This approach seems to have been overdone in the Calgary area, resulting in the feeling that present laws are too tough. This could be an important factor if, for example, the Alberta Government were to try to introduce tougher drinking-driving laws. People in the Calgary area would probably be more resistant to the introduction of new legislation than would people in the Edmonton area.

Both the Calgary and the Edmonton campaigns were successful in increasing the level of knowledge about particular points, and in changing the driver's attitudes towards present drinking-driving laws, but only the Edmonton campaign was successful in producing the significant decrease in the proportion of impaired drivers on the road. In view of the fact that only the Edmonton campaign was effective in producing the desired and all important behavioral change, it would seem that the extra time and money spent in the Edmonton campaign was indeed worthwhile.

We carried out a second pilot project in the cities of Regina and Saskatoon (the control city) in December 1971. Again, the two cities were 200 miles apart and similar in size (though smaller with only 150,000 population each),

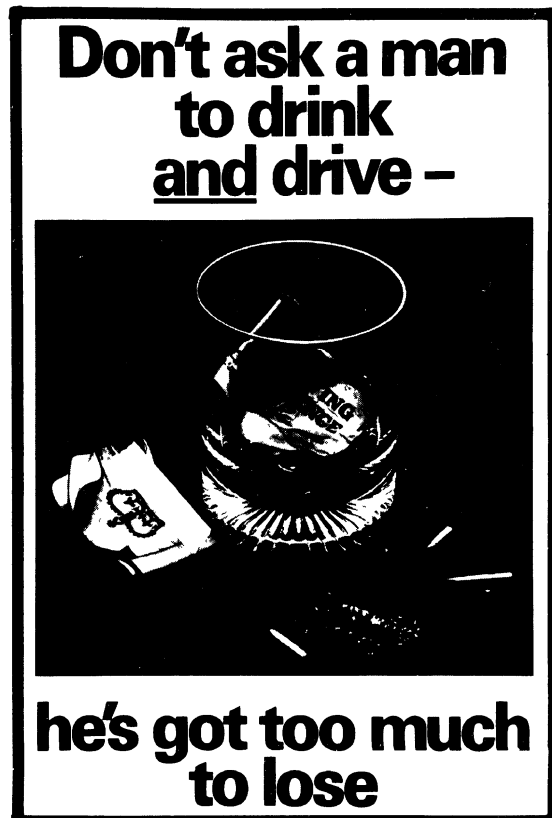
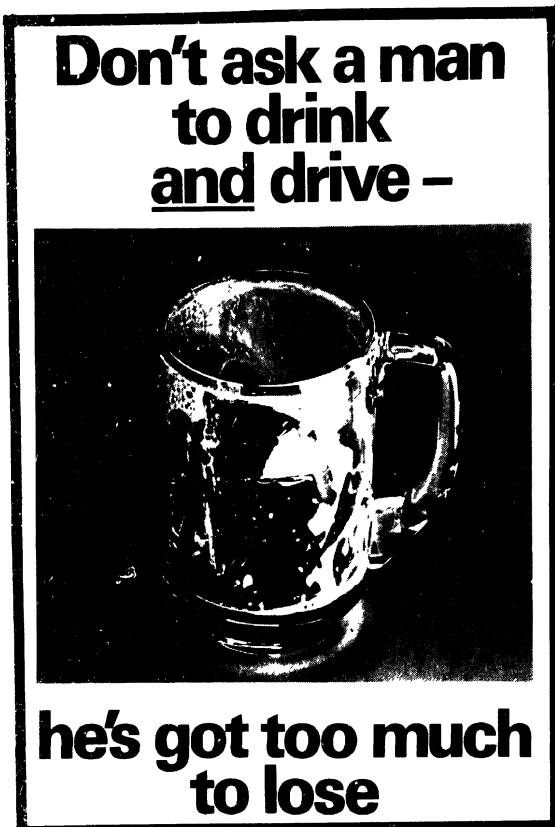
The evaluation procedures used in the Edmonton campaign were employed in Regina and Saskatoon except that it was decided to get a profile of the blood alcohol levels of the drivers surveyed. To accomplish this the breathalyzers previously used were replaced with the Alco-Limiter manufactured in the U.S. by Energetics Science. Unfortunately, the Alco-Limiter proved to be inaccurate in cold weather and was subject to repeated failures. As a result, the data collected were not valid and could not be used.

On the basis of community reactions, however, the campaign was successful. The Regina Police Department reported a 36% reduction in impaired driving charges during December 1972 when compared to the same period in 1971. The reduction was achieved despite a slightly higher enforcement level during December 1972.

We have had many reactions to the Edmonton study in terms of feedback from the public. They liked the approach and some changed their drinking habits as a result, let someone else drive, or took a taxi home. One group rented a bus to take them home after a party downtown. But whether this effect has lasted is another thing which we haven't measured.

The distillers association didn't like our original poster which showed a martini glass, so we changed the poster to include several glasses--wine, beer, whiskey.

COMMENT: This is parallel to England's campaign in which they used two posters with the same text, one portraying a beer glass and one a whiskey glass. The purpose was to reach two different drinking populations.



Other items produced for the campaign included blood alcohol charts, pamphlets such as "You and the Law" which recapped the law and penalties. We also had payroll stuffers. One interesting thing we did was to have a party for the media in which we charted their drinks then gave them periodic breath tests. Their reaction was that the .08% limit was extremely liberal--they were amazed at their own BACs.

COMMENT: At Indiana State University Dr. Walter Gray conducted a three-week seminar for traffic safety educators and teachers, a graduate course in visual perception and alcohol. This was climaxed with a reception at which the same thing was done. The press were invited and they had the same reaction. Two television anchormen participated and they led off their six and ten o'clock news programs with film of the party.

Canada is parallel to the U.S. is that we have 10% of your population (22,000,000) and 10% of your fatalities and accidents. But our approach to this campaign was a bit different from any you have undertaken. We have had a nationwide .08% BAC limit for three years and we had worked on getting that limit for 10 years before that. Now we feel we need to go to the next step--roadside testing.

QUESTION: The Canadian program is a well-balanced one; is it being done in the U.S. anywhere?

ANSWER: The ASAP programs have some similarities. Phoenix is getting at the problem drinker in a program which is similar to twelve which we have in Canada. We would like to see these programs built into the law. It had been shown that punishing a person for alcoholism makes no sense--he needs help.

COMMENT: NIAAA believes the same thing. We think your approach is highly intelligent and responsible.

QUESTION: You seem to give suspended sentences to repeaters because they have a history of problems with alcohol, yet a "one-timer" gets jailed. That seems a little unfair.

ANSWER: Even a suspended sentence is still on their driving record. It is a criminal offense. We are trying to say that the responsible drinker will not get himself into this position, that he will drink in moderation. Canadians don't consider this deviant behavior--to live in the parameters of responsible drinking and driving.

QUESTION: So someone who has been charged with the offense one or two times can get a sentence whereas someone who has a history of problems gets a suspended sentence?

ANSWER: A repeater is convicted and pays a fine, then is compelled to take treatment by being referred to one of twelve programs. In some places 50% of the people sentenced on impaired driving are sentenced to treatment. All of them lose their driving license.

QUESTION: How do you, in your program, identify the problem drinker?

ANSWER: This is the biggest problem. We hope to get legislation to govern this. First we get specialists who can identify people with drinking problems--social workers working with the courts. They are doing more than just looking at driving records.

But we don't think the law will be effective without roadside screening tests. A Dutch survey and three American surveys (Mecklenburg County, Washtenaw County, and Albuquerque) show that the number of intoxicated people driving depends on the time of day. In our own Alberta and Edmonton surveys between 9pm and 3am we found that 26% of the people had been drinking and 12.9% were over .05%. The Dutch survey showed 33% had been drinking and 17% were over the limit; Washtenaw County showed 25% and 10% respectively; Mecklenburg County 22% and 11%; Albuquerque 28.6% and 14.9%. But in Norway where they have roadside screening

tests on suspicion on drinking, during the same hours their survey (over a two year period) showed that 2.8% of the people had been drinking and 1.9% were above their limit of .05%.

QUESTION: Did you use any different approach to the French-speaking population of Canada?

ANSWER: There was no difference. One third of the Canadian population is French-speaking, but their drinking habits are essentially the same; unlike those of France.

COMMENT: Both Nassau County and Minneapolis are using portable breath testing devices, but once a person gets to the station, he is given a regular breathalyzer test. The arrests have skyrocketed. The average BAC is down significantly. The police are beginning to think the same way as program people--that problem drinkers can mask the effects of alcohol.

COMMENT: A Swedish study showed that at .05% BAC only 14% could be recognized by clinical methods as impaired; at .10%, 29% could be recognized; and at .15%, 53% could be recognized as impaired.

The Conviction rate in Canada is 98% and the average BAC is .15%. In Canada with the new legal limit, there has been an increase of 59% in impaired driving charges. But for every one person at .15% and above, four are below that level, so our increase should really have been 500%.

COMMENT: Minnesota is using what they call "license checks," not really roadblocks. South Dakota will soon begin using roadblocks. Those police using the device have had a 70% increase in arrests over the previous year and they were up 50% over the year previous to that. Those without the device (the control group) showed an increase of 30-35% over the previous year.

QUESTION: In Canada, do people have the right to refuse to take the breath test?

ANSWER: They can refuse, but that means an automatic conviction.

QUESTION: Is your license revoked if you submit to treatment?

ANSWER: Not necessarily. If you can prove you need your license, you may get a restriction instead of loss of license.

QUESTION: Are you using Antabuse?

ANSWER: Some treatment centers are.

COMMENT: The effects of Antabuse are being measured in the U.S. now. Dr. Chafetz at NIAAA doesn't like substituting one drug for another. It is not addictive, but is still another crutch. He feels that not enough study had been done on Antabuse before it was used for treatment.

COMMENT: A court case has begun in Michigan in which a man felt that he wasn't given a fair choice--either go to jail or take Antabuse. He claimed that there was an inadequate evaluation from a medical or screening point of view. When he went on the drug, he felt detached and unable to function normally on his job or with his family. He is suing the program for this.

COMMENT: Regarding the exchange of information, ad agencies are not usually willing to look at others' materials and ideas. They would rather create their own materials even if it means they end up with the same theme.

Perhaps it is better to have several campaigns on the same theme using various approaches. It seems to be generally agreed that there are advantages to both ways.

In Canada it was a problem to measure effects of our campaign. We know it has its faults and weaknesses, but we didn't do any pre-testing, measuring the messages or doing content analysis. We feel this must be done in the future.

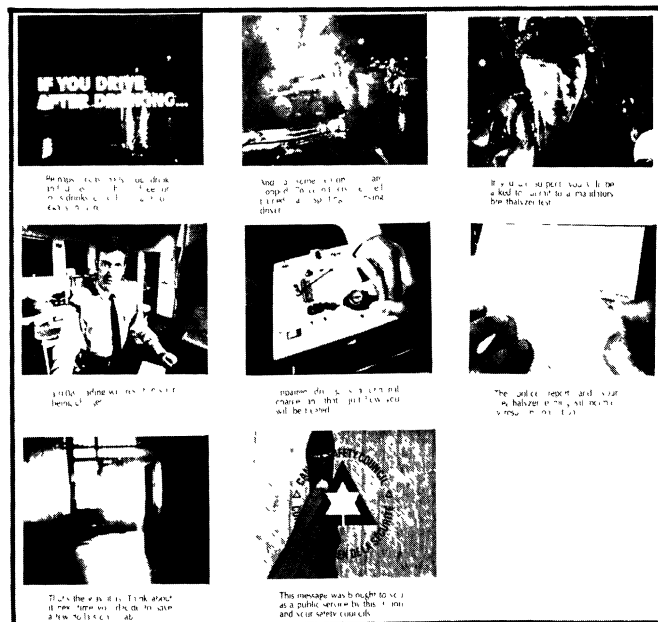
COMMENT: Pre-testing is a luxury. If a campaign is put together well, more often than not a pre-test will just verify what you already know or suspect.

COMMENT: We found something different. LBI sought advance reactions to its messages. We made alterations based on those findings--changed messages which had the wrong connotations. We thought we were communicating one idea, when we were actually communicating another.

The total cost of the Edmonton study was about \$50,000. The campaign was more or less put together in our office. This cost includes the roadside survey. We had professionals do the film (for \$5000), but we contributed the ideas and the script. The survey cost was \$23,000. The money came from the Canada Safety Council budget (\$25,000) and from the Ministry of Transport (\$25,000). The Ministry provided the breathalyzers and analyzed the data on their computers.

QUESTION: Did you measure accident reduction?

ANSWER: We felt that a one-month period would not give us valid data. We did measure, however, the BAC and attitudes or knowledge of the problem.



Editor's note: Copies of a fuller report titled "The Edmonton Study" are available at \$1.50 from the Canada Safety Council, 30 the Driveway, Ottawa, Ontario, Canada.

PRESENTATION BY NATIONAL INSTITUTE ON ALCOHOL ABUSE AND ALCOHOLISM

--Paul Garner

It's really amazing how closely aligned these campaigns are. In our first series of spots, we had a couple talking during a party who were concerned about Good Old Charlie and his drinking problem. We also had radio spots about getting involved in helping the problem drinker, giving people alternatives. All this touched on involvement. We also had one on the "parental model" because studies have shown that problem drinkers, generally, come from families of heavy drinkers. We've also tried to get rid of myths and have people drink responsibly. This involves one of our themes "The typical alcoholic American-- young, old, male, female, etc." and another myth "I don't drink much, I just drink beer." We have bumper stickers with these messages and will have a button saying "Know when to say when." Another ad says "Getting drunk doesn't make you tall, rich, strong, handsome, smart, witty, sophisticated, or sexy-- just drunk. In fact it doesn't do a thing for you except get you drunk." We'll have television, radio, cocktail napkins, and coasters made with that message.

QUESTION: What are people sent when they write in for information?

ANSWER: We have a standard package of materials and also have some specialized packages. We will also provide specific answers to



requests and refer people to treatment facilities if needed. DOT has bought into our Clearinghouse and we are supplying some of these services for them, too, so they don't have to reinvent the wheel. For a nominal fee we're supplying services we're already set up to provide for our own inquiries.

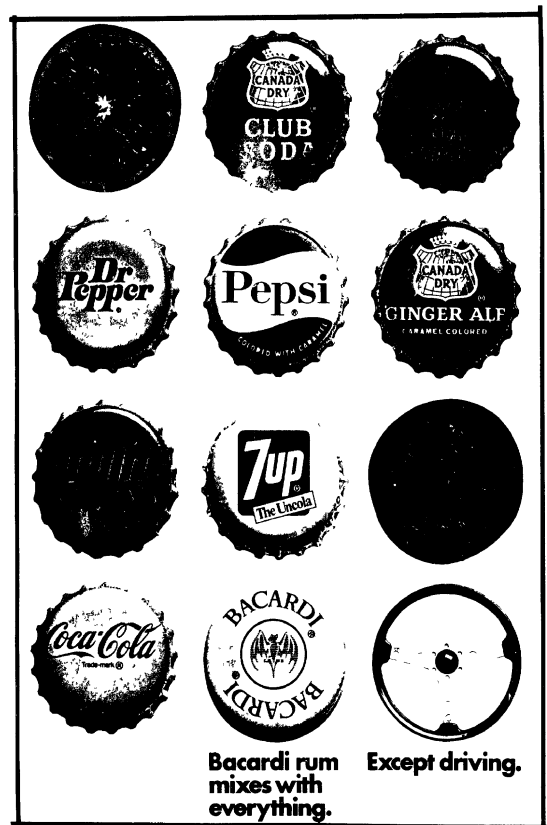
QUESTION: Is that beer message a poster?

ANSWER: It's a poster and also a television spot.

It is my opinion that kids were never off alcohol, but now in some places where the age limit has been lowered it's easier for them to get alcohol. Advertising of pop wines has changed, too. Advertisers used to try to get people to change their brand; pop wine is going after young drinkers blatantly. We don't object to advertisers trying to get people to change their brand, but we do object to this inducement.

COMMENT: LBI recently had a session on that, intensifying our pressure on distillers to adhere to the code of good advertising practices. We've renewed our effort toward that this year.

COMMENT: The new Bacardi ad is really one of the best I've seen in a long time. It shows the bottle caps of several products which mix with Bacardi, but the final one is a steering wheel and the caption is "Bacardi rum mixes with everything, except driving."



It has been asked what will happen to NIAAA now that Senator Hughes is retiring; nobody really knows. There is a lot going on in NIAAA besides the advertising campaign and there is internal restructuring going on now. We've been working on a continuation budget for the past three years and will probably be doing so for another year. So the Grey-North Advertising Agency in Chicago is getting less money to work with. This is a shame, too, because they have produced some magnificent materials.

COMMENT: This myth about beer containing less alcohol, or that it's harder to get drunk on beer, is very wide-spread. We're finding it in some of the ASAPs. People drink beer like soda pop.

COMMENT: LBI hopes to try to do something about the objectionable commercials on TV. Beer advertisers have obligations and responsibilities, too. The American public doesn't view the beer industry, wine industry, and liquor industry as three separate organizations. To the public, they're one organization. Every time I address any group, one of the first things I get is feedback about beer and wine commercials.



COMMENT: Regarding the University of Michigan's Materials Center, it would be a shame to lose this collection. The duplication of effort is tremendous and a collection like this is a terrific service. The problem is that people don't appreciate it. I've seen ideas here today which are fantastic and while we may not want to use the exact same themes, we can learn from them and use themes which are similar.

COMMENT: A couple of years ago, the groups that are represented at this table were so far apart in their programs and approaches, but now we're sitting together and complimenting each others' programs.

COMMENT: That's the purpose of this meeting. I remember in 1970 when we published our first ad. We had the copy reviewed by major national associations; they later had second thoughts after having given their approval and after the ad had been published. This meeting would have been a good thing then.

COMMENT: It's too bad we all can't spare a little money to contribute collectively to some central agency like the Public Communication Group.

COMMENT: It was easy for us to get money for the conference in November 1971 which was a one-time thing, but to get money for a potentially more useful service like the Public Communication Group has been difficult.

PRESENTATION BY LICENSED BEVERAGE INDUSTRIES

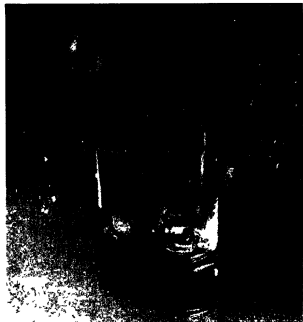
--Paul Gavaghan

As evidenced by our national media schedule, we felt it appropriate to release the drink-and-drive ad in December. One in our present group has already been released, the others will be released in between.

With regard to the similarities in approaches, for example, our "Know when to say when" theme is remarkably similar to that used by NIAAA. You might ask why we don't have the two other types of glasses in the first ad. In this case, our supporters are members of the distilled spirits industries, representing only one type of glass. "Know when to say when" conveys our overall approach and expresses our understanding of the problem in what we feel is an affirmative way.

The second ad is a new departure for us. We used twenty-year-olds, with a 20th century appearance. The copy was pre-tested, giving the audience no briefing. Subsequently we changed it so we would not seem to be urging them to

Know when to say when.



Having a drink with friends is a long-time American tradition. Happily, most people carry on this tradition without overdoing it. Because most people who choose to drink, drink sensibly.

They know that liquor is a part of the good life. And that part of enjoying liquor is to know when you've had enough.

As the people who make and sell distilled spirits, we're glad that most people who drink do so with moderation.

If you choose to drink, we urge you to know your limits. Know when to say when.

If you choose to drink, drink responsibly.

LICENSED BEVERAGE INDUSTRIES
Division of Distilled Spirits Council of the United States, Inc.
485 Lexington Avenue, New York, N.Y. 10017

**You're old enough to drink.
But are you mature enough?**



The legal voting age has been lowered recently. So has the legal drinking age in many areas. Both trends show growing confidence in the maturity of our young citizens.

But with every privilege comes a responsibility. Young men and women who choose to exercise the privilege of social drinking, should learn to exercise a sense of responsibility. Above all, they should not pressure friends who choose not to drink.

This new generation is the best-informed, best-educated in our history. We hope it will drink responsibly. The vast majority of older Americans do.

If you choose to drink, drink responsibly.

LICENSED BEVERAGE INDUSTRIES
Division of Distilled Spirits Council of the United States, Inc.
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imitate their elders, but to be responsible on their own. We're not saying they're going to be responsible, we just hope they will be. We know that wishful thinking on our part won't change reality.

QUESTION: Have you had any sampling yet on its effect on drinking or on drinking and accidents?

ANSWER: We've got all kinds of information giving widely different opinions and interpretations of the data.

QUESTION: What about Michigan and the new legal age of 18?

ANSWER: To reconstruct that briefly: a dry organization, the Michigan Council on Alcohol Problems, put together statistics comparing 1971 data with 1972 data on youth crash involvement after the legal age was lowered. Unfortunately, they neglected to point out that the 1971 figures didn't include the Detroit area and other metropolitan areas because the State Police records were incomplete. And they neglected to tell the public and the media that. The problem was compounded by other organizations which made predictions and extrapolations based on these figures. A Governor's Task Force has now been appointed and is having a real brawl looking into that. Also, over the years, the criteria have changed in defining those who are and are not intoxicated. So there is a political problem in that state, too. It depends on whom you listen to.

COMMENT: We are trying to take an honest look at Minnesota where a 19-year-old law has been in effect since July 1, 1973. Unfortunately, the press is picking up things like the fact that young people are getting busted a lot more for DWI. But they don't mention that there may be a lot of reasons for that--such as increased law enforcement. No conclusions have been drawn by us yet, but the press is drawing its own conclusions.

COMMENT: Many times when such laws are new, kids will drink because it's

the first time they've been allowed to, so there will be a rash of youth arrests which will taper off later.

The original headline of our youth ad was "You're old enough to drink, but are you smart enough?" It was felt that the word "smart" had too many negative overtones, so it was changed.

COMMENT: I don't think you are going to reach the kids talking about responsibility and privileges. The American Medical Association went through this "responsibility" approach with respect to a health program and found that most young people were turned off by it.

COMMENT: I think you'll hit a certain portion of that population just as you do with the adult population.

COMMENT: But you may hit the group that doesn't need it.

QUESTION: You think LBI won't hit the abusive group?

ANSWER: You may not convince them through this or any other medium, but you may catch some border group and that's what you have to hope for.

COMMENT What LBI may want to do is to appeal to the socially responsible youth who in turn can pass on their knowledge to their friends.

The ad is based on an LBI belief that a certain minority of youth have problems and that advertising is not going to turn this around. Also, the ad may not reach kids anyway. It will be read by a certain number of kids, but who knows how many are abusive drinkers and how many are responsible drinkers?

We also provide our ads to our 900 local associations to run with their local tag. They get exposure that way with paid ads in state magazines and newspapers.

COMMENT: This is one area--youth ads--where you end up making more compromises because everybody who looks at the problem thinks it should be done differently. Nobody will ever be totally satisfied with it.

COMMENT: We've had meetings with groups of young people and even they can't tell us how to get through to youth. If they can't tell us, then we're groping.

COMMENT: One of the biggest problems with youth is that they're not old enough yet to have formulated hard opinions which will develop as they get older. DOT has a Youth Advisory Committee. Our messages are put to them prior to publication and the responses range from "this is too conservative and will not help" to "this is a terribly emotional approach." We also get many helpful suggestions. It is hard to build a model of the consumer--a composite picture of a group. All you can do is use different approaches and hope that you'll reach them with one and will get some action.

COMMENT: One of the biggest gripes I've had with our campaign is that it hasn't hit any minority groups--not just ethnic groups, but poor people as well. But I know that the poor read English and some of the ethnic groups do, too, so they'll get some of the point of the ad. The most important thing is to be factual and honest.

COMMENT: I agree with that but I am just afraid that some people would be turned off. But that is the risk with anything. One ad that may turn off one group, may turn on another.

COMMENT: We're thinking now that this 16 or 18 to early 20's group may not be the one that we can reach after all, so we're aiming our program at even primary school groups. When they become 16 and get their licenses, it's too late to start talking about the rules of the road and attitudes

about drinking. They're just anxious to get their licenses and they should have this knowledge before they get to this point--and it's the same with knowledge about alcohol.

COMMENT: Yet this 18-20-year-old age group is really the age when they're having crashes. Between 16 and 18, they have a few years of driving, for the most part, without alcohol. Then at 18 they can drink and the accident tolls mount, with alcohol showing up in a great many of them.

COMMENT: Part of the problem may be the vehicle as well. After all, the teenager is usually not driving the family car, but a ten-year-old jalopy! We definitely feel, though, that you can appeal to their sense of responsibility. The problem is using the right tone for the ad. But this is just LBI's position, it's our exploratory theme.

The next ad "Even when the party's over" is indirectly related to drinking and driving, because a lot of drunk driving takes place after parties. The fact that we, the liquor industry, are saying this may have an edge over others

saying it. People may be more amenable to our message than to the same message from another source because they don't expect it from us.

QUESTION: Isn't this one of the hardest things to communicate--getting people to know their own limit?

ANSWER: No. We've got a lot of experience with that in terms of the fact that they know their limit in drastic ways if they've

**Your guests
should enjoy the party.
Even when it's over.**



No matter how much fun the cocktail hour is, don't let it drag on for hours.
And liquor isn't everyone's cup of tea. So always have soft drinks and fruit juices on hand. Make sure that everyone knows his limit, and encourage him to observe it.
That way, your party will be a happy occasion for you and your guests. Even when it's over.
We, the makers and sellers of distilled spirits, don't just ask that you drink our products sensibly.
We ask that you *serve* them sensibly.
If you choose to drink, drink responsibly.

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had hangovers--they know the consequences. This comes with maturing; they know when they really shouldn't have more to drink.

COMMENT: It's very difficult to tell people their limits. You just hope people can physically and mentally establish their own personal limit.

COMMENT: People who ask you what their limit is want a formula and there is none.

People tend to look at the drinking and driving problem in isolation when it's really a part of the overall drinking problem, and that is really part of the whole societal problem involving tension, boredom, monotony, grief, etc. These things may result in alcohol problems. So you can't view drinking and driving as an isolated problem that takes place just in the car.

COMMENT: People have often said that if you cure the drinking problem, you'll cure the drinking driver problem.

COMMENT: But curing the drinking problem is a much bigger problem than curing the drinking driving problem.

LBI's final ad is reminiscent of one of the Canada Safety Council's ads. Again, we only show the one type of glass because the other two types of alcohol are not contributing to the ad, though they certainly do contribute to the problem. The headline is one we ran last year which we felt was effective. The final paragraph says you can write in for a pamphlet. This is the only one in the series to do so.

PRESENTATION BY NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION
--Thomas Enright and Charles Jenkins

Phase I of DOT's campaign attempted to create an awareness of the problem on the part of the public. This is winding down and we're now getting into other areas. The Dana Andrews spots and others were designed to create an awareness of the drinking driver. "Janie" and other radio spots were also created for awareness and they pointed out the tragedy of the 19,000 alcohol-related deaths every year. Now we're turning the corner, but we'll have more awareness-type spots with celebrities like Jack Benny, Bob Hope, and Flip Wilson. But now we're saying that we have to do something; that there should be a personal involvement. Our television ads consist of two themes--one after a family party and the other concerning guys coming home in a car pool after a poker game. The tag line will be "When a problem drinker drives, it's your problem." We're trying to get personal involvement, making that the main issue. Here is an example of one of the spots:

Scene: Guys in a car coming home from a poker game.
#1: I must be crazy playing poker until two in the morning.
#2: Is it that late?
#3: You know, I don't think Rudy should have driven home.
#2: You're right, he won enough to take a cab.
#3: Well, he should have. I don't like the way that guy drinks.
#1: So he's got a little problem. He can handle it.
#3: He could barely see the cards.
#1: Then how come he kept winning?
#2: Yeh, don't worry about Rudy. He'll get home okay.
ANNCR: When problem drinkers drive, they kill people. Last year they killed 19,000 people. If someone you care about has a drinking problem, don't let him drive. Drive him yourself, call him a cab, if you have to, call a cop. Everything you think you can't do you must do.
#2: Old Rudy is probably home sleeping it off by now.
Scene: Visual of red flashing lights and sound of a siren.
ANNCR: When a problem drinker drives, it's your problem.
#3: Sure, Rudy's home.

The other ad is pretty much the same thing. We end with "Write Drunk Driver and we'll tell you what you can do."

This "what you can do" is a little bit different than it was before. We're sending new materials to people--a revision of the old pamphlet and also "The Problem Drinker and You." These two will be sent in response to queries. We also have new booklets designed for specific target groups--physicians, police, courts. And we have new youth materials. We're mailing this new youth material to 3000 youth-oriented publications--high school and college newspapers, and so forth.

Actually we're in a transitional period between phases I and II. The Bob Hope, Jack Benny and Flip Wilson spots are running now, and the new spots will be released in October 1973. We're also releasing a new series of print messages, "The world's most expensive option--it costs 19,000 lives." These were released a week ago and already we've had magazines requesting them.

We also have been struggling for over a year with what to do with the youth

messages. We finally decided that the best way is to challenge young people, since they seem to respond better to a challenge than to a command or instruction. We laid it out to them as not strictly an adult problem, but as inherent within the young people's sphere of influence, in that the number one killer of young Americans is young Americans. That is one of the headlines of the print ads we're doing. In it we tell them that more young people die in alcohol-related

crashes than in all the years of the Viet Nam War. This challenge is that it's your problem, what are you going to do about it? The tag is "Stop driving drunk, stop killing each other." Young people have a tremendous striving for life so we feel this challenge is just.' One ad did a dramatization of the effect of too much drinking on the part of a young person in relation to his girl friend; the title is "I killed Kathy." We released a series of four radio messages for young people, supplying youth-oriented rock stations with different commercials than others. We are now working on a new phase to be released at the beginning of next year. In October, we'll release not only new television spots, but a new series of accompanying print messages--"When the problem drinker drives, it's your problem," "How would you rather deal with a problem drinker--at the party or on the road?" This is a very direct message, saying that the life of the party is dead. Perhaps he was the life of the party, but are we really treating him in his own best interest by letting him drive? The strategy is that we've all, at one time in our lives, faced someone who's had too much to drink. We've all had the opportunity to do something about it, but have abdicated that responsibility by letting him drive anyhow. We'll try to capitalize on human guilt.

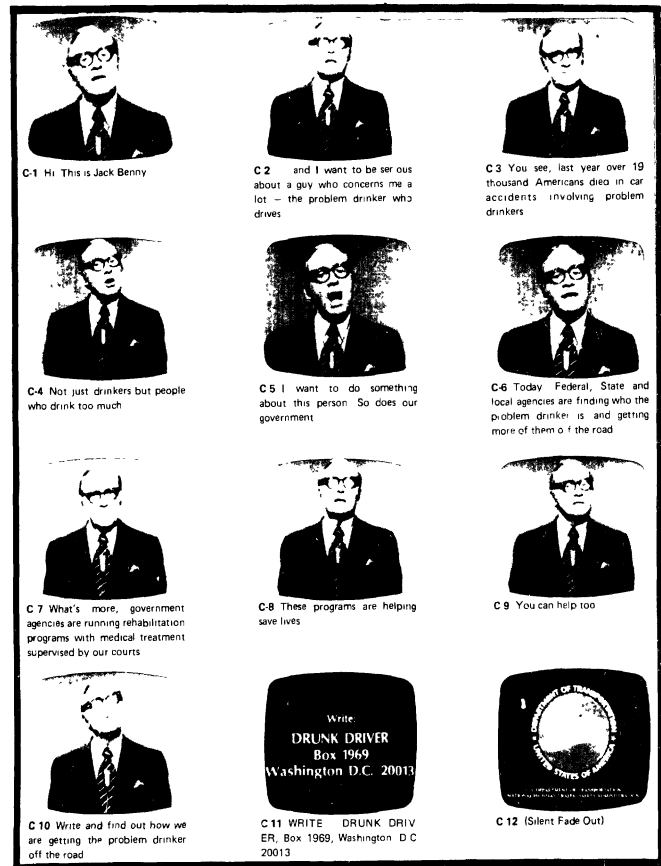
The regional offices are trying to get people to talk to one another about the kinds of informational programs people involved in state and local government might do. Perhaps governors' highway safety offices can play a role in coordinating some of these things. A few months ago we did a pilot campaign aimed at governors' highway safety representatives and people in any state agencies who might be into public information programs on drinking and driving. It was successful in that some started examining what the resources available to states were in terms of money and manpower and how to combine some of these in common groups and work together. One region has already held such a conference and others will be doing so, too.

Wisconsin is getting people talking about drinking and driving by issuing a button "I'm the driver." These are passed out at bowling alleys, cocktail lounges, and so forth. It really gets people talking. The bartenders' reactions were good; people began talking to them about the problem. The Dane County State Tavern League endorsed the program. So far, 19,000 buttons have been dis-

tributed; 90,000 have been made for all taverns and bars which are members of the Tavern League.

Ohio is beginning a comprehensive public information campaign with the "Know your limits" theme. LBI is cooperating. The state agency had only \$20,000 for the program, but found others with money willing to contribute in getting the message across. Bumper stickers will be put on every state and municipally-owned car. The Liquor Control Board is also participating. State-controlled liquor stores will distribute cards. Stuffers will be issued with all driver's licenses. Grey materials will also be used with local tags.

The media are getting turned on, too. We do surveys every three months which show this. DOT only distributed in the top 100 markets which for television reaches 67% of the population, and for radio reaches about 50%. On behalf of DOT we send a quarterly newsletter to these stations and there has been enthusiastic response. They feel that usually nobody talks to their public service director about why the information is important. This newsletter not only tells



them about what is coming, but it opens a dialogue. We've received letters saying this is a great idea, that they want to use our materials. So a little extra effort is worthwhile.

DOT is also developing a 10-minute film to be distributed to all theaters in the country. They will be guaranteeing one week's exposure per theater in more than 1000 theaters in the first year.

QUESTION: How can they guarantee one free week per theater?

ANSWER: We're going through a theater distributor. Normally a theater owner has to pay for a film short. This will be given to him free, included with a feature length film. As long as the feature is running, so is the short.

We're also developing an LP record featuring eight of the top songs in the country, interspersed with 6 of our musical commercials (no voice over) to make a 30-minute public service program. We'll send this to all small-market radio stations. The second phase of this is to make a cartridge of music and include it in stereo equipment on all new cars, so that new car owners will not only get free music, but also our message.

We're also developing a series of messages for the woman in her own unique role in society, displaying the actions women can take to influence their husbands who might be problem drinkers, or the problem drinking of their children. So, we're now segmenting our special interest groups and directing specialized materials to them.