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Building Community Support for Impaired-Driving Enforcement

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Executive Summary

Impaired-driving traffic crashes affect communities negatively across the United States. Previous research confirmed the effectiveness of high-visibility enforcement (HVE) toward reducing impaired-driving fatalities. Consequently in 2006, the National Highway Traffic Safety Administration began supporting impaired-driving HVE mobilizations by coordinating State and local law enforcement efforts and funding national paid-media buys to publicize the mobilizations. Since then, thousands of law enforcement agencies (LEAs) participate in the mobilizations, but limited agencies embrace consistent year-round enforcement. Lack of sustained enforcement may lead community members to not believe they will be caught if they drive impaired or not fully understand the gravity of impaired driving in their communities.

This report describes a demonstration project implemented to increase community support for law enforcement efforts to reduce occurrences of impaired driving¹ in Joplin, Missouri. The objectives required establishment of a coalition of community stakeholders to raise awareness about the impaired-driving problem and create demand for impaired-driving enforcement. The purpose of enhanced awareness was to increase acceptance of enforcement, thereby decreasing the number of DWI vehicle operators. Joplin met the project selection criteria because the police jurisdiction comprised a population of 50,000 plus people and the project agency, Joplin Police Department (JPD, which had primary influence on the community for DWI enforcement.

The JPD convened a comprehensive community group of representatives of concerned organizations and residents to develop a 15-month plan to raise community awareness and support for year-round DWI enforcement. The group, called Joplin Community Partners, worked for 5 months on the strategic plan, which included enforcement, media, and public outreach strategies and events.

The enforcement aspect of the HVE plan was carried out by the JPD from May 3, 2018, to August 2, 2019, and resulted in 5,798 traffic citations and 1,005 arrests, including 227 impaired-driving arrests and 386 impaired-driving citations. When compared to the previous year (May 3, 2017, to May 2, 2018), this 2019 enforcement increased. In the 2017-2018 period, Joplin officers wrote 2,321 citations and arrested 390 people, of which 271 citations were for DWI and 262 DWI arrests were made. More tickets were issued for impaired driving because injured impaired drivers who were sent to the hospital were not arrested; they were only cited for a later court date. Additionally, impaired drivers arrested for felony DWI were charged on a separate document versus a citation.

The JPD used social media and earned media to publicize impaired-driving enforcement regularly throughout the 15-month period. The social media effort resulted in 66 Facebook posts that garnered 16,328 Likes, 2,030 Comments, and 4,468 Shares. The Shares extended the publicity about DWI enforcement in the Joplin area. A large majority of the comments were positive and supported community-wide and regular DWI enforcement. Local news outlets shared the JPD posts with their followers and publicized the increased enforcement through news broadcasts and news articles, which extended the exposure of the DWI enforcement during the project.

Overall traffic crashes and the percentages of impaired-driving crashes have been increasing in the Joplin jurisdiction since 2015. During the 15-month enforcement period, overall crashes

¹ The term DWI will be used throughout this report but also refers to DUI, OWI, OUI, impaired driving, etc.

decreased, and impaired-driving crashes remained stable when compared to the immediate pre-enforcement 2017-2018 period.

The demonstration project shows successes and challenges. Reduction in JPD personnel due to officer resignations challenged personnel resources during the 15-month enforcement. The Joplin Community Partners produced an extensive strategic plan; however, some community partners were not able to assist with the public outreach events outlined in the plan. The successes involved increased year-round enforcement and publicity for the year-round enforcement. The project seemed to strengthen the JPD's capacity to continue sustained DWI enforcement in the future.

Although there were documented successes, an independent evaluation of the program found that there was not enough program activity to increase community support for sustained impaired-driving law enforcement. More details regarding the evaluation of this program, as well as an evaluation of a similar demonstration project, *Building Community Support for Seat Belt Enforcement: Implementation of Buckle Up Like a Champion Today in Norman, Oklahoma* (Lococo et al., in press), are contained in a separate evaluation report.

Introduction

Impaired-driving crashes end in tragedy in communities throughout the United States. In 2020, there were 11,653 fatalities in traffic crashes where U.S. drivers had blood alcohol concentrations (BACs) of .08 grams per deciliter (g/dl) or higher. Fatalities from traffic crashes are not the only impact; economic costs from lost productivity in employment, medical treatment, responses from emergency personnel, and other associated costs mount into the billions of dollars each year (Blincoe et al, 2014).

Researchers investigated and confirmed that driver perceptions of being detected driving impaired and facing subsequent consequences—such as arrest and possible jail time—deterred them from driving after drinking (Albery & Guppy, 1995; Ross, 1982). Research has also shown that HVE—that is, combining increased enforcement with media messages about the enforcement—is effective in increasing seatbelt use and reducing impaired-driving (Holder et al., 2000; Voas & Hause, 1987; Voas & Holder, 1997; Voas et al., 1997).

Since 2006, NHTSA has actively promoted HVE in partnership with State and national organizations to reduce impaired driving. Each year, thousands of LEAs join the national impaired-driving mobilizations that occur twice per year, during Labor Day weekend and the winter holidays. Throughout these enforcement mobilizations, LEAs increase enforcement and make these activities highly visible by promoting the enforcement through local media and advertising their efforts before, during, and after the mobilizations.

LEAs seek to maximize enforcement success by focusing enforcement during high-risk, nighttime hours. However, many of those LEAs limit impaired-driving enforcement outside of mobilization periods (Voas & Fell, 2011), which often limit the community's perception of the size and seriousness of the impaired-driving problem and lead some to believe either the problem has been resolved or cannot be fixed.

Project Objectives

The purpose of the demonstration project was to identify a model to increase community support for sustained impaired-driving law enforcement efforts. The specific objectives of this project were the following:

1. Foster a community-wide collaboration of organizations active in public safety, public health, education, and other key sectors to enhance local acceptance of enforcement of impaired-driving laws.
2. Modify community norms to reject impaired-driving deaths as acceptable or inevitable and to support enforcement of impaired-driving laws.
3. Decrease the number of people driving while impaired.
4. Increase acceptance of enforcement.
5. Work with an independent evaluation contractor to assess the effectiveness of the project for potentially broader national applications.

Project Implementation

The next section explains the process by which Joplin was selected as the demonstration project site and briefly offers baseline data used in the selection process. Implementation steps to increase community support for sustained DWI HVE are then discussed.

Site Selection

The requirements for the demonstration project site were a community with a population from 50,000 to 200,000 people and operational boundaries that allowed for significant behavioral and operational influence by a primary LEA.

A list of four communities was developed by contacting the 10 NHTSA Regions for suggestions. Information was gathered on the four jurisdictions. Discussions occurred between NHTSA Headquarters, the NHTSA Regional offices where the four jurisdictions were located, and the project manager. A mutual decision was made to select Joplin as the demonstration project site because the JPD (1) was recognized by the Missouri Highway Safety Office as having a productive fulltime DWI unit, (2) participated fully in past national and State DWI mobilizations, and (3) regularly met with community stakeholders about various criminal justice issues. Additionally, Joplin police officers investigated 591 impaired-driving crashes from 2007 to 2015. Of those 591 crashes, there were 17 impaired-driving fatal crashes and 34 severe injury fatal crashes.

Joplin is located in southwest Missouri. The southwest corner of the town borders Oklahoma and Kansas. Arkansas is only 50 miles from Joplin. Consequently, the area surrounding Joplin is known as the Four Corners because four States closely border each other. Figure 1 shows southwestern Missouri and features Joplin.

Joplin has an estimated population of 52,000 residents, which makes it the thirteenth largest municipality in Missouri. Because of local employers and other businesses, the daytime population increases to approximately 240,000. Baseline traffic data are covered in the next section.



Figure 1. Map of Southwestern Missouri Featuring Joplin, Missouri

Baseline Data From the Joplin Police Department

The Joplin police jurisdiction covers 35.68 square miles and encompasses part of Jasper County and Newton County. According to the JPD, 6,252 traffic collisions were reported and investigated in Joplin from 2013 to 2016. JPD officers made 2,393 DWI arrests from 2013 to 2016. Table 1 illustrates the information for Joplin from 2013 to 2016, during which there were 18 fatal collisions. Ten fatal crashes involved alcohol or drug-impaired drivers.

Table 1. 2013 – 2016: Impaired Driving Arrests and Traffic Crashes Baseline Data

Year	Impaired Driving Arrests		Traffic Crashes
	Alcohol	Drugs	
2013	547	43	1,704
2014	654	70	1,533
2015	491	42	1,155
2016	509	37	1,841

The JPD embraces cooperation, communication, and collaboration in community endeavors involving public safety across adjacent jurisdictions. The JPD is a member of the Southwest Missouri DWI Task Force represented by Jasper, Lawrence, Barry, Barton, and McDonald counties in Missouri. The Task Force is a private-public partnership with Mothers Against Drunk Driving (MADD) and 23 LEAs with jurisdictions located in southwest Missouri. The Task Force coordinates its enforcement activity with the Missouri Highway Safety Office (MHSO) located in the Missouri Department of Transportation (MoDOT). The Task Force enforcement activity is mostly supported through MHSO highway safety grant funds. MADD Missouri provides long-term support for and engagement with the Southwest Missouri DWI Task Force.

Implementation Steps

This section describes the steps JPD undertook to achieve community support for sustained DWI HVE. The main steps involved (1) cultivating a community partnership, (2) building community capacity to support sustained HVE, (3) implementing an HVE strategic plan, and (4) collecting HVE data (enforcement, social and earned media, and other pertinent data).

Step 1: Cultivate a Community Partnership

For the purposes of the Joplin DWI HVE project, partners were needed to assist in data sharing, problem identification, and proposing enforcement, media, and community outreach activities to develop overall support for sustained DWI enforcement. Community partner recruitment and selection were important first steps to cultivating collaborative effort. Partner selection is important because complex community issues require representatives from various disciplines and sectors with perspectives to find solutions together (Richardson & Allegrante, 2000). Laskeret al. (2001) stated community groups “must be able to recruit and retain partners who can provide needed resources” (p. 190).

NHTSA and PIRE staff met with JPD personnel to discuss aspects of the project, which involved an overview of the project goals and objectives and community partner roles. They brainstormed to create a comprehensive list of potential members for the community partner group. The JPD had experience working with stakeholders on other criminal justice issues.

The JPD further developed a list of potential partners from public and private organizations with common interest in reducing impaired-driving crashes in the Joplin area. The tentative list involved prosecutors, attorneys, judges, physicians, staff from both Joplin medical facilities, high school faculty, members of the media, local State university faculty members, MADD, law enforcement liaisons, large-fleet employers, and representatives from a local bar owner’s association. JPD contacted the people on the list and asked if they were interested in participating.

Once the larger comprehensive invitation list was finalized, JPD developed an invitation letter for the Joplin Community Partners group (Appendix A). The letter was ultimately mailed to each prospective partner identified in the preliminary project organizational meeting. It outlined the community issues involved in impaired driving, the 15-month HVE campaign, and the purpose of the initial community meeting, planned for October 18, 2017.

That first meeting was well attended with 28 people representing 17 organizations in attendance (agenda in Appendix B) and covered by local news media. Potential partner organization representatives received information about the DWI HVE project key goals and objectives, national data concerning impaired driving, a baseline community survey (August 2017), the roles, and responsibilities of the Joplin Community Partners group, and a project timetable.

Ultimately, there were two community surveys conducted by the independent evaluation team prior to enforcement beginning in May 2018. The dates for the two pre-enforcement surveys were August 2 to 4, 2017 and April 25 and 26, 2018. Under normal conditions, one baseline survey is usually all that is needed; however, because project logistics took longer than initially thought, a second baseline survey was conducted in the month prior to enforcement.

The purpose of the community surveys was to gather baseline information about enforcement perceptions and awareness in Joplin. In August 2017, there were 540 respondents and in April

2018, there were 475 respondents. Surveys were conducted at the Joplin area tag center, the Department of Revenue License Exam Center, the Joplin Public Library, Joplin City Hall, and a local mall/shopping center in August 2017 and April 2018.

At the initial meeting in October 2017, the group discussed future potential meeting dates and times to establish a regular meeting schedule going forward. The group discussed a tentative date for the campaign kickoff, which would begin the 15-month HVE DWI period. Further, some community partners suggested additional potential members, which indicates validation for the idea that new relationships in collaborative efforts are sometimes recommended by existing relationships (Allen et al., 2008).

Ultimately, the partner organizations included two local hospitals, State and local MADD representation, a county judge, two local TV news media outlets, Safe Kids Newton/Jasper counties (a child-injury-prevention organization in Southwest Missouri), the Alliance of Southwest Missouri (a regional substance-abuse-prevention coalition), two local bar and restaurant owners, a county prosecutor, a university criminal justice department chair, and law enforcement. Table 2 contains the list of partner organizations for the Joplin project. The group was asked to develop a strategic plan, provide awareness about impaired driving in the community, and support law enforcement efforts toward reducing impaired driving.

Table 2. List of Community Partner Organizations Recruited by Joplin Police Department

Joplin Community Partner Organizations		
Bar & Restaurant Owners Against Drunk Driving (BROADD)	KOAM/KFJX TV News	Missouri Southern State University, Criminal Justice
Freeman Health System	KODE TV News	MoDOT Highway Safety Office
Jasper County Circuit Court	MADD Missouri	Private Attorney, Joplin area
Jasper County Prosecuting Attorney's Office	MADD Newton & Jasper Counties	Safe Kids Newton & Jasper Counties
MoDOT Highway Safety Law Enforcement Liaison	Mercy Hospital Joplin	The Alliance of Southwest Missouri
Joplin Police Department		

Meeting attendees discussed the reason they attended the first community meeting. Members of MADD attended to offer to spread the message about Joplin impaired-driving issues to schools, civic groups, and the community at large. The members from Joplin healthcare systems attested to witnessing the impact of impaired-driving crashes. They expressed their satisfaction with getting information through the Joplin impaired-driving project to continue community education and outreach. Other attendees offered their perspectives of the Joplin impaired-driving problem and stated their support for the project goals and objectives. They also committed to be part of the Joplin Community Partners.

The meeting concluded with a discussion about organizing the larger group into smaller working groups by interest area conducive to the project, namely, enforcement, communications, and education and outreach. The working groups were formed to give a more efficient and productive approach to developing the overall project plan. A goal was set of having the working

groups established by the end of November 2017. A group phone call was planned for that same month.

Step 2: Build Community Capacity

Chaskin (2001) stated that community capacity-building is a process necessary to increase community skills, resources, and motivation to address public problems. One of the first tasks after organizing the Joplin Community Partners was to develop a strategic plan for the 15-month HVE project. In the development of the strategic plan, the Joplin Community Partners identified resources (e.g., flashlights, iPads, portable message boards, portable breath testing devices) and community skills (e.g., Place of Last Drink, also called POLD training, social media graphic artist contract) needed to tackle impaired driving in Joplin. May 3, 2018, was established as the date for the HVE kickoff press event and official beginning of the campaign, with a conclusion of the campaign slated for August 2, 2019.

The group met in Joplin in five in-person meetings and participated in three conference calls over the life of the project. Three meetings occurred prior to the beginning of the DWI enforcement period (October 18, 2018, January 17, 2018, and April 10, 2018). Two occurred during the DWI enforcement period (October 19, 2018, and March 19, 2018). Conference calls occurred September 27, 2018, November 27, 2018, and January 18, 2018. Email was used to update members between meetings or conference calls.

For each meeting and conference call, participants were given agendas prior to the designated meeting or call. Depending on the meeting purpose, meetings lasted 1 to 2 hours. Conference calls lasted about 30 to 45 minutes. Every community partner received summaries by email a few days after the meetings or conference calls so members could track project progress. Between meetings and conference calls, email, or phone communication occurred with JPD contacts to discuss the next steps and garner ideas to raise participation in partner meetings and conference calls.

During each meeting and conference call, participants were reminded of project goals and objectives and discussed upcoming events and outreach. Project progress, successes, and possible challenges were also discussed. Efforts were made to show “small wins” with project progress, such as purchase of equipment requested by the JPD, unveiling the social marketing plan once a marketing firm was contracted, and discussions about the significance of the results of attitudinal surveys. The “small wins” discussion was meant to keep the Joplin Community Partners motivated.

Develop Strategic Plan

The Joplin Community Partners completed a strategic plan that outlined enforcement, public outreach, and media strategies to increase community awareness of issues related to impaired drivers in Joplin. This section reflects the results of the development of the strategic plan.

To complete the strategic plan, the Joplin Community Partners divided into three subcommittees: Communications, Education/Outreach, and Enforcement. The three components formed the basis for the overall strategic plan and each subcommittee was charged with developing activities specific to its component part. The strategic plan included outreach at community events, media notices about DWI enforcement, and enforcement centered around holidays and events when

impaired driving and DWI traffic crashes occur. Table 3 shows subcommittee volunteer organizations.

Table 3. Joplin Community Partners Subcommittee Assignments

Communications Subcommittee	Education/Outreach Subcommittee	Enforcement Subcommittee
MADD Missouri	BROADD	MADD Newton & Jasper Counties
Freeman Health System	Freeman Health System	Freeman Health Systems
Jasper County Circuit Court	MADD Newton & Jasper Counties	Jasper County Prosecuting Attorney's Office
KOAM/KFJX TV News	Mercy Hospital Joplin	Joplin Police Department
KODE-TV News	Missouri Southern State University, Criminal Justice	Private Attorney, Joplin area
The Alliance of Southwest Missouri	Safe Kids Newton & Jasper Counties	MoDOT Highway Safety Law Enforcement Liaison

From October 2017 to April 2018, the Joplin Community Partners and JPD officers met and discussed ideas for the 15-month campaign. Three community meetings were held in October 2017, January 2018, and April 2018. The three subcommittees (Communications, Outreach/Education, and Enforcement) each also held two conference calls during the planning phase (November 2017 and February 2018). The 15-month strategic plan is the result of the ideas discussed during the meetings and calls.

The Joplin Community Partners developed key interventions and milestones. The plan spanned from May 2018 to August 2019, the length of the implementation of the demonstration project. The strategic plan was meant to be a fluid document. Using this method, changes to the plan could occur as real-time events happened, or other ideas developed.

Each component of the plan was designed to complement and support the other components. Media events highlighted impaired-driving enforcement activities and residents and visitors who experienced the effects of impaired driving. Outreach events were planned to target all sectors of the Joplin community and spread the message about supporting enforcement of impaired-driving laws. Impaired-driving enforcement continued throughout the campaign, and both the media and the outreach events were meant to highlight the importance of impaired-driving enforcement and to publicize the enforcement.

The Joplin Community Partners developed a campaign theme, *“We’re out there too. Drive Sober or Get Pulled Over”* to convey the message that in addition to law enforcement doing their job to keep the public safe, other community members are also supporting impaired-driving enforcement. *“Drive Sober or Get Pulled Over”* is NHTSA’s national campaign slogan and the JPD felt strongly about having an enforcement message in the campaign theme. Additionally, the *“We’re out there too”* slogan showed how all sectors of the community are affected by impaired driving. As an impaired person thinks about getting into his or her vehicle, the Joplin Community Partners wanted that person to know the police are actively enforcing impaired-driving laws. The Joplin Community Partners also wanted impaired drivers to realize that teachers, students, family members, business owners, doctors, farmers, truck drivers, and every

other segment of the Joplin community are also out driving in the streets, and they are in harm's way if an impaired person decides to drive. Since social media was used to advertise the local slogan, a hashtag (#) was added to "*We're out there too.*"

The following sections briefly describe the three components of the strategic plan. Specific proposed details are found in the 15-Month Strategic Plan in Appendix C.

Enforcement Strategy

The Enforcement subcommittee planned efforts to coincide with Missouri statewide mobilizations, per the following schedule:

- 1) June 29 – July 4, 2018: Independence Day DWI Enforcement
- 2) August 17 – September 3, 2018: Drive Sober or Get Pulled Over Mobilization
- 3) December 14, 2018 – January 1, 2019: Holiday DWI Enforcement
- 4) March 2019: St. Patrick's Day DWI Enforcement
- 5) June/July 2019: Independence Day DWI Enforcement

In addition, regular DWI enforcement was planned in Joplin during the 2018 Cinco de Mayo (May 2018), 2019 NFL Playoffs (January 2019), Super Bowl Weekend (February 2019), and 2019 Cinco de Mayo (May 2019).

The purpose of the enforcement was to reduce impaired-driving crashes. JPD officers indicate that they use a data-driven approach to allocate resources and conduct enforcement in areas where impaired-driving crashes occur. DWI enforcement focuses on areas where the data showed highest incidences of traffic crashes and DWI arrests.

Earned and Social Media Strategy

Because project funds were not allocated for paid media, the communications plan relied heavily on the use of earned media to obtain free media coverage and distribution of media messaging through social media, particularly through the JPD's Facebook account. Topics were planned for each enforcement period, such as highlighting daily DWI arrests, emphasizing DWI crashes, offering interview opportunities to media outlets, and placing variable messaging signs in enforcement zones.

Public Outreach Strategy

The outreach/education committee developed the communications and education plan. The plan complemented both the media and enforcement plans. During community events, volunteers for the outreach/education committee had direct contact with Joplin residents to spread the message about supporting impaired-driving enforcement and the dangers of impaired driving. The outreach committee planned to conduct approximately 10 to 12 outreach events throughout the campaign. The committee planned to target events that reached diverse populations in Joplin to get the message out to all segments of the population. Committee members volunteered to attend different events and work with various sectors of the community including schools and businesses.

Assess and Plan Law Enforcement Training

A series of four trainings was planned for the project. The enforcement committee decided training topics based on needed skills and knowledge to complete the project. The first training was developed for and given to supervisors and line officers in October 2017 and focused on “Place of Last Drink.” POLD is an approach that allows police departments to concentrate education and enforcement efforts in areas of concern by identifying sources of alcohol for drivers who drink and drive (e.g., bars and restaurants).

The next three training dates were planned for sworn line officers and other enforcement committee members, but the training topics were not decided. Training sessions were scheduled for July 2018, December 2018, and April 2019. Ultimately, the additional training was not conducted because of low personnel numbers at JPD. (Please see the Challenges section of this report for information about the change to the training schedule.)

Social Marketing Firm

A social marketing firm was used by the partners to develop a social marketing plan. This included the development of graphics the JPD used on its Facebook page from Thanksgiving 2018 to July 2019. The social marketing plan is found in Appendix D. Examples of the graphic artist work are found in the Step 3: Implement HVE Strategic Plan and Step 4: Collect HVE Data.

Step 3: Implement HVE Strategic Plan

Kickoff Press Event

On May 3, 2018, the JPD, the Joplin Community Partners, and guests held a press conference to kick off the project, held at the Joplin Public Safety Facility. Four television news stations and a *Joplin Globe* newspaper reporter covered the event. JPD Chief Matt Stewart, Ret. Colonel Ron Replogle (MSHP), MADD National Law Enforcement Liaison, and Susan DeCourcy, National Highway Traffic Safety Administration Region 7 Administrator, spoke at the press conference.

Joplin Kickoff Press Conference

KOAM TV and Fox 14 TV posted information about the kickoff on Facebook. In turn, the *Four States Checkpoint Warning Network* shared the post on its Facebook page, extending the reach of the initial post.

Message Signs

The JPD bought two portable variable messaging trailers to raise public awareness of the dangers of driving impaired and increase public knowledge of the impaired-driving HVE demonstration project. One trailer was smaller than the other trailer. (Figure 2 shows the smaller trailer.) The trailer has speed detection capability, so motorists were warned of their speed in addition to viewing Joplin project DWI messages, such as *Drive Sober or Get Pulled Over* or *#weareouttheretoo*. Analyzing impaired-driving traffic crash data, JPD Traffic Division personnel found speed to be a contributing factor in addition to impaired-driving crashes. Another feature of the trailer is that if a specific vehicle is traveling more than 10 miles over the

speed limit, blue and red lights flash to further warn the driver of vehicle speed. The message on the trailer sign’s scrolling marquee in Figure 4 is “*Drive Sober or Get Pulled Over.*”



Figure 2. Portable Variable Messaging Trailers Purchased for Joplin Police Department

The JPD used the two variable message trailers in strategic locations identified as locations of DUI crashes and DWI arrests. Table 5 represents the logistical schedule for locations and dates of variable message trailers during the Christmas to New Year’s Eve high-visibility enforcement. In the schedule, the trailers purchased with project funds are identified as “Small Messaging Trailer” and “Large Messaging Trailer.” Even though Table 4 shows the schedule for the Christmas and New Years’ enforcement, JPD maintained a similar schedule during the remaining months of the enforcement period.

Table 4. Message Trailers, Signs, and Boards Posting Schedule for Christmas and New Years' Enforcement Zones

Small Messaging Trailer	Large Messaging Trailer	City Sign Board	2 City Sign Boards	4 Main Fixed Boards	8 Main Fixed Boards	MoDOT Board	Dates
1700 Murphy Blvd	32nd & Indiana	32nd & Main	Zora & St. Louis	Permanent	Permanent	I-44 & Range Line	12/22/18 - 1/4/19
20 Texas	Zora & Main St	13th & Schifferdecker	15 & Florida	Permanent	Permanent	n/a	1/4/19- 1/17/19
26 & Pearl	20 & Tyler	n/a	when available	Permanent	Permanent	n/a	1/17/19 - 1/30/19

The JPD implements DWI enforcement zones based on a data-driven approach by reviewing traffic collision reports, arrest reports, and other pertinent information to determine enforcement locations. Enforcement personnel and resources are deployed to those areas based on an understanding of traffic crash patterns (e.g., time of day, day of week).

Figure 3 shows the large messaging trailer that accommodates longer messages. Messages featured on the display included “*#weareouttheretoo,*” and “*Drive Sober or Get Pulled Over,*” and other messages that drew motorists’ attention to the impaired-driving enforcement. The trailers allowed JPD to change the message remotely depending on the enforcement theme (e.g., St. Patrick’s Day, New Year’s Eve, Cinco de Mayo). This feature was beneficial to the safety of the officers, allowing them to change the message while remaining in their police cruisers instead of having to step near traffic or into inclement weather to update messages manually.



Figure 3. Large Messaging Trailer

Posts, Boosts, and Graphics From Social Marketing Firm

At the community meeting on October 19, 2018, the social marketing firm conducted a discovery session with the JPD and the Joplin Community Partners to develop, design, and produce an 8-month social media marketing campaign (covering the remaining time of the enforcement period) to raise awareness in the Joplin media market around the risks involved with drinking and driving. The marketing plan was completed by mid-November and was unveiled on the community partner conference call on November 27, 2018. (Please see Appendix D for the social marketing plan.)

In December 2018, the JPD Facebook page had some 38,000 followers. To increase those followers, the JPD used the boosting feature for its Facebook posts. A Facebook boost allows page administrators to target Facebook users' matching chosen demographics. After an analysis of national, State, and local data revealing higher involvement in DWI arrest and impaired-driving traffic crashes, the 18- to 35-year-old male demographic in the Joplin area was the focus of purchased boosts. Each boost reached approximately 7,000 to 11,000 Facebook users a week.

The boost posts were sent to people within the demographic whether they were followers of the JPD Facebook page or not. The first boost was conducted on December 28, 2018, that announced the New Years' Eve enforcement. The graphic posted on December 28 is depicted in Figure 6. It reached a total of 20,000 people with a total of 2,000 engagements. An engagement means the person liked, commented, shared, and/or viewed the boosted post. The paid portion (boost) reached 6,500 people with 825 people engaging in the paid portion of the post. The JPD found that the boosts seem to have increased exposure and for the relatively low cost were deemed a success. At the conclusion of the high-visibility enforcement portion of the Joplin project on August 2, 2019, the JPD Facebook page had 40,746 Likes and 42,044 Followers. The JPD realized a net gain of about 4,000 followers during the demonstration project. Figure 4 shows the graphic created by the social marketing firm and the first post boosted by the JPD.



Figure 4. Joplin Police Department Facebook Post Boosted on 12/28/2018

One of the ideas listed as a media event in the Joplin 15-month strategic plan was interviewing someone affected by a DWI tragedy. Jared Swann is an officer who serves on the JPD DWI Enforcement Unit. As of July 2019, he had conducted some 1,300 DWI arrests during his career as an officer. He assists other officers with DWI cases. He has a personal motivation to end impaired driving. Before he joined law enforcement, an impaired driver hit his brother's vehicle. An occupant in his brother's vehicle died. Officer Swann's brother survived but suffered a brainstem injury that left him unable to move. The tragedy that affected Officer Swann's family motivated him to become a DWI enforcement officer. The Missouri Coalition for Roadway Safety commissioned a video interview with Officer Swann. The JPD took advantage of the resource when the video was posted on *Save MO Lives*, the Coalition Facebook page. As observed in Figure 5, the JPD shared the *Save MO Lives* post on November 21, 2018. The original post on *Save MO Lives* appeared on November 13, 2018. By the time the *Save MO Lives* post was shared, the video had been viewed 36,344 times.



Figure 5. Social Media Post From Joplin Police Department Page: Officer Jared Swann

One of the key members of the Joplin Community Partners was Donna Hughes of Mercy Hospital. She was diligent in her support of the project by attending meetings, providing ideas for the community effort, and engaging her coworkers in the project. During the Christmas holidays, she encouraged her coworkers to produce a video showing support for DWI enforcement and not driving after drinking during the holiday season. Figure 6 shows a screenshot of the video that was shared on the JPD from the Mercy Hospital Joplin Facebook page. As of December 26, 2018, the post had 114 Likes, 5 Comments, 32 Shares, and 2,900 Views.



Figure 6. Facebook Post Shared From Mercy Hospital Joplin Facebook Page (12/31/18)

Shannon Becker, a roving reporter for KSN KODE Joplin News First joined with Captain Trevor Duncan, JPD public information officer, during the New Years' Eve stepped-up enforcement campaign. Figure 7 shows the media post. Captain Duncan talked to Becker about the JPD's participation in the demonstration project. They discussed the objectives of the project and the involvement of the Community Partners in crafting the 15-month strategic plan. Becker shared the live post on the Joplin First News Facebook page, which extended the reach and exposure of the message about impaired driving and the enforcement taking place during the holidays. The live function on Facebook ("going live") is employed by users to transmit video and audio feeds to followers. It has grown in popularity since the Facebook feature was unveiled in 2016. The live function also allows users to rebroadcast the recorded videos, so the videos can be boosted to reach other Facebook users who do not follow the Facebook page where the live post originated. Another feature allowed followers to transmit the live feeds from the Facebook pages.



Figure 7. Facebook Live Post Featuring Joplin First Ride-Along With Joplin Police Department

On January 11, 2019, the JPD posted a question on its Facebook page: “*Has your life been impacted by drinking & driving?*” The social marketing firm designed the graphic. Figure 8 represents the graphic included in the Facebook post. As of February 11, 2019, the post had 142 Likes, 59 Comments, and 37 Shares. Community members continued to submit comments about how drinking and driving affected their lives through January and February 2019. The idea for the graphic was generated by the Joplin Community Partners when it was crafting the 15-month strategic plan.



Figure 8. Facebook Post With Community Question (1/11/2019)

Project Results

Step 4: Collect HVE Data

The following section describes the process implementation results and successes of the Joplin project.

Enforcement Data

The JPD provided enforcement data for three pre-enforcement periods (May 3, 2015 – May 2, 2016; May 3, 2016 – May 2, 2017; and May 3, 2017 – May 2, 2018) and the 15-month enforcement period (May 3, 2018 – August 2, 2019). The data are reflected in Table 5. The 15-month HVE yielded 5,798 traffic citations and 1,055 arrests. More tickets were issued for impaired driving because injured impaired drivers who were sent to the hospital were not arrested; they were only cited for a later court date. Additionally, impaired drivers arrested for felony DWI were charged on separate documents versus citation forms.

Table 5. Joplin Police Department Enforcement Data: May 3, 2015, to August 2, 2019

Citation and Arrest Data	Pre-Enforcement Period (May 3, 2015 – May 2, 2016)		Pre-Enforcement Period (May 3, 2016 – May 2, 2017)		Pre-Enforcement Period (May 3, 2017 – May 2, 2018)		Total Enforcement Period (May 3, 2018 – August 2, 2019)	
	Citations	Arrests	Citations	Arrests	Citations	Arrests	Citations	Arrests
Impaired Driving	291	282	327	325	271	262	386	277
Seatbelt	1,311	18	779	12	392	8	272	9
Child Passenger Safety	0	0	0	0	0	0	0	0
Speeding	557	8	543	12	802	19	531	13
Distracted Driving (Careless Driving)	231	30	222	44	157	40	160	28
Moving Violations	784	54	869	68	699	61	4,449	728

Table 6 reflects the 15-month enforcement period divided by 3-month intervals.

Table 6. Citation and Arrest Data From Joplin Police Department: May 3, 2018, to August 2, 2019

Citation and Arrest Data	1 st Enforcement Period (May 3, 2018 - August 2, 2018)		2 nd Enforcement Period (August 3, 2018 - November 2, 2018)		3 rd Enforcement Period (November 2, 2018 - February 2, 2019)		4 th Enforcement Period (February 3, 2019 - May 2, 2019)		5 th Enforcement Period (May 3, 2019 - August 2, 2019)	
	Citations	Arrests	Citations	Arrests	Citations	Arrests	Citations	Arrests	Citations	Arrests
Impaired Driving	87	61	75	52	35	27	84	60	105	77
Seatbelt	54	3	46	2	53	0	119	4	0	0

Citation and Arrest Data	1 st Enforcement Period (May 3, 2018 - August 2, 2018)		2 nd Enforcement Period (August 3, 2018 - November 2, 2018)		3 rd Enforcement Period (November 2, 2018 - February 2, 2019)		4 th Enforcement Period (February 3, 2019 - May 2, 2019)		5 th Enforcement Period (May 3, 2019 - August 2, 2019)	
Child Passenger Safety	0	0	0	0	0	0	0	0	0	0
Speeding	84	4	69	0	69	1	207	5	102	3
Distracted Driving	29	3	34	9	22	3	32	8	43	5
Moving Violations	735	135	706	144	712	91	1137	150	1159	208

Table 7 reflects data collected during specific DWI enforcement conducted by JPD officers. During some of the operations, officers from adjacent jurisdictions coordinated enforcement in their own jurisdictions, however, the enforcement data in Table 7 reflects JPD data only. The JPD conducted coordinated multi-agency efforts with the Southwest Missouri DWI Task Force for several years prior to the Joplin project. The Task Force is supported with highway safety funds from the MoDOT Task Force. The enforcement dates coincided with holidays or events on which the Task Force focused its past efforts. The enforcement dates were decided around State/national DWI mobilizations during Labor Day weekend, Independence Day week, and Christmas/New Year's holidays or typical dates with implications for impaired-driving issues in Joplin, such as St. Patrick's Day or Cinco de Mayo. The enforcement data reflects DWI enforcement by Joplin officers and it does not reflect partner LEA data.

There was no stepped-up multi-agency DWI enforcement in October and November 2018 or in January and February 2019. Working alone, JPD officers conducted DWI saturation patrols and arrests did occur. Social media publicized the notice of these efforts.

Table 7. Monthly Focused Enforcement Data: May 2018 to July 2019

Date	Length of Detail (in Hours)	Number of Officers Involved	Number of Citations	Number of Arrests	Number of Contacts Associated	Total Enforcement
May-18	18.5	6	8	5	38	51
June-18	27.5	5	14	11	30	55
July-18	14	2	3	1	14	18
August-18	34	6	6	16	57	79
September-18	14	2	6	4	20	30
December-18	6	3	5	8	18	31
March-19	6	10	12	5	38	55
May-19	10	1	3	0	5	8
June-19	5.5	2	1	2	5	8
July-19	11	15	36	8	43	87

In 2017, the Missouri State legislature removed all but \$1 a year to fund public safety checkpoints from the MoDOT budget. As a result, the JPD and other LEAs that depended on MoDOT funds to reimburse officer overtime reduced the number of checkpoints held in their law enforcement jurisdictions. This minimal checkpoint budget was continued in 2018. Because funding was practically eliminated for checkpoints, the number of checkpoints decreased. Some people believe the decrease in checkpoints led to a subsequent increase in impaired-driving crashes. Woodin (2019) stated that JPD has previously told the Joplin City Council that even though checkpoints produced fewer DWI arrests, the high visibility of the checkpoints created awareness about consequences of drinking and driving. According to Woodin, the JPD has stated that it conducts saturation patrols (which are state funded) to detect impaired drivers.

Social Media Data

Table 8 shows data collected from posts regarding DWI enforcement and impaired-driving crashes submitted on the JPD Facebook page. The table shows social media posted from October 2017 to April 2018 (pre-enforcement period) and from May 2018 to July 2019 (enforcement period). Many of the comments were positive toward the JPD in general and DWI enforcement specifically.

As revealed by Likes, Comments, and Shares, the JPD had a strong social media presence prior to the start of the project. The social media presence continued through the enforcement period except for July 2018 (two months into the project) when the JPD was asked to reduce DWI enforcement posts. (See the Challenges section in this report for further explanation.) The restriction was lifted two months later.

Table 8. Social Media Data From Joplin Police Department Facebook Page: October 2017 to July 2019

	Beginning Date	Likes	Comments	Shares	# of Posts
Prior to Enforcement Period	Oct-17	736	218	131	3
	Nov-17	1,391	123	462	6
	Dec-17	349	47	151	1
	Jan-18	2,011	167	136	3
	Feb-18	660	147	231	2
	Mar-18	4,625	560	1,152	18
	Apr-18	547	105	338	2
During Enforcement Period	May-18	2,398	150	533	9
	Jun-18	587	35	53	1
	Jul-18	173	7	42	1
	Aug-18	443	88	152	2
	Sep-18	1,498	189	303	5
	Oct-18	1,049	103	429	4
	Nov-18	449	14	171	6
	Dec-18	1,067	53	328	5
	Jan-19	707	222	167	4
	Feb-19	105	43	31	2

	Beginning Date	Likes	Comments	Shares	# of Posts
	Mar-19	4,922	791	1,782	12
	Apr-19	452	95	83	2
	May-19	1,164	112	132	5
	Jun-19	543	63	51	2
	Jul-19	771	65	211	6
	Total	26,647	3,397	7,069	101

Figure 9 reflects another view of Table 8. The lines represent the monthly number of Likes, Comments, and Shares starting in October 2017 through July 2019. The two highest peaks of Likes, Comments, and Shares occurred in March 2018 (pre-project enforcement) and March 2019 (during project enforcement). During March every year, the JPD focuses DWI efforts on St. Patrick’s Day when impaired-driving crashes occur due to celebration and festivities. March 2019 Facebook data reflects more Likes (4,922), Comments (791), and Shares (1,782) than March 2018 Likes (4,625), Comments (560), and Shares (1,152).

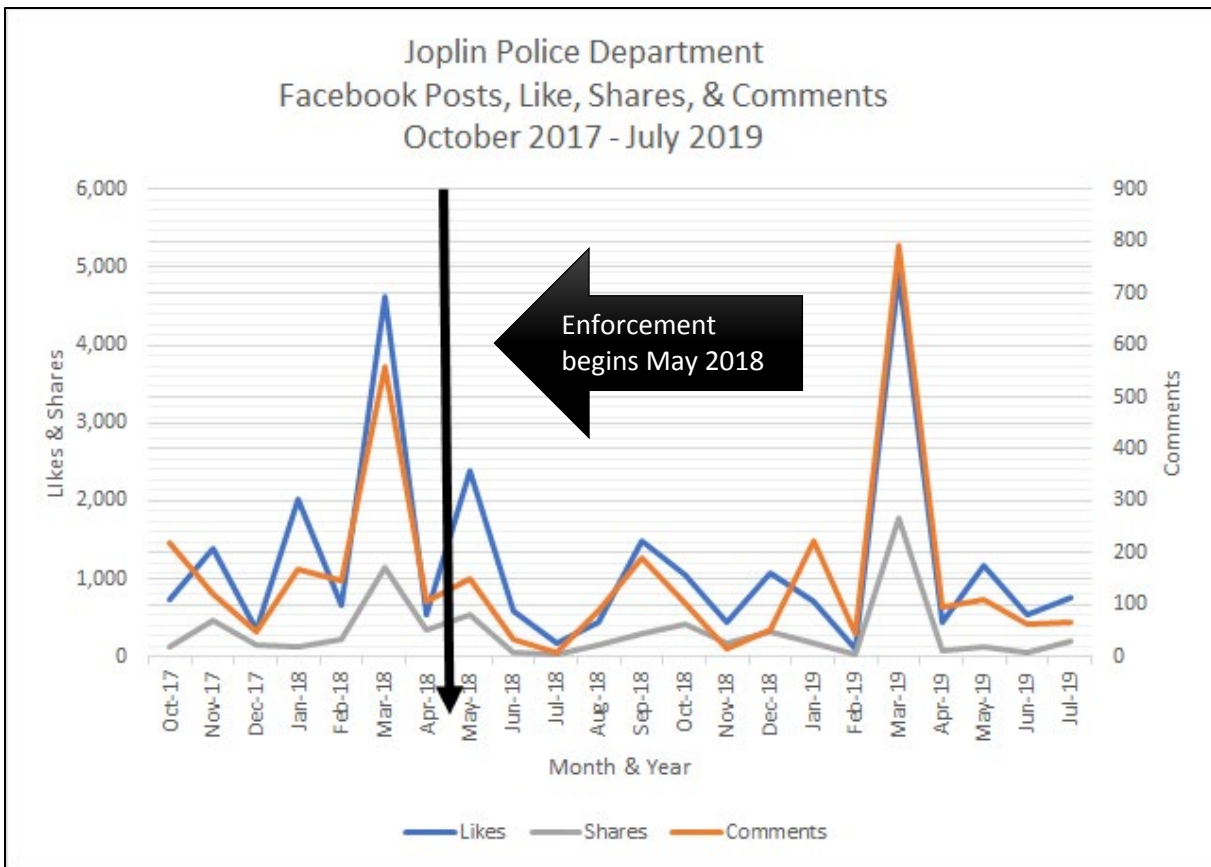


Figure 9. Joplin Police Department Facebook Likes, Shares, & Comments (October 2017 to July 2019)

Earned and Social Media Messaging

Table 9 was constructed after a review of the media scans conducted by the independent evaluator. In addition to posts from the JPD Facebook page, scans revealed posts and media notices from several other sources. As an example, JPD’s Chief Stewart used a Twitter account to send information to his followers. The *Save MO Lives* is a social media page for the Missouri Coalition for Roadway Safety in Jefferson City, Missouri. It is a partnership of safety advocates that have banded together to reduce problems related to traffic crashes and fatalities. The *Four States Checkpoint Warning Network* originally was a method for social media followers to share experiences and up-to-date information about public safety checkpoints in the Joplin metro area. *Inside Joplin* is a social media page that includes a blog that discusses government, politics, education, the arts, and entertainment in Joplin and its surrounding area. The *Turner Report* is an alternative news source which offers news and commentary for the Joplin area. The *Joplin Globe* is a newspaper with circulation around 30,000 and a media presence that may reach even more. The radio and television news stations in the Joplin area are KZRG, KOAM CBS 7, Fox 14, KODE ABC 12, KSNNBC 16, and KY3 News. KSNF is affiliated with KSN NBC. Both KSNF and KODE operate social media (Facebook) presence through Joplin News First. The social and earned media scans also included the Missouri State Highway Patrol (Division of Public Safety) social media and press notices about highway traffic crashes and traffic violations/citations/arrests.

A legend for the column headers in Table 9 is located beneath the table.

Table 9. Earned and Social Media Messaging: March 2018 to July 2019

Month	CM	CD	HSM	SE	IDR	IDA	IDC	CA!	JM
Mar-18	0	0	11	17	10	0	15	4	1
Apr-18	0	0	0	1	1	5	10	0	0
May-18	17	2	3	2	11	2	2	2	0
Jun-18	0	0	1	0	0	5	2	0	0
Jul-18	1	0	4	1	11	11	5	1	0
Aug-18	0	0	0	0	10	12	9	2	0
Sep-18	2	0	1	0	6	14	5	0	0
Oct-18	3	0	7	1	7	14	10	0	0
Nov-18	6	0	9	1	16	8	3	1	0
Dec-18	6	3	0	3	35	28	0	0	0
Jan-19	7	1	4	0	0	16	6	0	7
Feb-19	3	2	2	0	10	18	9	0	8
Mar-19	11	1	11	19	24	25	12	0	5
Apr-19	1	0	0	1	2	20	9	1	9
May-19	1	0	2	8	9	24	8	1	9
Jun-19	0	2	0	2	3	16	6	0	12
Jul-19	9	1	6	11	9	7	2	0	9

Code

- CM – Campaign message (#weareouttheretoo, #Drivesoberorgetpulledover)
- CD – Description of campaign objectives and activities
- HSM – Holiday driving safety message (e.g., Memorial Day, 4th of July)
- SE – Stepped-up ID enforcement announcement
- IDR – Reminder about not drinking and driving
- IDA – Report on ID arrest
- IDC – Report on ID crash
- CA! – ID checkpoint alerts
- JM – Joplin, Missouri, blog

The JPD sent out press releases when appropriate, but much of the information about Joplin DWI community issues and enforcement was shared on the other noted media outlets, and social media presence was the result of followers sharing the JPD posts with the other sources.

Traffic Crash Data

Table 10 reflects traffic crash data from JPD records. As with the enforcement data, Joplin traffic crash data is categorized by the three pre-enforcement periods (May 3, 2015 – May 2, 2016; May 3, 2016 – May 2, 2017; and May 3, 2017 – May 2, 2018) and the 15-month enforcement period (May 3, 2018 – August 2, 2019). The 15-month enforcement period is further segregated by three-month intervals. Fatal traffic crashes increased in the May 3, 2017, to August 2, 2018, pre-enforcement period from the preceding 12-month period (9 fatal crashes from 0 fatal crashes). During the last 3-month interval (May 3, 2019, to August 2, 2019), there were 2 fatal crashes.

Table 10. Traffic Crash Data From Joplin, MO: May 3, 2015, to August 2, 2019

Period (Date)	Reportable Crashes	Property Damage Only (PDO)	Moderate Injury	Fatal Injury
Pre-Enforcement Period (May 3, 2015 - May 2, 2016)	957	770	185	2
Pre-Enforcement Period (May 3, 2016 - May 2, 2017)	1136	935	201	0
Pre-Enforcement Period (May 3, 2017 - May 2, 2018)	1789	1432	348	9
Enforcement Period (May 3, 2018 - August 2, 2019)				
May 3, 2018 - August 2, 2018	392	306	86	0
August 3, 2018 - November 2, 2018	414	328	121	2
November 2, 2018 - February 2, 2019	407	330	76	1
February 3, 2019 - May 2, 2019	429	337	47	1
May 3, 2019 - August 2, 2019	510	406	50	2

Table 11 reflects a comparison between impaired-driving arrests and citations to reported impaired driving and non-impaired-driving crashes. Overall traffic crashes and the percentage of impaired-driving crashes have been increasing in the Joplin jurisdiction since 2015. During the 15-month enforcement period, overall traffic crashes increased while impaired-driving crashes remained stable.

Table 11 also shows the percentage of impaired traffic crashes to overall traffic crashes. The last five rows of Table 11 segregate the total enforcement period (May 3, 2018, to August 2, 2019) by 3-month intervals.

Table 11. Arrests & Citations in Joplin, MO: May 3, 2015, to August 2, 2019

Period (Date)	Arrests & Citations	Impaired Crashes	Non-Impaired Crashes	% Impaired
Pre-Enforcement Period (May 3, 2015 - May 2, 2016)	573	28	929	2.9%
Pre-Enforcement Period (May 3, 2016 - May 2, 2017)	652	41	1,095	3.6%
Pre-Enforcement Period (May 3, 2017 - May 2, 2018)	533	56	1,733	3.1%
Enforcement Period (May 3, 2018 - August 2, 2019)	663	74	1838	3.9%
May 3, 2018 - August 2, 2018	148	9	383	2.3%
August 3, 2018 - November 2, 2018	127	11	403	2.7%
November 2, 2018 - February 2, 2019	62	13	172	7.0%
February 3, 2019 - May 2, 2019	144	10	401	2.4%
May 3, 2019 - August 2, 2019	182	31	479	6.1%

Successes

The following section highlights the successes of the Joplin project.

- Joplin Community Partners. The partner organizations recruited for the DWI HVE project represented various sectors of the Joplin area. The Joplin Community Partners assisted the JPD in the project strategic plan and supported law enforcement efforts toward reducing impaired driving. The partner organizations included two local hospitals, State and local MADD representation, a county judge, two local TV news outlets, Safe Kids, a local substance abuse prevention coalition, two local bar and restaurant owners, a county prosecutor, a university criminal justice department chair, and law enforcement. The initial meeting was well-attended and covered by news media. Subsequent meetings and conference calls occurred. Each community partner received meeting or conference call summaries to maintain awareness of the progress of the project.
- Joplin 15-Month Strategic Plan. The Joplin Community Partners developed a 15-month strategic plan that outlined enforcement, public outreach, and media strategies meant to increase awareness of the community issues related to impaired drivers in Joplin. The Joplin Community Partners deliberated over the strategic plan from October 2017 to April 2018 and produced the strategic plan for the 15 months of HVE. The 15-month Joplin Strategic Plan identified monthly enforcement and media strategies that combined the national and Missouri statewide mobilizations and local DWI enforcement efforts and earned and social media.
- Sustained DWI HVE. The JPD and Joplin Community Partners carried out a sustained DWI HVE effort from May 2018 to August 2019. When focused DWI HVE efforts occurred, the JPD and local partners publicized the events prior to, during, and after the enforcement.

Challenges

Challenges existed throughout the project period. As with most every effort that covers an extended period, delays and changes occur despite careful planning.

- Project staff changes. Personnel changes complicated the effort. The JPD had to change its project contact person three times during the project, the JPD crime analyst changed three times. While these program personnel changes did not seem to affect the overall project, there were short delays required for new people to familiarize themselves with the project details.
- Low staff resources. A few months before the project enforcement period was to begin, some officers resigned from the JPD to move to other LEAs and, in some cases, to employment outside of law enforcement. The main reason for the resignations related to the fact that salaries were higher at surrounding LEAs. Because there was an approximately 20% reduction in personnel, the remaining officers worked overtime shifts. The DWI Enforcement Unit was reduced from two dedicated officers to one officer. Traffic officers had to also handle calls for service. Traffic enforcement is an important police function; however, resident calls for service took priority. The reduction in force did not eliminate DWI or traffic enforcement; however, it reduced personnel available to conduct overall traffic or DWI enforcement.
- Social media restrictions. Shortly before the planned 2018 4th of July enforcement mobilization, the Joplin city administration requested the JPD not publicize the enforcement on social media or any other source because some critical police services were being cut the week before due to the personnel reduction. Ultimately, Joplin city administration, the JPD chief, and the JPD contacts believed the positive support built for DWI enforcement would vanish if Joplin residents mistakenly thought the police were focusing solely on DWI enforcement operations at the same time that some police services were suspended or eliminated. Within 2 months, city officials allowed DWI enforcement-related social media posts to resume.
- Training issues. Although POLD training was conducted in Joplin for supervisors and line officers, no other training was held because of the personnel reduction in the police department. Missouri Peace Officers Standards and Training (POST) requires mandatory training in several key areas. Personnel reductions resulted in overtime shifts for existing officers, and mandatory training took precedence over any training offered by the project.
- Community partner engagement. Participation in the community meetings and calls was strong at the beginning but waned after the May 2018 DWI Enforcement Kickoff event. Attempts were made to agree on a common date and time for the future meetings and calls. Prior to each meeting or conference call, invitations were sent by email to all Joplin community partners. A few of the partners notified JPD their schedules conflicted with the meeting date and time while other partners did not relay regrets. When email communication went unanswered, phone calls with partners occurred. Continued support for the project was given and no other reasons were given for not attending the meetings or the conference calls other than the specific partner was otherwise engaged with the partner's own work schedules. After each meeting or conference call, summaries were

sent to all partners. Lower community partner participation seemed to only affect the planned public education events. Enforcement and social media strategies continued.

Lessons Learned

- Traditionally, law enforcement officers use sobriety checkpoints as an HVE strategy. Starting mid-2017 the Missouri Legislature moved State funding from sobriety checkpoints to saturation patrols to enforce the DWI law. The *Joplin Globe's* editorial board (2018) pointed out that the saturation patrols for impaired drivers conducted during 2018 St. Patrick's Day weekend were more effective than the enforcement checkpoints conducted during 2017. The officers on the 2018 enforcement detail arrested 20 drivers for DWI, while in 2017 there were 10 DWI arrests in Joplin. There were 10 DWI arrests during the 2019 St. Patrick's Day enforcement. Effectiveness or success is not measured on arrests and citations alone. One measure of success is the fact that JPD adapted to the legislative change in funding and continued its version of HVE. Throughout all 3 years (2017 to 2019), the JPD publicized enforcement efforts using social media (Facebook) and earned media equally. The JPD proactively conducted saturation patrols in specific areas determined by traffic crash and previous enforcement data as it did in 2017 when checkpoints were funded.
- One member of the Joplin Community Partner group remarked that low participation in DWI public outreach activities could have been due to some members having schedule challenges. Wilson (2013) stated that beginning collaborative efforts can be difficult due to several reasons. Sloper (2004) suggested collaboration can function more easily by combining shared projects into one collaboration, rather than several partnerships that involve the same stakeholders. For future efforts, collaboration startup could function more easily by finding an existing coalition with an interest in traffic safety, substance abuse prevention, or a community issue with an intersection at impaired driving rather than building another coalition that might conflict with stakeholders' schedules and compete for limited resources.
- There were community partners who attended every meeting, shared information, and participated in the partnership. Champions are important to coalition work (George, 2016), so pursuing people with an interest in community issues and a willingness to assist with work on community issues enhances the collaboration.
- The JPD used social media through Facebook, Twitter, and other media platforms to publicize enforcement efforts. These messages were shared, consequently extending the community reach of the project. Sharing social media posts across organizations is one way to proliferate relationships and enhance support for law enforcement efforts.

Discussion and Conclusions

The purpose of the demonstration program was to identify a model meant to increase community support for sustained impaired-driving law enforcement efforts. One of the initial implementation steps in Joplin was the development of a community partner group to establish strategies for enforcement, earned and social media, and public outreach. The community group became known as the Joplin Community Partners.

The Joplin Community Partners developed the 15-month strategic plan prior to the beginning of the HVE effort, which began May 3, 2018, and ended August 2, 2019. The Community Partners formed into three subcommittees: Communications, Education/Outreach, and Enforcement. From October 2017 to April 2018, three community meetings were held, and each subcommittee held two conference calls. Completed at the end of April 2018, the strategic plan included enforcement, media, and public outreach activities.

The enforcement plan featured monthly DWI enforcement operations publicized through social media posted on the JPD Facebook page. The traffic enforcement began on May 3, 2018, and ended on August 2, 2019, with 5,798 traffic citations and 1,005 arrests. Joplin officers arrested 277 motorists for impaired driving and issued 386 impaired-driving citations during the 15-month project enforcement period.

The JPD created its Facebook page in May 2013, and it had a about 35,000 followers prior to the beginning of the enforcement aspect of the demonstration project in May 2018. The project ended in August 2019 with 42,044 Facebook followers. The JPD's Facebook posts about DWI enforcement were shared to news media outlets, which extended the reach of the information about the DWI saturation patrols, traffic crashes, abstaining from drinking and driving, and DWI arrests. The 66 posts on its Facebook page during the enforcement period had 16,328 Likes, 2,030 Comments, and 4,468 Shares, helping to broadcast the publicity about DWI enforcement in the Joplin area. A large majority of the comments were positive and supported community-wide DWI enforcement.

Overall traffic crashes and the percentage of impaired-driving crashes have been increasing in the Joplin jurisdiction since 2015. During the 15-month enforcement period, overall traffic crashes increased while impaired-driving crashes remained stable. Continued tracking beyond the end of the enforcement period (August 2, 2019) will need to occur to determine if impaired-driving crashes remain stable, decrease, or increase. If monthly HVE continues, impaired-driving crashes should decrease.

Even though the 15-month strategic plan was developed by the Joplin Community Partners, a challenge existed to implement the public education and outreach activities. While the JPD spread the message about impaired driving, and community partners assisted with public education using social media, it is unclear what created the challenge to implementing the community outreach and education plan fully. One suggestion by the JPD was that partner schedules were stretched, and people did not have time to assist with community outreach activities. Aside from targeted impaired-driving campaign operations occurring according to the 15-month strategic plan, no other outreach events found in Table 3 of the plan occurred. There were no available JPD personnel or Joplin Community Partners members to handle the events.

The original premise of the Joplin project was to develop community partners to aid in the development of a year-round high-visibility impaired-driving enforcement and awareness

campaign that is supported by the larger community. The community partners did develop the HVE strategic plan. Enforcement activities did occur on a regular basis. Many positive comments from community members were made through the JPD Facebook page that supported consistent DWI enforcement. The independent evaluation team completed the last round of attitudinal surveys in Joplin after the enforcement campaign ended.

In Joplin demonstration project funds were used to buy equipment and social marketing services to bolster local resources. The equipment and social marketing services were valuable; however, a similar community program could be developed and implemented by leveraging community stakeholder resources.

There is no doubt that community coalitions involving law enforcement and other community members can develop enforcement, media, and public outreach strategies that affect impaired-driving crashes. The Lancaster County (South Carolina) Coalition for Healthy Youth was in existence for almost 13 years when the membership began working toward reducing drinking and driving (George et al., 2018). Coalition strategies reduced impaired-driving crashes by 23% in one year. In another study in Lexington County, South Carolina, the Community Action for a Safer Tomorrow coalition developed a three-prong intervention in partnership with local law enforcement that reduced impaired-driving crashes by two-thirds in one year (George et al., 2019). One prong of the intervention in Lexington County involved collecting POLD data from drivers arrested for DUI.

The enforcement and outreach experience gained during the project equipped the JPD to expand local relationships that will increase community support for a reduction in impaired-driving crashes that affect Joplin and the surrounding community.

Although there were documented successes, an independent evaluation of the program found that there was not enough program activity to increase community support for sustained impaired-driving law enforcement efforts. More details regarding the evaluation of this program (Decina & Alonge, in press), as well an evaluation of a similar demonstration project titled *Building Community Support for Seat Belt Enforcement* conducted in Norman, Oklahoma, are contained in a separate evaluation report (Lococo et al., in press).

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Appendix A: Joplin Community Partners Invitation Letter

Date

Name

Address

Address

Subject: Impaired Driving Community Coalition Membership Invitation

Dear Community Partner:

Impaired driving, and traffic safety in general, continues to be a priority for the Joplin Police Department as we work to keep our residents in Joplin safe. Although we have made great strides in the last several years, we continue to lose residents due to this preventable crime. The more we can do to deter impaired driving occurrences, the more deaths, and injuries we can prevent. As a valued leader in the community, we need your help. We would like to invite you to take part in a community meeting to learn more about the impaired driving issue in Joplin and help us develop a strategy to prevent impaired driving on our roadways.

The first community meeting will take place on DATE and LOCATION. The objective of the first meeting is to form a work group to partner with us on the creation of a 15-month impaired driving campaign that will include enforcement, media, education, and community outreach components. We value your leadership in the community and hope you will help us with the development of a comprehensive impaired driving community program.

Please let me know as soon as possible if you can serve on the coalition or if you have any questions at _____. I look forward to hearing from you.

Sincerely,

Appendix B: Joplin Community Partners Initial Meeting Agenda

Community Support for Impaired Driving Enforcement

Community Meeting Agenda

October 18, 2017

6 – 9 pm

Joplin Public Safety Training Facility

5102 Swede Lane

- I. Welcome and Introductions
- II. Impaired Driving Enforcement in Joplin
- III. Project's key goals and objectives
 - a. Apply proven law enforcement model to foster a community-wide collaboration to enhance local acceptance of enforcement of impaired driving laws
 - b. Modify community norms to reject impaired driving crashes and resulting deaths and injuries as acceptable or inevitable and to support enforcement of impaired driving laws
 - c. Decrease number of vehicle operators driving while impaired
 - d. Assess effectiveness of these strategies for potentially broader national applications
- IV. Present and discuss data
 - a. Crash Data
 - b. Arrest and Citation Data
 - c. Baseline Community Perception Data
 - d. What does data tell us?
- V. Outline roles and responsibilities
- VI. Initiate the creation of working groups
 - a. Enforcement
 - b. Communications
 - c. Education/Outreach
 - d. Data
- VII. Discuss timetable and meeting times
- VIII. Adjourn

Appendix C: Joplin 15-Month Strategic Plan

Building Community Support for Impaired Driving Enforcement: Joplin's 15-Month Strategic Plan

Introduction

For over a decade, the National Highway Traffic Safety Administration (NHTSA) has actively promoted high-visibility enforcement (HVE) activities in partnership with State and national organizations to reduce impaired driving. Each year, thousands of LEAs join the national impaired-driving mobilizations that occur twice a year: over Labor Day weekend and over the winter holidays. During these mobilizations, LEAs increase enforcement activities and make these activities highly visible by promoting enforcement through local media and advertising their efforts before and after the mobilizations.

During these mobilizations, LEAs maximize enforcement success by focusing enforcement activities during high-risk, nighttime hours. However, many of those LEAs have reduced impaired-driving enforcement activities outside of mobilization periods, which often limits the community's perception of the size and seriousness of the impaired-driving problem and leads some to believe that the problem has been fixed or cannot be fixed.

To counter this perception, NHTSA sought to encourage community support for enforcement while gaining law enforcement commitment to actively enforce impaired-driving laws year-round. To do so, a demonstration project in Joplin, Missouri, aims to apply a proven law enforcement model to enlist the local community in data sharing, problem identification, and proposed enforcement actions to increase community awareness, support, and involvement.

Project Site

The targeted community for this project is the city of Joplin, located in southwest Missouri. Joplin has an estimated population of about 52,000 residents, making it the thirteenth largest city in Missouri. However, the daytime population increases to approximately 240,000. According to the JPD, there were approximately 2,000 impaired-driving arrests made by in Joplin from 2013 and 2016.

Objectives

The specific objectives of this 15-month strategic plan are to:

- Develop and implement an impaired-driving enforcement plan.
- Develop and implement a communications plan.
- Develop and implement a community outreach and education plan.

From October 2017 through April 2018, a group of engaged community members and JPD officers met and discussed ideas for the 15-month campaign. Three community meetings were held: October 2017, January 2018, and April 2018. Three committees were formed (Communications, Outreach/Education, and Enforcement) and each committee also held two conference calls during the planning phase (November 2017 and February 2018). This 15-month strategic plan is the result of the ideas discussed during the meetings and calls.

The theme of the campaign is *#weareouttheretoo and #drivesoberorgetpulledover.* Drive Sober or Get Pulled Over is NHTSA's national campaign and the JPD felt strongly about having an enforcement message in the campaign theme. Community partners (the coalition) felt that the "We are out there too!" portion of the theme conveys the message that in addition to the law enforcement officials out there doing their job and keeping the public safe, other community members are also out in there supporting impaired-driving enforcement.

Additionally, the "We are out there too!" slogan aims to show how all sectors of the community are affected by impaired driving. As an impaired person thinks about getting into his or her vehicle, the coalition wants that person to know that the police are out on the streets looking to arrest impaired drivers. The coalition also wants this impaired person to realize that teachers, students, business owners, doctors, farmers, truck drivers, and every other segment of the Joplin community is also out driving in the streets and they are in harm's way if this impaired person decides to drive.

The strategic plan is a fluid document. Key interventions and milestones have been determined and developed and additional items will be developed as dates/events get closer. Changes to the plan may occur as real-time events happen, or other ideas are developed.

The three components of the plan are meant to complement each other and work in support of each other. Media events will highlight impaired enforcement activities and highlight those affected by impaired driving. Outreach events will attempt to target all sectors of the Joplin community and spread the message about supporting law enforcement. Impaired driving enforcement will continue throughout the campaign and both the media and the outreach events will highlight Joplin's impaired-driving enforcement operations.

Enforcement Plan

Impaired Driving Enforcement Operations

The JPD, as part of MoDOT State Highway Safety Office statewide mobilization efforts, has planned the following impaired-driving enforcement dates:

- June 29 – July 4, 2018: Independence Day DWI Enforcement
- August 17 – September 3, 2018: Drive Sober or Get Pulled Over
- December 14, 2018 – January 1, 2019: Holiday DWI Enforcement
- March 2019: St. Patrick's Day DWI Enforcement
- June/July 2019: Independence Day DWI Enforcement

In addition to the DWI operations, the JPD has two full-time DWI officers who focus on impaired driving. These two officers will be highlighted through media events throughout the campaign.

Training for line officers

PIRE plans a series of four trainings. The enforcement committee will decide training topics. The first training was developed for and given to supervisors and line officers in October 2017 and focused on Place of Last Drink (POLD). POLD is an initiative used to efficiently identify patterns of alcohol use and allows police departments to concentrate education and enforcement efforts towards areas of concern.

The next three trainings will be provided to sworn line officers, and in some cases, other enforcement committee members (if appropriate). Training sessions are currently scheduled for July 2018, December 2018, April 2019. However, the enforcement committee has not decided on specific topics as of May 2018 but will discuss these items during its enforcement committee calls. Table C-1 will be filled in as topics are determined. The enforcement committee anticipates the training series will involve information on the relevant model application, impaired driving, and partnering with community agencies. The JPD, in coordination with the enforcement committee, will inform PIRE of the topics and PIRE will arrange the training, trainers and any other relevant logistics for the training.

Table C-1. Training Schedule

Training #	Topic	Date
1	Place of Last Drink (POLD)	October 2017
2	Training Topic #2	July 2018
3	Training Topic #3	December 2018
4	Training Topic #4	April 2019

Identify and Acquire Equipment

The enforcement committee will identify impaired-driving equipment needed for the project. The Committee has already identified variable message boards as needed items for the campaign. As the campaign moves forward, the enforcement committee will determine what other equipment is appropriate and needed to support either impaired-driving enforcement or materials that will increase campaign awareness and communicate program strategies, such as brochures, posters, or related items.

Data Gathering

PIRE, in coordination with the JPD, will gather the relevant impaired-driving information necessary to accomplish accurate problem identification. Crash, citation, and arrest data and written warnings and contacts have been collected for the years 2013 to 2017 and will be continuously collected during the 15-month implementation period. Once data have been collected, PIRE will analyze the data and look at crash, arrest, and other data related to impaired driving. PIRE will share this information with the enforcement committee on an on-going basis.

The main outcome of this process is to assist the JPD and enforcement committee in identifying the who, what, when, how, and why of impaired driving in Joplin and to help them make any necessary changes to the 15-month strategic plan, or specifically, the enforcement component of the plan.

Communications Plan

The coalition developed a communications plan designed to use the media to educate the public about the impaired-driving issue in Joplin and to increase community acceptance of and demand for impaired-driving enforcement. The communications committee took the lead in developing the communications plan and will take the lead in plan implementation and execution.

The communications plan includes a timeline for anticipated media events and stories/ideas to use during the campaign. In writing the communications plan, the committee coordinated with both the

enforcement and outreach committees to ensure all media events related to enforcement and outreach activities and stayed on message.

Earned and Social Media

Since the project will not use funds for paid media, the communications plan will rely heavily on the use of media advocacy to get free media coverage and distribute media messaging through social media, particularly through the JPD Twitter and Facebook accounts.

Topics that will be carried out through social media include the following:

1. Highlighting DWI arrests (without providing arrestee information).
2. Providing DWI arrest data.
3. Highlighting DWI crashes and fatalities.
4. Showing public service announcements and interviews with various community members (e.g., high school students, teachers, business owners, other community members who will talk about their support for impaired-driving enforcement/dangers of impaired driving). They will be part of “We’re out there too.” The goal is to have the PSAs and interviews created by community members. The communications committee has reached out to the high school and university to have their media departments involved.
5. Highlighting and providing links to any media stories on television or print. Additionally, the committee will work to get donated space and resources to relay the campaign message. This will include the use of the following:
 - a) Donated billboards.
 - b) Campaign materials that will be distributed to local businesses.
 - c) Freeman and Mercy Health Systems’ closed-circuit television. Both health systems have approved the use of campaign and educational messaging in both of their hospitals and satellite offices in the form of closed-circuit television and printed material.
 - d) Variable message signs. The JPD will place the signs on high use roads throughout the 15-month campaign.

Media Events

Ten to twelve additional media events are planned for the 15-month campaign to complement the sustained messaging mentioned above. The topics/themes of the media events are listed in Table C-2. Besides the kickoff press conference, dates for other media events have not been finalized. The communications committee will plan one or two events at a time and then decide, during its monthly calls, which topics/theme and date will be next. This flexible schedule allows the Committee to take feedback from previous events and respond and adjust accordingly. Additionally, the Committee will also decide on whether TV, print, social media, or a combination of the three are best suited for the media event. In some cases, a longer story in a newspaper or magazine might be better for a story while in other cases, a television story may be best to get a message out quickly.

Table C-2. Media Event/Topic, Dates, and Media Venues

Item No.	Media Event/Topic	Date	Media/Outlet
1	Kick-off Press Conference	May 3, 2018	TV & Print
2	Spotlight on one DWI officer: Highlight personal story as well as that they are out there every day/night enforcing impaired-driving laws.	TBD	TBD
3	Spotlight on the other DWI officer: Highlight personal story as well as that they are out there every day/night enforcing impaired-driving laws.	TBD	TBD
4	A ride-along with a drug recognition expert (DRE) officer, a specially trained officer to detect drugged-impaired drivers. Message: not only can alcohol-impaired driving have deadly consequences, but drug-impaired driving can, too. These specially trained officers are out there too.	TBD	TBD
5	A story highlighting someone affected by a DWI tragedy – to show who specifically is harmed by impaired driving (Part of the We’re out there, too). This might be a series of media events showing different members of the community who have been affected by impaired driving.	TBD	TBD
6	A story highlighting the role of an EMS/EMT, ER doctors or trauma nurses. These professionals (and community members) see the devastation of impaired-driving crashes. They are affected by these tragedies (they are out there too). This could be one story or several stories (focus on EMTs in one story and nurses/doctors in another story).	TBD	TBD
7	Campaign logo contest and winners	TBD	TBD
8	Targeted impaired-driving campaign operations during 4th of July, Labor Day, and other holidays.	4th of July, Labor Day and Holidays	TV, print and social media
9	High school homecoming and/or prom safety message	TBD	TBD
10	Homecoming and/or other safety message tied around Southern Missouri University	TBD	TBD

Outreach/Education Plan

The outreach committee developed the outreach/education plan. The plan complements both the media and enforcement plans. During community events, volunteers for the outreach committee will have face-to-face contact with Joplin residents to spread the message about supporting impaired-driving enforcement and the dangers of impaired driving.

Outreach Events

The outreach committee plans to conduct approximately 10 to 12 outreach events throughout the campaign. This committee plans to target events that reach different populations in Joplin to get the message out to all sectors of Joplin. Volunteers from the committees will go to different events and work with various sectors of the community including schools and businesses. All campaign materials and educational messages will include the Twitter and Facebook signup information as the outreach committee will try to get as many people as possible to sign up for both social media accounts.

As with the communications committee, the outreach committee will commit to participating in outreach events on a rolling basis – that is, they will plan for a couple of months out. During the

outreach committee calls, they will decide which events to participate in and recruit volunteers to participate in those events. Table C-3 lists the outreach events and dates for the events. The table includes events that occur monthly, and it is anticipated that the outreach committee will not go to all of them.

Table C-3. Outreach Events Schedule

Item No.	Outreach Event	Date
1	Big Nickel and Ranch Expo (possibility to have booth at expo)	May 18 and 19, 2018
2	Freeman/Joplin Memorial Run (possibility to have booth at event)	May 18 and 19, 2018
3	Logo Design Contest: Outreach will occur at the high school and possibly middle school. Top design concepts will be chosen and displayed at a visible location. Outreach will occur to Spiva Center for the Arts or library or other venue. A media event will be pitched when winner(s) chosen.	September through October 2018
4	Third Thursday events (outdoor market and festival): Volunteers will go to some but not all Third Thursday events.	June 21, July 19, August 16, September 20, and October 18, April 2019, May 2019, June 2019, and July 2019
5	Football Events (Missouri Southern and high school)	TBD
6	Community health fairs	TBD
7	Getting campaign messages on scoreboards at various sporting events (university, high school, and minor league baseball)	TBD
8	Targeted impaired-driving campaign operations during the Fourth of July, Labor Day, and the holidays.	July 4
9	First Thursday Art Walk	June 7, July 5, August 2, September 6, and October 4, 2018; March 2019, April 2019, May 2019, June 2019, and July 2019
10	Homecoming and/or other safety message tied around Southern Missouri University	TBD

Decisions regarding the details of all components of the plan will be made during each committee’s monthly calls and will be discussed during the community meetings that will be scheduled on a quarterly basis. As details are determined, the above tables will be completed with the relevant information. Any changes or additional ideas that are made will be added to the list.

Appendix D: Social Marketing Plan

#Weareouttheretoo

Joplin Police Department Social Media Campaign

Goal

To share real stories with real statistics so that we prevent drinking & driving at the local level with digital media. To build the “We are out there too” brand digitally, the plan will need to generate engagement, and motivate people to participate in the discussion around driving sober, and the consequences for not doing so. We will create content that will foster engagement and start a conversation.

Distribution Channels

Assets of this campaign will be distributed mainly to the JPD Facebook page (37.5k likes) & JPD Twitter account (1,960 followers). A large part of the success would come from community partners “sharing” and engaging with this campaign. Share the content on your page and say something about it to get people to engage. This also helps your page.

Content Specs & Format

With mobile devices being the primary viewing source of social media, square media is recommended with a specs of 1080 x 1080 px at 72 dpi to optimize viewing. As other mediums are introduced, the format can be adapted as needed.

Target Audience

This campaign will span a wide demographic of people who live in or around Joplin, Missouri and who also “like” or “follow” the JPD Facebook page. (63k) A similar campaign by NHSTA targeted males who were ages 21 to 34 due to them being the largest demographic involved in drunk driving crashes.

Advertising Budget

The current budget for ad buys for this campaign is \$0. With a dedicated ad spend or ad buy budget, this campaign could take advantage of Facebook’s audience targeting tool and specially show “ads” or boost traffic to people who “like” the JPD page and target “people who are 21 to 34 years old” which is a highest percentage of drunk drivers according to NHSTA statistics.

Tips That Can Help Achieve Campaign Goals

With a dedicated website or landing page with useful information and available resources for the community would help improve this campaign. By directing people and local business owners to a website or landing page, they would be able to opt in for email updates, request print and digital media to show support, information on what they could do to help, gain sponsorship, etc.

In turn, gain more traction slowly over time.

Direction Concept #1 Strategy – Community Centric Direction

This campaign direction would focus on a monthly Community Spotlight featuring a local person from a specific industry in the local community. **Note:** Each “local” person would represent recognizable organizations in the community. This approach would improve community investment and involvement with the campaign by leveraging its audience. Each feature will be comprised of a graphic with:

- That person’s story on how drinking & driving has affected life in some way.
- A statistic from JPD.
- The name and where they work OR job title.

Each feature will be posted to the Joplin Police Department Facebook page tentatively on the **first Friday of every month at 3 p.m. and pinned to the top of the Facebook feed.**

Here is general schedule:

1. December 7, 2018: **Kickoff campaign**
2. January 4, 2019: **JPD Police Officer**
3. February 1, 2019: **JFD Fire Fighter**
4. March 1, 2019: **METS Paramedic**
5. April 5, 2019: **Emergency Room Nurse**
6. May 3, 2019: **TBD**
7. June 7, 2019: **TBD**
8. July 5, 2019: **TBD**
9. August 2, 2019: **TBD**

Community partners can help fill in the blanks.

Kickoff Campaign

The kickoff campaign would be comprised of 2 to 3 social media posts.

This be designed to introduce the campaign as well as explain and gain interaction from the local community. Asking the question “Has your life been affected by drinking and driving?”

And asking them to share a story using the hashtag #weareouttheretoo

Direction Concept #2 Strategy – JPD Branded Direction

This campaign would focus on monthly events that are associated with drinking and driving such as holidays, sporting events, etc. as well as providing general information about the subject. These assets would be comprised of:

- JPD brand messages,
- “Did you know?” quick facts, and
- Statistics.

Each feature will be posted to the JPD Facebook page.

Some (not all) upcoming key events to focus on:

1. December 2018 – Christmas and New Years
2. January 2019 – General information
3. February 2019 – Super Bowl and Valentine’s Day
4. March 2019 - St Patty’s day
5. April 2019 - Easter
6. May 2019 – Cinco De Mayo and Memorial Day
7. June 2019 – General information
8. July 2019 – Independence Day

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