

Testing the Anti-Drug Message in 12 American Cities
National Youth Anti-Drug Media Campaign
Phase I (Report No. I)

September 1998



Barry R. McCaffrey
Director

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FROM THE DIRECTOR

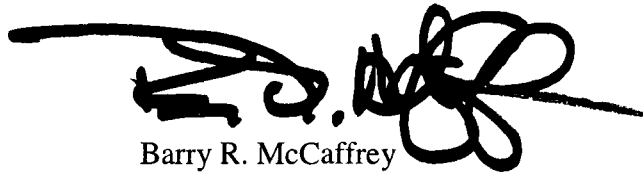
This document, *Testing the Anti-Drug Message in 12 American Cities: National Youth Anti-Drug Media Campaign Phase I*, presents findings regarding the effectiveness of the pilot phase of this historic drug prevention initiative. The ongoing evaluation of the ONDCP Media Campaign will allow us to track and measure the success of this effort in achieving its goals. The goal of the National Youth Anti-Drug Media Campaign is to educate and enable America's youth to reject illicit drugs. This goal includes preventing drug use and encouraging occasional users to discontinue use.

The objectives of ONDCP's Campaign are aggressive. While research indicates that it will be 2 to 3 years before changes in attitudes and behavior will be achieved, this report documents initial changes in parents' and youth's awareness of anti-drug messages. Findings resulting from qualitative data, collected through site visits at 12 target and 12 comparison sites at baseline and about 12 weeks after the Campaign was introduced, include the following:

- 12 weeks into the Campaign, youth in target sites had 3 times greater awareness of anti-drug ads than did comparison site youth.
- Parents in the target sites reported that the anti-drug ads provided valuable information about the drug problem, including how to obtain more information and the importance of educating their children about the dangers of drugs.
- Most parents in the target sites reported that the anti-drug ads had stimulated discussion between them and their children about drugs.
- During the Campaign, 3.7 times more of the target audiences in the target sites were exposed to anti-drug ads than in the pre-Campaign period; this demonstrates that the use of paid advertising and the pro bono match requirement has increased the frequency of youth's and parents' exposure to anti-drug ads.
- Youth recommended that future anti-drug ads be as realistic and graphic as possible in showing the effects of drugs.
- The same youth who thought some of the anti-drug ads were dumb or stupid seemed to have watched the ads most intently and had the strongest reaction to them.
- 12 weeks into the Campaign, the number of anti-drug ads appearing in the target sites increased an average of 123 percent; cities with the highest increase in anti-drug ads included Washington, DC (279 percent increase), Houston (246 percent increase), and San Diego (224 percent increase).
- Media informants, such as station directors, interviewed about 12 weeks after the Campaign had been introduced, reported that the Media Campaign had not affected their broadcasting of other PSAs.

The qualitative data show that parents are eager to learn more about how to educate their children about the dangers of drug use and that youth in the target sites have seen and heard the Campaign ads. The findings in this report — while preliminary — indicate that Phase I of the Campaign has been successful in increasing youth and parent awareness of the anti-drug message. By using the full power of mass media to change youth and parent attitudes, we can reduce youth drug use. However, to truly change behavior, the Campaign's anti-drug messages must be reinforced by parents, schools, community leaders, the entertainment industry, and other influences on youth attitudes.

ONDCP remains committed to evaluating and refining the National Youth Anti-Drug Media Campaign to sustain long-term anti-drug attitudes and to ensure that drug use among young people is reduced.

A handwritten signature in black ink, appearing to read 'B. R. McCaffrey', with a long horizontal line extending to the left.

Barry R. McCaffrey
Director
Office of National Drug Control Policy

ACKNOWLEDGMENTS

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TABLE OF CONTENTS

FROM THE DIRECTOR.....	i
ACKNOWLEDGMENTS.....	iii
LIST OF EXHIBITS	vii
EXECUTIVE SUMMARY	ES-1
The Media Campaign Design	ES-1
The Evaluation.....	ES-2
Phase I Evaluation: Site Visit Findings	ES-3
Media Tracking Results: 12 Weeks Into the Media Campaign	ES-9
Site-Specific Findings: 12 Weeks Into the Media Campaign.....	ES-10
Lessons Learned	ES-12
Conclusions	ES-15
1. BACKGROUND AND INTRODUCTION	1-1
1.1 The Media Campaign Design.....	1-1
1.2 The Media Campaign Evaluation.....	1-3
1.2.1 Phase I Evaluation	1-4
1.2.2 Phase II Implementation and Evaluation.....	1-5
1.2.3 Phase III Implementation and Evaluation	1-5
1.3 Phase I Intermediate Evaluation.....	1-5
2. OVERVIEW OF METHODOLOGY	2-1
2.1 Comparability of Paired Target and Comparison Sites.....	2-1
2.2 Data Collection Methods.....	2-6
2.2.1 Key Informant Interviews	2-6
2.2.2 Focus Groups.....	2-7
2.3 Data Collection Instruments.....	2-8
2.4 Media Tracking	2-9
2.5 Analysis of Qualitative Data	2-12
2.6 Format for Presentation of Findings.....	2-18
3. RESULTS.....	3-1
3.1 Youth Findings.....	3-5
3.1.1 Baseline Findings for Youth.....	3-5
3.1.1.1 Youth Attitudes, Norms and Behaviors Regarding Drugs	3-5
3.1.1.2 Media Influences on Youth	3-14
3.1.2 Intermediate Findings for Youth	3-17
3.1.2.1 Youth Awareness of Anti-Drug Ads	3-17
3.1.2.2 Youth Perceptions of Impact and Effectiveness of Ads	3-18
3.1.2.3 Youth Ideas for New Ads/Improvements	3-19
3.2 Parent Findings.....	3-20
3.2.1 Baseline Findings for Parents.....	3-20
3.2.1.1 Influence of Anti-Drug Ads on Parents.....	3-20
3.2.1.2 Parents' Role in Talking to Youth About Drugs	3-21
3.2.2 Intermediate Findings for Parents	3-24
3.2.2.1 Parent Awareness of Anti-Drug Ads	3-24
3.2.2.2 Parent Perceptions of Impact and Effectiveness of Ads	3-25
3.2.2.3 Parent Ideas for New Ads/Improvements.....	3-26

3.2.2.2	Parent Perceptions of Impact and Effectiveness of Ads	3-25
3.2.2.3	Parent Ideas for New Ads/Improvements	3-26
3.3	Community Findings	3-28
3.3.1	Community Findings at Baseline Site Visits	3-29
3.3.1.1	Nature and Extent of Community Drug Problems	3-29
3.3.1.2	Recent Key Local Events	3-32
3.3.1.3	Local Anti-Drug Media Campaigns and Related Activities	3-33
3.3.2	Community Findings at Intermediate Site Visits	3-34
3.3.2.1	Community Changes in Target Sites	3-34
3.3.2.2	Community Rollout or Other Activities to Support the Media Campaign	3-35
3.3.2.3	Community Response to ONDCP Media Campaign	3-37
3.3.2.4	Media Informants' Responses to ONDCP Media Campaign	3-40
3.4	Media Monitoring Findings	3-42
3.4.1	Television Data	3-42
3.4.2	Newspaper Data	3-47
4.	CASE STUDIES	4-1
	Atlanta, Georgia	4-1
	Baltimore, Maryland	4-9
	Boise, Idaho	4-15
	Denver, Colorado	4-22
	Hartford, Connecticut	4-29
	Houston, Texas	4-36
	Milwaukee, Wisconsin	4-47
	Portland, Oregon	4-54
	San Diego, California	4-61
	Sioux City, Iowa	4-68
	Tucson, Arizona	4-76
	Washington, D.C.	4-84
5.	LESSONS LEARNED	5-1
5.1	Lesson 1: Improving Anti-Drug Media Ads	5-1
5.2	Lesson 2: The Precarious Situation of Parents	5-2
5.3	Lesson 3: Confounding Societal and Contextual Issues	5-2
5.4	Lesson 4: Risks of Presumably Protective "Structured" Activities	5-3
5.5	Lesson 5: Suburbs in Jeopardy	5-3
5.6	Lesson 6: Embattled Schools	5-4
5.7	Lesson 7: Merits of the Media Campaign to Date	5-4
5.8	Conclusion	5-5
	REFERENCES	R-1
	APPENDIX A: SUPPLEMENTAL INFORMATION ON METHODOLOGY	A-1
	Selection of Target and Comparison Sites	A-1

LIST OF EXHIBITS

1-1	Overview of Data Collection Activity for Phase I Evaluation.....	1-6
2-1	Media Campaign Phase I Target and Comparison Sites	2-2
2-2	Demographic Characteristics of Phase I Target and Comparison Sites	2-3
2-3	Newspapers Selected for Monitoring (Pre-Campaign Through Intervention Period)	2-13
2-4	Percentage of Ads Targeted to Various Drugs by Site.....	2-15
3-1	Frequency of All Anti-Drug Ads: Pre-Campaign Versus Intervention Period	3-44
3-2	Frequency of Campaign/PDFA Ads: Pre-Campaign Versus Intervention Period	3-45
3-3	Frequency of Other Drug Ads: Pre-Campaign Versus Intervention Period.....	3-46
3-4	Gross Rating Points (GRPs) for All Anti-Drug Ads: Pre-Campaign Versus Intervention Period	3-48
3-5	Total Gross Rating Points (GRPs) for Campaign/PDFA Ads: Pre-Campaign Versus Intervention Period	3-49
3-6	Total Gross Rating Points (GRPs) for Other Drug Ads: Pre-Campaign Versus Intervention Period	3-50
3-7	Baseline Newspaper Coverage	3-51
3-8	Number of Newspaper Articles for Target and Comparison Sites: Pre-Campaign Period	3-52
4-1	Baseline In-School Survey Results	4-92
4-2	Summary of Findings for Atlanta – Memphis	4-93
4-3	Summary of Findings for Baltimore – Richmond.....	4-98
4-4	Summary of Findings for Boise – Eugene	4-103
4-5	Summary of Findings for Denver – Albuquerque.....	4-107
4-6	Summary of Findings for Hartford – Harrisburg	4-111
4-7	Summary of Findings for Houston – Dallas.....	4-115
4-8	Summary of Findings for Milwaukee – Nashville	4-119
4-9	Summary of Findings for Portland – Spokane	4-124
4-10	Summary of Findings for San Diego – Phoenix	4-129
4-11	Summary of Findings for Sioux City – Duluth.....	4-135
4-12	Summary of Findings for Tucson – Austin.....	4-138
4-13	Summary of Findings for Washington, D.C. – Birmingham	4-142
A-1	Letter to Local Data Collectors From the Executive Office of the President	A-3
A-2	Sample Informational Letter to Parents (To Be Sent by Agencies Organizing Youth Focus Groups.....	A-5
A-3	CSR, Incorporated, Focus Group Fact Sheet	A-6
A-4	Key Informant Discussion Guide	A-8
A-5	Focus Group Questions and Their Objective	A-11
A-6	Node Structure for Analysis of Qualitative Text Data.....	A-14
A-7	Summary of the Number of Documents and Text Units Coded to Various Nodes	A-17

EXECUTIVE SUMMARY

This report documents the short-term results reported 3 months after implementation of Phase I of the National Youth Anti-Drug Media Campaign (the Media Campaign) sponsored by the Office of National Drug Control Policy (ONDCP). These preliminary findings are based on qualitative data collection and media monitoring conducted from baseline (December 1997) through the first 12 weeks of the Media Campaign (March 1998).

A final evaluation report of Phase I of the Media Campaign will be available following analysis of data obtained from baseline (December 1997) through the conclusion of the first phase of the Media Campaign (June 1998). In addition to the findings from the analysis of qualitative data and the results of media monitoring, the final Phase I report will provide results from quantitative analysis of pre- and post-Media Campaign youth and parent surveys. The final Phase I evaluation report will be available in the Fall of 1998. The Phase I Media Campaign evaluation is the first step in an ongoing evaluation research effort that will be conducted during all three planned phases of the Media Campaign.

THE MEDIA CAMPAIGN DESIGN

ONDCP's Media Campaign, proposed by the President and approved by Congress, was developed in response to reported increases in drug use among America's youth. The Media Campaign's goals are (1) to educate and enable America's youth to reject illegal drugs; (2) to prevent youth from initiating the use of drugs, especially marijuana and inhalants; and (3) to convince occasional users to stop using these and other illegal drugs.

The Media Campaign is being implemented in three phases:

- Phase I was the Conceptual Development or "learning lab" phase, in which paid anti-drug advertising was targeted at 12 metropolitan areas over a 4-month period (mid-January through mid-May 1998). An additional 12 sites, comparable to the target sites in ethnic and geographic audiences and drug use trends, were selected for purposes of comparison. This phase was designed to provide feedback about Media Campaign design and management to help shape Phases II and III.
- Phase II is the Initial Nationwide Advertising or "validation" phase, which began in July 1998 and will run through the end of the year. As in Phase I, paid advertising is being disseminated through radio and TV slots, print media, and billboards. Advertisements designed specifically for the Media Campaign will begin, and partnerships with the private sector, community coalitions and other organizations, and State and local governments will be increased.
- Phase III is the Integrated Communications Program phase, during which anti-drug messages will reach national target audiences at effective exposure rates

through a combination of media outlets, and non-advertising components (e.g., entertainment industry, Internet and new media, corporate outreach, news media outreach, and professional sports) will be incorporated.

The Media Campaign is targeted at five audiences: elementary, middle, and high school children, parents, and other influential adults. Based on documented research, the Campaign is expected to change drug-use attitudes among young people within 2 to 3 years. Each phase of the Media Campaign will be evaluated to measure attainment of that goal.

In January 1998 ONDCP began implementing Phase I of the National Youth Anti-Drug Media Campaign, planned as a 20-week pilot-test targeted in 12 media markets. ONDCP purchased prime-time slots on television and radio as well as advertising space on billboards and in the print media for a series of anti-drug use advertisements. In addition to paid ads, ONDCP negotiated a pro bono match of donated air and print space for additional exposures. The specific ads that were run in the 12 target sites were planned according to the types of drugs prevalent in each community as well as the ethnic populations of each community. A media-buying contractor worked with ONDCP to purchase air time for running the paid advertisements.

The Media Campaign is complicated because it relied on existing ads, provided by the Partnership for a Drug-Free America (PDFA), which were presented in target sites through paid media outlets.

THE EVALUATION

The evaluation was developed to respond to the legislation requiring that a reporting of the effectiveness of the Media Campaign be executed and that it be based on measurable outcomes. The current evaluation was designed to include a system to measure outcomes, specifically awareness of the Media Campaign, attitudes toward drug use, and drug use behavior.

Sites—Twelve target sites (i.e., sites that received paid anti-drug advertisements and were required to provide pro bono matching of PSAs) were matched with 12 other sites to serve as comparisons for the Phase I evaluation of the Media Campaign. Sites were matched on the basis of population size, ethnic composition, and geographic variability. The Phase I target sites and their matched comparison sites include the following:

Target Sites

Atlanta, GA
Baltimore, MD
Boise, ID
Denver, CO
Hartford, CT
Houston, TX
Milwaukee, WI

Comparison Sites

Memphis, TN
Richmond, VA
Eugene, OR
Albuquerque, NM
Harrisburg, PA
Dallas, TX
Nashville, TN

Portland, OR
San Diego, CA
Sioux City, IA
Tucson, AZ
Washington, DC

Spokane, WA
Phoenix, AZ
Duluth, MN
Austin, TX
Birmingham, AL

Quantitative data—An in-school survey of 4th–12th grade students and a telephone survey of parents were administered to assess awareness, attitudes, and behaviors. Surveys were administered in target and comparison sites prior to implementation of the media campaign, and then again following the implementation period. This report includes an analysis of baseline data only.

Qualitative data—During the *baseline wave*, carried out from November 1997–January 1998, indepth, community studies were carried out in each of the 24 sites by researchers using qualitative methods. Focus groups were conducted with elementary school students, middle school students, high school students, and parents. Interviews also were conducted with key community informants (e.g., local government officials, law enforcement officials, coalition leaders, leaders of prevention programs, educators, and members of faith communities).

During the *intermediate wave*, which occurred approximately 13 weeks into the Media Campaign, qualitative information was collected again in all 24 sites. During the intermediate site visits, extensive interviews were conducted with representatives of local media (e.g., television, radio, newspaper).

The qualitative data reported in the present report (including baseline and intermediate data) represent approximately 384 focus groups comprised of more than 2,300 youth and parents, and nearly 1,200 interviews with key community informants.

Media monitoring data—Media tracking data have been collected throughout the Phase I evaluation. Paid and unpaid anti-drug television advertisements and drug-related newspaper articles are tracked in target and comparison sites.

PHASE I EVALUATION: SITE VISIT FINDINGS

Following is a summary of results obtained during the baseline and intermediate site visits.

Youth Findings: Baseline

Key youth findings at baseline include the following:

- Youth participating in the focus groups indicated opportunities for drug use are enhanced by the *easy availability of drugs* from peers, siblings, and adult family members.
- *Organized activities*, in addition to free-time activities, can serve as both risk and protective factors. Organized activities such as sports may protect some

youth by keeping them constructively engaged, yet they also may provide other youth with opportunities for drug use.

- *Peer group attitudes, norms, and behaviors* regarding drug use varied by age and ethnicity, but across all groups youth gave the impression that illegal drug use is common, starting as early as the fifth grade.
- Although high school students reported *many sources of stress* (school pressures, family conflicts, and peer relationships ranked highest), they disagreed on whether stress leads to drug use. Those who think it does named cigarettes, alcohol, and marijuana as the coping drugs of choice.
- *The chief sources of information on the risks of drug use* were the school, the home and family, the neighborhood, and the media; there were no discernible differences between target and comparison sites in the source of information.
 - Although youth considered school and parents to be their primary sources for anti-drug messages, youth also viewed them as the sources of mixed messages and exposure to drug use.
 - The neighborhood as a source varies by urban and non-urban locations, with the former having more visible, public drug use.
 - The major media influences for youth were TV and movies, followed by radio, music tapes/compact discs, and videos. Most youth regarded the media as conveying mixed messages on drugs, noting back-to-back anti-drug ads and beer commercials; they asserted that in general TV programming promotes drug use and violence.
- *Awareness at baseline of drug use prevention ads* cut across grade levels and communities, with marginal differences between target and comparison sites; youth in target sites recalled a wider range of ads. Awareness of ads among many youth in comparison sites was found because of existing PSAs that were run in those sites.
- *Comprehension of ad messages and reaction to them* varied by age group, with 4th–6th grade students finding them troubling and hard to understand. Middle school and high school youth were very knowledgeable about the messages of the ads but high school students also were more cynical about the ads' ability to change their peers' attitudes and behavior.

Youth Findings: 12 Weeks Into the Media Campaign

In target sites awareness of anti-drug ads—both their increasing frequency and variety—was significantly greater than that of comparison sites; older youth remembered more ads and understood them better than did younger children. The impact of anti-drug ads varied by age group in both target and comparison sites as follows:

- Elementary school students found some of the ads scary but worried they could lead some children to experiment with drugs;
- Middle school students had mixed responses—from scary to funny to ineffective; and
- High school-age youth were most influenced by graphic depictions of real situations and the negative consequences of drug use.

To obtain information about reactions to anti-drug ads, focus group participants were asked to describe any anti-drug advertisements they had seen or heard recently. Then they were asked to discuss any impact these ads had on them, *whether the ads changed their thinking*, and *whether they believed the ads were effective*. Findings include the following:

- Only a few of the younger youth (grades 4 through 6) reported they had discussed with parents, teachers, or peers any anti-drug ads they had seen or heard.
- High school-age youth in comparison sites had slightly more negative responses to anti-drug ads in general (i.e., their responses were related to viewing existing ads aired as PSAs) than did target site youth.
- Giving their perceptions of the effectiveness of anti-drug ads, youth in target and comparison sites and across all age groups had mixed views and qualified responses. They viewed anti-drug ads as useful for specific categories of persons (i.e., those who have not started using) but not for others.

The most frequently mentioned *ideas for new ads and improvements* for the Media Campaign concern the content of ads, as follows:

- Students of all ages recommended the use of “realistic” and “graphic” ads and those showing drugs’ effects on mind and body, friends and family.
- Youth suggested placing more ads at locations they frequent and at times when the ads are most likely to be seen; using more local people and scenery in the ads; and showing a wider variety of youth in terms of ethnicity, dress, and activity.
- Students’ perceptions of the cultural relevance and credibility of ads suggested that there should be mixed-race situations and/or ethnic minority actors to foster youth identification with ads. Media ownership (i.e., whether the media outlet was minority-owned) was deemed less relevant than program content.

Parent Findings: Baseline

Parent findings at baseline include the following:

- *Parents' perceptions of youth's knowledge of drugs* closely paralleled those of youth themselves. Parents in general agreed that youth know more about drugs and their availability than adults do, but parents added that youth are not adequately informed about the risks of drug use.
- Parents generally perceived *organized activities* only as desirable protective factors and were unaware of how those activities can provide opportunities for drug use.
- Parents in all sites agreed on the *importance of their role in talking with youth* about drugs; most parents believed they take this role seriously but recognized that it is difficult for some to do—especially single working parents—and becomes more difficult as children grow older.
- In all sites, parents' *perceptions of stress among high school students* closely paralleled those of youth. Ethnic minority parents also mentioned the stress of being marginalized; many parents expressed empathy with the many and extreme sources of stress on youth, which they believe exceed those of their own generation.
- Parents' views on *the influence of media ads* were mixed. Some felt the ads are useful tools for teaching their children to stay away from drugs, but some parents “channel-switch” when anti-drug ads appear on TV. Parents reported that TV ads for beer and billboard ads for tobacco overwhelm the anti-drug messages. Parents offered many constructive suggestions for messages that would more effectively reach their children.

Parent Findings: 12 Weeks Into the Media Campaign

Parents in most of the target sites reported a high level of awareness of anti-drug ads on television, including Spanish-language ads. Parents rarely remembered channel or sponsor identifications, but most had good recall and understanding of the ads' messages. Many expressed appreciation of the ads' frequency and regularity.

Parents in four target and four comparison sites reported that the anti-drug ads had *not changed their ideas about drugs or who uses drugs, but had stimulated discussion between them and their children.* The parents appreciated these opportunities for better family communication.

Many target site parents said the ads could be helpful, especially those focusing on parent-child communication. Others were skeptical that ads could change people's thinking or compete with the plethora of messages that glamorize drug use.

Comparison site parents remembered fewer anti-drug ads (again, pertaining to ads run as PSAs). Comparison site parents also were more pessimistic about the effectiveness of the anti-drug ads they had seen, and felt the ads could not counter

media promotion of drug use. They stressed the importance of parental involvement, communication, and responsibility in relaying anti-drug messages.

Parents in almost all focus groups *had ideas for new ads and Media Campaign improvements*; the ideas centered on being “realistic” and “graphic” and showing the consequences of drug use. The following were additional suggestions:

- Feature local youth and prevention programs in ads;
- Educate parents about the warning signs and specific effects of drug use;
- Highlight local anti-drug programs and youth successes; and
- Help parents and youth to communicate better.

Some parents were wary of using famous personalities, perceiving that many have drug problems themselves.

Parents’ perceptions of the cultural relevance and credibility of anti-drug ads, much like youth’s perceptions, focused more on program content and presentation than on media outlet ownership. All parents commenting on the issue advocated using ethnic minority role models and producing more ads in Spanish.

Community Findings: Baseline

Community members at almost every site reported a serious youth drug problem. The following trends were reported by key informants:

- Alcohol, tobacco, and marijuana were the most frequently used drugs and were considered readily available;
- Youth drug use was broadly perceived to be increasing, with sites having distinctive patterns of favored drugs;
- Type of drug used also varied by age group and socioeconomic level, and some sites had distinctive urban/nonurban patterns of use; ethnic group differences in use and attitudes emerged at a number of sites;
- Overall, it appeared that youth were using drugs at increasingly early ages;
- Drug cartels and international syndicates were in evidence at several sites; and
- Drug dealing was widespread in the sites.

In nearly one-half of the sites, community informants reported that there were adults who minimized the youth drug problem, in some cases viewing marijuana or alcohol as a rite of passage or a fad. Parents ranged from being aware of the seriousness of the drug problem to being naive or permissive, in part related to parents’ own current or previous drug use.

Among anti-drug activities, every site had local coalition efforts underway. Drug Abuse Resistance Education (D.A.R.E.) was the most commonly cited outreach program at all sites and the Gang Resistance, Education, and Awareness Training (GREAT) program was mentioned in several sites. The Safe and Drug Free Schools Program also was collaborating with local agencies in drug prevention.

Almost all sites had a range of support groups, counseling services, and other outpatient treatment modalities; inpatient treatment, however, was not easy to obtain. Many sites operated local programs such as job readiness and leadership development; a number of sites had related “youth protective” programs, one of whose implicit goals was drug use prevention.

Recent local events varied widely by site, from local and State policy efforts to “high sensation” events such as reported drug-related crimes and deaths.

Several sites were running their own *local anti-drug media activities prior to the Media Campaign*; television, radio, billboards, and newspapers were the major outlets for disseminating anti-drug information to the public.

Community Findings: 12 Weeks Into the Media Campaign

Several positive aspects of the Media Campaign have emerged through discussions with youth, parents, and community informants. Findings include the following:

- *Almost all sites reported changes in community contextual conditions that kept the local drug problem in the news* such as arrests, stings, and drug-related deaths—including child abuse deaths and drive-by shootings. There was a *growing recognition that drugs were not confined to inner-city neighborhoods and that all youth were vulnerable*. Several cities targeted their education and drug prevention efforts on the increasing incidence of methamphetamine and heroin use in their local communities.
- *Community rollout or other activities to support the Media Campaign were reported in all target sites*. The characteristics of the activities and the response to them varied by site; some were tied to other national programs (e.g., the Bill Moyers series on drug addiction, which aired on the Public Broadcasting Service), and others were generated locally. A number of sites, both target and comparison, planned public education activities around the broadcast of the Bill Moyers series.
- *In general, more new anti-drug activity was found in target sites than in comparison sites*. Community involvement in new anti-drug initiatives had recently begun in several target sites such as Milwaukee, Denver, Houston, and San Diego, as well as a few comparison sites. The initiatives included prevention and treatment modalities and media campaigns; some of them were school-based, and others worked through local churches and community organizations. The Milton Creagh campaign, a Christian-focused drug-

prevention campaign was the main concurrent anti-drug activity in a number of sites.

- In relating community evidence on the *cultural relevance and credibility of anti-drug ads*, informants were divided on the minority-owned outlet issue; most said that the message mattered more than the outlet. There was broad consensus in favor of portraying local drug issues and using local or locally appropriate actors. Some minority informants felt that certain Media Campaign ads were culturally insensitive, such as the *Cannabis Stupida* billboards.
- In reporting their community response to the Media Campaign and *ideas for new ads*, key informants stressed that ads should unsparingly portray drugs' destructive effects, feature local (not national) celebrities, be more realistic, have shock value, and portray positive parent-child interaction. Many ideas for improved placement of ads also were generated.
- Media Campaign ads were widely seen as a step in the right direction, helping to focus drug use prevention efforts; people often said the ads did make them think about the dangers of drug use.

Findings from media informants were as follows:

- Most station managers and newspaper editors make decisions to air or print PSAs based on the sponsoring organization's commitment to local priorities, values, and current issues (in many cases, children and health);
- Every community had a sizable list of public service priorities including education, literacy, violence, teen pregnancy, sexually transmitted disease (STD) and HIV (human immunodeficiency virus) awareness, and infant mortality;
- Media representatives in several target sites pointed out that the ONDCP paid ads had not negatively influenced stations' ability and willingness to continue to air PSAs for other causes; and
- Reported responses to the Campaign ads were virtually all positive; the few negative responses reflected the worry that the ads might encourage youth to try drugs.

MEDIA TRACKING RESULTS: 12 WEEKS INTO THE MEDIA CAMPAIGN

Preliminary analysis of media tracking data on trends in drug prevention advertising indicated the following:

- *A higher level of anti-drug activity was present in sites that received paid media advertisements through the Media Campaign (target sites) than in the comparison sites.*
- *The frequency of drug prevention TV advertising increased dramatically from the October–December 1997 baseline period to the January–March 1998 intervention period in the target sites. In the target sites, an average increase of 123 percent in the number of PDFA television ads alone was noted after the Media Campaign was implemented. This increase is believed to be due to the PDFA ads for the paid campaign and those ads placed as a result of the campaign-related pro bono matching.*
- *Prior to the Media Campaign, target and comparison sites revealed little difference in audience exposure to drug prevention ads, as measured through gross rating point (GRP) (i.e., exposure). GRPs, which represent the percentage of the target audience exposed to the ads, showed that audience exposure increased at a rate of 3.7 in target sites during the early implementation period. This means there were 3.7 times more target site viewers exposed to anti-drug messages during the implementation period than during the pre-Campaign period. Meanwhile, comparison sites experienced an increase at a rate of only 1.8.*

SITE-SPECIFIC FINDINGS: 12 WEEKS INTO THE MEDIA CAMPAIGN

Overall the findings indicated that in the first 3 months of its implementation, the Media Campaign made an impact on people's awareness of the drug problem in the target sites. Youth, parents, and community representatives across the 12 target sites were very aware of the new television ads being aired, the frequency with which they were shown, and the new time slots in which they were seen. Qualitative intermediate findings within each of the target sites are summarized as follows:

Atlanta, GA—Middle school and high school students remembered seeing many of the anti-drug ads on television. Middle school students reported the ads made them think about the seriousness of drug use. Parents reported seeing more anti-drug ads in the past 3 months than they had in the past 2 years.

Baltimore, MD—Local media representatives thought the Media Campaign was very effective. Suburban youth and parents were more aware of the Media Campaign ads than were their urban counterparts. The perceptions of key informants (e.g., law enforcement officials, educators, and members of the faith community) regarding community response to the ads were mixed. Some had heard a lot of discussion about the ads; others thought that youth and parents viewed ads as if they were commercials.

Boise, ID—Youth (7th–12th graders) reported seeing the Media Campaign ads. High school students reported hearing the radio ads “every few minutes” and seeing the TV ads more often late at night, and stated that the ads appeared only

two to three times during the early evening. Parents recommended that a mentoring program be used in conjunction with the Media Campaign to ensure its success.

Denver, CO—Middle school youth identified 16 Media Campaign TV ads and several of the radio ads. Some middle school students reported that some of the ads “scare you out of doing it,” while others said the ads would not change the minds of those already using drugs. Urban and suburban parents said the ads have stimulated discussions about drugs between them and their children. High school students said the ads would not change their minds about drugs.

Hartford, CT—Youth of all ages reported a high level of awareness of the Media Campaign ads, particularly those on TV and radio. Youth offered concrete recommendations for improvements including “show that drugs are deadly” and “use terms that speak to teens.” Many of the urban Hispanic parents said that having ads in both Spanish and English raises the awareness of parents who speak only one of the two languages. Parents, in general, agreed that if anti-drug ads were going to be effective, they had to be shown frequently, show real-life consequences of using drugs, and offer help to parents who were seeking support.

Houston, TX—Students in elementary and high school and, to a lesser extent, middle school were very aware of the Media Campaign’s TV and billboard ads. Parents generally considered the ads educational for both parents and youth and believed the ads would help keep the drug issue on people’s minds. Media representatives who were interviewed said that even with Media Campaign ads being aired, their local stations continued to provide donated air space for other topics besides drug prevention.

Milwaukee, WI—Elementary, middle, and high school students had good recall of the TV ads and remembered specific campaign messages. Parents reported that the ads provided them with good opportunities to discuss the drug issue with their children. Community representatives recommended that the ads be shown more frequently, include minorities and local people, and ask direct questions such as “Why do you want to get high?”

Portland, OR—All parents who had seen the ads agreed they were an important tool for “breaking the ice” with their children. High school students reported a high level of exposure to the ads, primarily on TV and billboards, and accurately interpreted the ad messages. Students in 4th–6th grades had very little awareness of the Media Campaign ads. Urban middle school students remembered seeing Media Campaign ads on TV and billboards. Suburban middle school students said the ads were “never on.”

San Diego, CA—Youth in grades 4–6 did not recall the anti-drug ads on television, radio, or in any print medium. High school and suburban middle school students recalled some of the anti-drug ads shown on TV. Only suburban high school students were aware of any anti-drug billboards in their communities. Awareness of specific ads was more common among inner-city parents than among parents in the suburbs. Parents agreed that new advertisements should

show the physical harm done by drugs, persons with permanent disabilities as a result of drug abuse, and parents who had lost a child to drugs.

Sioux City, IA—The majority of youth recalled seeing most, if not all, of the Media Campaign ads one to several times a day. These children often were able to repeat the dialogue as well as the message of the ads. Elementary school students reported the ads made them think about what they would do if someone offered them drugs. The majority of the high school students reported they already knew about the risks and dangers of illegal drugs. Interviews with media representatives indicated that the ONDCP ads did not decrease air time for other PSAs because they were filling paid time slots, not PSA time slots.

Tucson, AZ—Youth of all ages and parents reported a high level of awareness of the Media Campaign ads. Parents said the ads provided positive information and a natural lead-in for discussion with their children. Parents also reported that the toll-free referral numbers were particularly helpful. One television station representative whose station was airing the Media Campaign ads said he was impressed with the quality of the ads included in the Media Campaign. He also reported that airing these ads had not affected that station's pro bono policies for airing PSAs.

Washington, DC—Youth at all grade levels were very aware of the anti-drug television ads. The *Frying Pan* ad was recalled by nearly all youth participating in focus groups and was characterized as having a "powerful message." Very few youth remembered posters and billboards. Youth reported that ads that related youth's personal stories about drugs and their effects were more likely to "make people stop and think." Parents also recalled an extensive list of the Media Campaign's television ads and a few radio ads. Media representatives from local television and radio stations and newspapers reported that the ads were well received and that the station staff were talking about them, although they had received no comments or feedback from the public.

LESSONS LEARNED

After completing 2 visits to each of the 12 target and 12 comparison sites, one at baseline and one shortly after the Media Campaign was initiated, certain themes and issues repeatedly emerged. Although it is too soon to assess the overall success of the Media Campaign, it seems clear that recall of the ads was very high among youth, parents, and community representatives in the 12 sites targeted by the Media Campaign. It would be premature to make recommendations regarding the implementation of the next phase of the Media Campaign; however, intermediate findings do support the formulation of some valuable lessons. These lessons can serve to inform future directions and efforts of the Media Campaign.

Lesson 1: Improving Anti-Drug Media Ads

There was considerable agreement across sites, communities, community representatives, youth, and parents about how to improve the ads. Participants of

focus groups and individual community representatives who were interviewed agreed that ads need to be realistic, present the facts, and use local contact telephone numbers for referrals. Other recommendations included the following:

- Use first-person testimonials, especially by youth peers;
- Provide advice to parents on how best to communicate with their children;
- Customize ads toward specific ethnic and age groups;
- Involve more youth and local figures in the ads; and
- Portray physical signs and symptoms of drug use.

Lesson 2: The Precarious Situation of Parents

Parents were consistently described by youth and by themselves as a weak link in the effort to educate children about the dangers of drugs. Parents freely admitted that their children know more than they do about the signs of drug use, what drugs look like, and the effects of using drugs. Youth commented on the fact that many parents are poor role models because they use drugs themselves or, in some cases, because they look the other way while their children use drugs. While acknowledging the general problem of youth drug use, many parents did not believe their own children were a part of the problem. Parents frequently expressed a strong interest in learning more about the dangers of drugs, and they asked for help in learning how to communicate with their children on this issue.

Lesson 3: Confounding Societal and Contextual Issues

Target and comparison sites alike are “open systems” subject to a complex array of pressures and influences. Therefore, it is not surprising that the intermediate findings identified a number of factors that work against the potential success of the Media Campaign. Anti-drug ads are presented back-to-back with effective advertising for beer and tobacco. The Internet, television shows, and song lyrics heard on radio frequently condone the use of drugs. Youth are bombarded with these messages on a daily basis. Mothers and fathers frequently work long hours outside of the home, leaving their children free during the afterschool hours to watch television and be exposed to messages that glamorize drug use. Youth, particularly high school students, are subjected to ever-increasing sources of stress in their daily lives. Future decisions about the design and implementation of the Media Campaign should be made within the context of these issues.

Lesson 4: Risks of Presumably Protective “Structured” Activities

Youth, particularly middle school and high school students, frequently described organized and supervised activities as opportunities to gain access to and use drugs. School dances, music concerts, and other extracurricular events are scenes of shootings and other drug-related violence. Students often commented on the fact that athletic competitions, whether on their own school campus or on another

school's grounds, offer an opportunity to buy drugs. Many youth noted that school athletes often relax after a game by drinking beer and using other drugs. They described the locker room as a frequent scene of drug deals. Youth also resented the fact that school athletes caught using drugs often are given a lighter penalty than other students. Although youth frequently described these organized activities as risky opportunities, parents generally were not aware that these activities expose their children to drug use. These situations should be addressed by new ads developed for the Media Campaign.

Lesson 5: Suburbs in Jeopardy

Many respondents, including youth, parents, and community representatives, noted that the drug problem can no longer be characterized as an urban problem. It is pervasive in the suburbs and other communities across almost all of the sites visited for this evaluation. Some drugs, including designer drugs, cocaine, hallucinogens, methamphetamines, and prescription and nonprescription drugs, were described as being commonly used by youth in the suburbs. Suburban youth were frequently described as traveling to the city to buy their drugs and then returning home to use them. Many younger youth reported they obtain drugs from their older siblings and college students who are home for the weekend or the summer.

Parents of suburban youth were described as being less savvy about their own children's drug use. Likewise, suburban parents were more likely to deny that youth drug use was a problem in their communities. Many suburban parents commented that the new anti-drug ads helped them initiate conversations with their own children about the dangers of drug use. These same parents asked that more anti-drug messages be developed to educate them and help them communicate with their children. Parents also commented on the need to provide other programs, such as mentoring and parent education programs, that would support the messages of the Media Campaign.

Lesson 6: Embattled Schools

Schools were described as veritable "battle zones" where drugs are readily available to youth. Many youth reported they could get any drugs they wanted at school. Drugs are available in neighborhoods, on walking routes to school, in school parking lots, on school buses, and in empty gymnasiums and other common areas. Students talked freely about security guards and other school personnel who are known to use drugs. Future media messages may be able to appeal to youth who must deal with these negative influences every day.

Lesson 7: Merits of the Media Campaign to Date

Several intermediate findings suggest some short-term successes of the Media Campaign to date. Although younger youth often laughed about some of the anti-drug ads, they did admit the ads captured their attention and that they learned something from them. Although the reaction was mixed among middle school students, many youth in this age group thought the ads would help some of them.

They, along with high school students, agreed the ads would be most effective with younger children in elementary grades.

Parents generally supported the messages of the ads and said the ads had made them face the reality of youth drug use in their own communities. Youth, parents, and community informants in many different organizations were very aware of the recent increase in ads, particularly those aired on television and radio and, to a lesser degree, those featured on billboards. The Media Campaign ads were viewed as a step in the right direction because they help communities focus their local prevention efforts.

CONCLUSIONS

As this report is released, there are likely to be other important effects of the Media Campaign taking place in local communities. These will be documented in the final report. This report highlights the severity of the drug problem in the target and comparison communities and makes a strong case for affording the Media Campaign an opportunity to demonstrate how youth awareness, attitudes, and, with time, behavior, can be influenced positively with sufficient exposure to prosocial, anti-drug messages.

Early evidence indicates that communities, parents, and youth are gravely concerned about drugs in their midst and are open to solutions to the drug problem. They believe that anti-drug messages in the media have the potential to be effective given the right content, message, and approach. A wealth of rich, descriptive information is contained in this early report of the pilot evaluation. This information can help to inform subsequent activities and phases of the Media Campaign.

It is important to note that the information presented in this report is preliminary. The complete story of what happened after exposure to the full implementation of the Phase I Media Campaign will be reported in the Phase I final report. It is clear, however, that 3 months into the implementation, the Media Campaign has made its presence known. Youth, parents, and community representatives across the 12 target sites are very aware of the new television ads being aired, the frequency with which they are shown, and the new time slots in which they are seen. There also is some level of awareness, primarily among older youth, of radio ads and billboard ads that are part of the Phase I Media Campaign.

Recall and understanding of the messages are accurate, particularly among parents and older youth. Community representatives generally were supportive of the Media Campaign effort and described activities in their own community to build on the momentum of the Media Campaign. Parents are eager to have more ads focused on helping them educate their own children about the dangers of drug use. Time will tell the story of the Media Campaign's impact on changing attitudes and behavior toward drug use. The first step, heightening youth and parent awareness of the anti-drug message, has been accomplished.

1. BACKGROUND AND INTRODUCTION

This report documents the short-term results reported 3 months after implementation of Phase I of the National Youth Anti-Drug Media Campaign (the Media Campaign) sponsored by the Office of National Drug Control Policy (ONDCP). These preliminary findings are based on qualitative data collection and media monitoring conducted from baseline (December 1997) through the first 12 weeks of the Media Campaign.

A final evaluation report of Phase I of the Media Campaign will be available following analysis of data obtained from baseline (December 1997) through the conclusion of the first phase of the Media Campaign (June 1998). The final Phase I report will provide results from quantitative analysis of pre- and post-Media Campaign youth and parent surveys, results of media monitoring, and findings from the analysis of qualitative data from baseline, intermediate, and followup site visits. This final Phase I evaluation report will be available in the Fall of 1998. The Phase I Media Campaign evaluation is the first step in an ongoing evaluation research effort that will be conducted during all three planned phases of the Media Campaign.

1.1 THE MEDIA CAMPAIGN DESIGN

Existing research provides the foundation for the initial design of the Media Campaign. Data from the *Monitoring the Future* study reveal an apparent link between the erosion of anti-drug attitudes among youth since the early 1990s and increases in drug use among this group (Johnston, 1996). Early research suggested that mass media may have a role in decreasing drug use, and that long-term exposure to anti-drug images, ideas, and attitudes is needed to foster anti-drug behavior among youth (Becker, 1978; Schramm, 1954). However, research conducted in the 1980s and 1990s found that few media campaigns successfully met their objectives because, among other things, they were poorly disseminated and were not targeted to the interests of their intended audience (Flay and Sobel, 1983; Shilling and McAlister, 1990).

ONDCP has drawn from this body of research to structure its Media Campaign. The Media Campaign was proposed by the President and approved by Congress. Under the Appropriations Act of 1998, the House and Senate approved funding (H.R.2378 and S.1023) for "a national media campaign, to reduce and prevent drug abuse among young Americans." The legislation also states that in order to comply with the Government Performance and Results Act of 1993, "the Director shall report to Congress within two years on the effectiveness of the national media campaign based upon the measurable outcomes provided to Congress previously."

ONDCP began implementing its Media Campaign in January 1998, in 12 target sites, by using purchased slots on radio and television, as well as space on billboards and in the print media, for a series of anti-drug use advertisements. The radio and TV advertisements were designed to air during prime time and other

times when youth and parents would be listening or watching, as opposed to very late evening and other time slots typically reserved for public service announcements (PSAs). The timeframe for launching the first phase of the Media Campaign did not allow for the development of new advertisements; thus, the messages are the same as earlier PSAs developed by the Partnership for a Drug-Free America (PDFA). ONDCP and the PDFA are now collaborating on new advertisements, which are being developed especially for the Phase II and Phase III Media Campaigns. The new advertisements will be based on recommendations included in the National Youth Anti-Drug Media Campaign Communication Strategy Statement (Porter Novelli, 1998).

It is important to note that this Media Campaign, like other public information or health promotion campaigns, employs an array of ongoing efforts that include supplemental public education and information initiatives to encourage community-based prevention activities. Furthermore, while this Media Campaign is under way other media interventions will occur (e.g., locally sponsored media campaigns); thus, in evaluating the Media Campaign, one must recognize that youth and their parents are being exposed to advertisements other than those paid for by ONDCP. For example, during Phase I, 12 target sites are being exposed to the official intervention (i.e., the Media Campaign), as well as to other advertisements and information campaigns ongoing in the communities. Twelve comparison sites, though not targeted by the Media Campaign, are exposed to other advertisements as well. The primary focus of the Phase I Media Campaign evaluation is to determine if there are changes in awareness and attitude toward drugs resulting from exposure to paid anti-drug messages compared with changes resulting from exposure to free public service messages on local radio and TV stations. The evaluation will make every effort to distinguish between effects resulting from the Media Campaign and those resulting from other ongoing public information and education campaigns in the communities studied.

The Media Campaign is designed to reach five target groups: youth, ages 9–10 (13% of the Media Campaign effort); youth, ages 11–13 (25%); youth, ages 14–18 years (12%); parents (40%); and other influential adults (10%). The following are the goals of the Media Campaign:

- To educate and enable America's youth to reject illegal drugs;
- To prevent youth from initiating use of drugs, especially marijuana and inhalants; and
- To convince occasional users of these and other drugs to stop using drugs.

Through realistic portrayals, the Media Campaign is designed to show the harmful effects of drugs and the benefits of a drug-free lifestyle, make drug use appear to be abnormal by reminding people that most youth do not use drugs, and empower parents with information and strategies to prevent their children from using drugs.

The Media Campaign has three Phases: Phase I was a 25-week pilot test airing from January through May 1998 in 12 target sites. The Phase I evaluation also

included 12 matched comparison sites where the Media Campaign was not launched but where other advertisements or PSAs were being aired. Phase I, described as the “learning lab” phase, targeted youth between the ages of 9 and 18 and the adults who influence them, such as parents, teachers, and mentors. As mentioned above, Phase I included airing paid advertisements developed by the PDFA on radio and TV, as well as in print media, and a matched donation of advertising time. In some sites, billboards and book covers also were used, if extra funding was available. These advertisements emphasized prevention of entry-level drug use (marijuana and inhalants) in all target sites and focused on local epidemics of heroin, cocaine, and methamphetamine use, where appropriate.

Phase II is a national anti-drug use media campaign that began in July 1998 and will run through the end of the year. As in Phase I, radio and TV slots, billboards, and print-media spots constitute advertising. As Phase II matures, other media such as magazines and the Internet will be included. New media ads will be developed and implemented as the Media Campaign continues through Phases II and III. The effort is nationwide, rather than being limited to the 12 target sites of Phase I. Some new advertisements specially developed for the Media Campaign are being introduced during the first few months of Phase II.

Lessons learned from Phase I and Phase II will be used to inform important decisions about the focus, messages, and audiences to be targeted, and the most effective delivery vehicles to be used as the nationwide Phase III Media Campaign is developed, launched, and updated during the next 4 years.

1.2 THE MEDIA CAMPAIGN EVALUATION

The evaluation design for the Phase I Media Campaign uses test and comparison groups measured prior to and following the Campaign, to determine whether target audiences who saw the advertisements experienced heightened awareness of the Media Campaign. Awareness of the Media Campaign also was assessed through focus groups. Conducted prior to, during the intervention, and following the Media Campaign, in each of the sites. ONDCP expects to be able to detect changes in awareness of anti-drug messages presented through the media within a few months of the start of the Media Campaign, changes in perceptions and attitudes about drug use within 1 to 2 years, and changes in behavior within 2 to 3 years. Previous research has demonstrated that there is about 2 years of lag time between exposure to a media campaign and measurable changes in behavior. Thus, attempts to document real changes in behavior will be reserved for the evaluation of the Phase III Media Campaign. ONDCP has devised a methodology called the Performance Measures of Effectiveness (PME) system to measure progress in achieving all of the goals and objectives of the National Drug Control Strategy. The first goal of the National Drug Control Strategy is to “educate and enable America’s youth to reject illegal drugs as well as the use of alcohol and tobacco.” ONDCP’s PME system defines the following impact targets for this goal:

- Use of illegal drugs, alcohol, and tobacco by youth—By 2002, reduce the prevalence of past-month use of illegal drugs and alcohol among youth by 20 percent as measured against the 1996 base year. By 2007, reduce this prevalence by 50 percent as compared to the base year. Reduce tobacco use by youth by 25 percent by 2002 and 55 percent by 2007.
- Initial age of drug use in youth—By 2002, increase the average age for first-time drug use by 12 months from the average age of first-time use in 1996. By 2007, increase the average age of first-time drug use by 36 months from the 1996 base year.

Objective 2 under the Drug Control Strategy's first goal specifically addresses the Media Campaign: Pursue a vigorous advertising and public communications program dealing with the dangers of drug, alcohol and tobacco use by youth. The PME system has established targets and measures to assess the effectiveness of the Media Campaign in changing youth attitudes and drug use behaviors. The PME contains the following proposed impact targets under Goal 1 and Objective 2 for which the evaluation will provide measures: Youth risk perceptions knowledge by the year 2002, 80 percent of youth will agree that "regular use of illicit drugs, alcohol, and tobacco is harmful"; this rate shall be maintained through 2007.

Youth disapproval (attitudes): by the year 2002, 95 percent of youth will "disapprove of illicit drug, alcohol, and tobacco use"; this rate shall be maintained through 2007.

Use of illegal drugs, alcohol, and tobacco by youth (behavior): by the year 2002, the prevalence of past-month use of illicit drugs and alcohol among youth will be reduced by 20 percent, as measured against the 1996 base year, and by 2007, this prevalence shall be reduced by 50 percent, as compared with the base year. Meet HHS target to reduce tobacco use by youth by 25% by 2000 and by 50% by 2003.

1.2.1 Phase I Evaluation

Twenty-four metropolitan areas throughout the United States participated in the Phase I evaluation of the Media Campaign. Twelve target sites that received paid ads were matched to 12 "comparison" sites that did not receive paid aids.

Three kinds of data were collected in Phase I: (1) qualitative information from youth, parents, key community informants, and influential adults that was derived from focus groups and personal interviews, (2) quantitative information from youth derived through school-based surveys and from parents through telephone interviews, and (3) media monitoring data that tracked the level of anti-drug advertising in target and comparison sites. Qualitative data for the Phase I evaluation were collected from all 24 metropolitan areas at three points in time: baseline data (November 1997–January 1998); intermediate data (approximately 12 weeks following the start of Phase I); and followup data (May and June 1998). Quantitative data were collected only at baseline (prior to the implementation of the Media Campaign) and at followup (near the end of Phase I in May and June

1998). Respondents were asked about their awareness of anti-drug ads in the media and about their perceptions, attitudes, and behaviors with regard to drug use. Exhibit 1-1 provides an overview of the timing of data collection for the Phase I evaluation. Because the quantitative data (i.e., data from in-school surveys and from parent interviews) are collected only at baseline and at followup (after completion of the Phase I Media Campaign), the emphasis in this intermediate report will be on presenting the analysis of the qualitative data. The findings from the analysis of quantitative data will be presented in the final Phase I evaluation report available in the Fall of 1998.

The qualitative data reported in this intermediate report were collected at baseline and 3 months after the Media Campaign was launched. These data provide an opportunity to measure any short-term, intermediate results that may have occurred in the first 3 months after the Media Campaign was launched. Only a brief overview of the quantitative data collected at baseline will be presented in this intermediate report. The purpose of this overview is to assess the extent to which the entire group of target sites is similar to the entire group of comparison sites.

1.2.2 Phase II Implementation and Evaluation

The Phase II evaluation will use survey data collected from a nationally representative sample drawn from 175 primary sampling units (PSUs). Due to cost constraints, qualitative data will be collected during Phase II in 12 market areas only, 6 of which will be new, 4 of which were test market areas in Phase I, and 2 of which were comparison sites in Phase I. Both the quantitative and the qualitative data for Phase II will be collected at two points in time—before and after the Phase II Media Campaign. A national sample of classrooms within schools will be drawn from the 175 PSUs. Additionally, a sample of parents from those same PSUs will be interviewed by telephone.

1.2.3 Phase III Implementation and Evaluation

The design, implementation, and evaluation of the 4-year Phase III Media Campaign will draw on the lessons learned through the implementation and evaluation of Phases I and II. Both qualitative and quantitative data from a number of sentinel sites will be collected for evaluation. A national survey component also will be included. Further details on the nature of the Phase III evaluation have not yet been finalized. ONDCP is conducting the Phase I and Phase II evaluations of the Media Campaign. However, the National Institute on Drug Abuse (NIDA), acting as ONDCP's agent, is in the process of selecting a contractor to conduct the Phase III evaluation.

1.3 PHASE I INTERMEDIATE EVALUATION

Testing the Anti-Drug Message (Report No. 1) is intended only to provide preliminary results of ONDCP's National Youth Anti-Drug Media Campaign,

Exhibit 1-1

Overview of Data Collection Activity for Phase I Evaluation

	Months										Type of data collected
	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	
Monitoring television and newspaper ads	—	—	—	—	—	—	—	—	—	—	Quantitative
In-school surveys and parent interviews (pretest)		—	■								Quantitative
Baseline site visits		—	■								Qualitative
Intermediate site visits					—	■					Qualitative
In-school surveys and parent interviews (posttest)							—	■			Quantitative
Followup site visit								—	■		Qualitative



Ongoing Activity



Activity Completed

3 months after its implementation. The intermediate Phase I evaluation results are based on an analysis of qualitative data from site visits to the 12 Phase I target sites and 12 comparison sites along with media monitoring data collected from these sites. Qualitative data were collected at baseline for Phase I of the Media Campaign (December 1997) and again midway through Phase I (June 1998). It should be noted that survey data were not collected at the interim Phase I time period and thus were not available for use in this report.

This report provides (1) a description of the methodology employed in the Phase I evaluation; (2) findings from youth, parent, and community focus groups and key informant interviews conducted at baseline; (3) findings reported by the same groups 3 months into the Media Campaign; and (4) media monitoring conducted prior to implementation and throughout the first 3 months of the Media Campaign. Initial responses to the Media Campaign and lessons learned from early results are presented based on a cross-site analysis. In addition, case studies are included that report preliminary findings from each of the 12 sites targeted by the Phase I Media Campaign.

2. OVERVIEW OF METHODOLOGY

This chapter provides a brief overview of the methodology used for collecting and analyzing the qualitative data presented in this report. A more complete discussion of the methods employed is contained in Appendix A. This intermediate report includes findings from qualitative data collected prior to and midway through the implementation of the Office of National Drug Control Policy (ONDCP) National Youth Anti-Drug Media Campaign (the Media Campaign). Findings from the quantitative data obtained through in-school surveys and parent telephone interviews administered before and after the Media Campaign will be presented in the final report of Phase I, due in fall 1998. That report also will include the qualitative findings from followup data collected onsite after the completion of the Phase I Media Campaign.

2.1 COMPARABILITY OF PAIRED TARGET AND COMPARISON SITES

The 12 target sites selected for inclusion in the Phase I Media Campaign were chosen on the basis of the following criteria: (1) inclusion of metropolitan statistical areas (MSAs) that had data available on drug use and attitudes; (2) inclusion of some MSAs that reported a serious emerging drug problem (e.g., methamphetamines); (3) variation in the size of the population, race and ethnicity of the population, percentage of the population between ages 5 and 17, crimes per 100,000 population, percentage of children under age 18 living below the poverty level, and unemployment rate in order to ensure demographic variation; (4) geographic dispersion to ensure that market area sites were representative of the different regions of the country; (5) inclusion of some High Intensity Drug Trafficking Area (HIDTA), Arrestee Drug Abuse Monitoring program (ADAM), or Community Epidemiologic Work Group (CEWG) sites, because these sites were presumed to have secondary data sources that would provide additional information on the drug problem in the community; and (6) inclusion of sites that experienced relatively low Partnership for a Drug-Free America (PDFA) public service announcement (PSA) activity, because PDFA PSAs already were running in most sites but were aired more frequently in certain areas.

The same criteria were used to select the 12 comparison sites as were used to select the target sites. Each target site was paired with a comparison site that had similar population characteristics and was located in relatively similar geographic regions. Sometimes a "perfect" match between a target site and its comparison was difficult, and a city defined as a large MSA (i.e., population over 500,000) was paired with a site that was a medium MSA (i.e., population between 200,000 and 500,000). This was done only when there were other characteristics (e.g., geographic location, proportion of ethnic groups) that made the two MSAs well suited as paired sites.

Exhibit 2-1 is a map that depicts the Media Campaign target sites with their corresponding comparison sites. Exhibit 2-2 lists all of the target sites with their paired comparison sites and presents the MSA size and demographic characteristics. More specific demographic information pertaining to each target site and its paired comparison site is presented in the site-specific findings reported in Chapter 4.

Exhibit 2-1
Media Campaign Phase I
Target and Comparison Sites



Target Sites	Comparison Sites
Atlanta	Memphis
Baltimore	Richmond
Boise	Eugene
Denver	Albuquerque
Hartford	Harrisburg
Houston	Dallas
Milwaukee	Nashville
Portland, OR	Spokane
San Diego	Phoenix
Sioux City	Duluth
Tucson	Austin
Washington, DC	Birmingham

Exhibit 2-2

Demographic Characteristics of Phase I Target and Comparison Sites

Demographic Characteristics	Target Sites	Comparison Sites
	Atlanta	Memphis
Population	2,833,511	981,747
White (%)	71	58
African American (%)	25	40.6
Hispanic (%)	N/A*	N/A
Crime rate per 100,000 per year	807	1,253
Children under 18 below poverty level (%)	13.9	26.6
Unemployment rate (%)	5.1	7.2
Population ages 5–17 (%)	18	19.7
	Baltimore	Richmond
Population	2,383,172	865,640
White (%)	71	69
African American (%)	25	29
Hispanic (%)	N/A	N/A
Crime rate per 100,000 per year	1,335	603
Children under 18 below poverty level (%)	34	14
Unemployment rate (%)	4.8	4.1
Population ages 5–17 (%)	16	17.1
	Boise	Eugene
Population	205,775	282,912
White (%)	96	95
African American (%)	0.5	0.7
Hispanic (%)	2	2.4
Crime rate per 100,000 per year	366	404
Children under 18 below poverty level (%)	10.9	16.1
Unemployment rate (%)	4	7.1
Population ages 5–17 (%)	20	13.7
	Denver	Albuquerque
Population	1,622,980	589,131
White (%)	86	63
African American (%)	6	2
Hispanic (%)	13	30
Crime rate per 100,000 per year	513	879
Children under 18 below poverty level (%)	13.4	19.9
Unemployment rate (%)	4.8	6.5
Population ages 5–17 (%)	18	30
	Hartford	Harrisburg
Population	1,123,678	587,986
White (%)	86.3	91
African American (%)	8.4	6.6
Hispanic (%)	6.6	N/A
Crime rate per 100,000 per year	482	299
Children under 18 below poverty level (%)	11.4	10.9
Unemployment rate (%)	4.8	3.8

Testing the Anti-Drug Message (Report No. 1)

Demographic Characteristics	Target Sites	Comparison Sites
Population ages 5–17 (%)	15.7	15.5
	Houston	Dallas
Population	3,322,025	2,676,248
White (%)	66	73
African American (%)	18.4	16
Hispanic (%)	21	14
Crime rate per 100,000 per year	856	819
Children under 18 below poverty level (%)	20.2	16.5
Unemployment rate (%)	6.7	5.8
Population ages 5–17 (%)	20.9	18.8
	Milwaukee	Nashville
Population	1,432,149	865,640
White (%)	83	83
African American (%)	14	15
Hispanic (%)	3	N/A
Crime rate per 100,000 per year	533	1,088
Children under 18 below poverty level (%)	19.4	15
Unemployment rate (%)	5.4	4.8
Population ages 5–17 (%)	18.6	17.9
	Portland, OR	Spokane
Population	1,477,895	361,364
White (%)	91	95
African American (%)	2	–1
Hispanic (%)	3	–1
Crime rate per 100,000 per year	726	510
Children under 18 below poverty level (%)	12.4	16.8
Unemployment rate (%)	5.1	7.2
Population ages 5–17 (%)	18.3	19
	San Diego	Phoenix
Population	2,498,016	2,122,101
White (%)	75	85
African American (%)	6	3.5
Hispanic (%)	19	16
Crime rate per 100,000 per year	794	756
Children under 18 below poverty level (%)	16.2	17.3
Unemployment rate (%)	6.1	6
Population ages 5–17 (%)	16	18.1
	Sioux City	Duluth
Population	115,018	239,971
White (%)	93	97
African American (%)	1	–2
Hispanic (%)	3	–2
Crime rate per 100,000 per year	1,271	252
Children under 18 below poverty level (%)	17.8	17.3
Unemployment rate (%)	4.9	8.5
Population ages 5–17 (%)	19	18.4

Demographic Characteristics	Target Sites	Comparison Sites
	Tucson	Austin
Population	666,880	781,572
White (%)	78	77
African American (%)	3	9
Hispanic (%)	24	20
Crime rate per 100,000 per year	877	580
Children under 18 below poverty level (%)	23.4	17.4
Unemployment rate (%)	7.5	5.8
Population ages 5–17 (%)	16	17.5
Demographic Characteristics	Washington, DC	Birmingham
Population	3,923,574	907,810
White (%)	65	72
African American (%)	26	27
Hispanic (%)	5	4
Crime rate per 100,000 per year	716	1,071
Children under 18 below poverty level (%)	7.9	20.4
Unemployment rate (%)	3.7	6.1
Population ages 5–17 (%)	16	18.4

NOTE: Data for each site refer to the metropolitan statistical area (MSA).

*N/A = Not applicable.

¹ The remaining 5 percent of the population is composed of African Americans, Hispanics, and Native Americans.

² African Americans and Hispanics total just under 1 percent of the population.

2.2 DATA COLLECTION METHODS

Qualitative data were collected during baseline and intermediate site visits (i.e., 8 to 10 weeks into the Media Campaign) in each of the 12 target and 12 comparison sites. Site visits were conducted for approximately one week, with two researchers onsite for the entire period. The purpose of the baseline site visits was to complete a picture of what communities looked like before the ONDCP intervention (i.e., before the ads appeared), including youths' and parents' views on the local drug context and determine community attitudes and awareness. No mention of the Media Campaign was made during the baseline site visits in either the target or comparison sites in order to obtain unbiased, objective responses.

The intermediate site visits were intended to collect additional data from community informants interviewed at baseline to assess changes in the community since the first visit; to collect data from interviews with new community informants, specifically members of the media (e.g., television, radio, newspaper) to understand their involvement, if any, with the Media Campaign; and to collect data from focus groups to learn from parents and youth in target sites about their awareness of anti-drug messages and their early reactions to the Media Campaign ads. (For consistency in methodology across sites, intermediate site visits also were made to comparison sites, but comparison site questions focused on reactions to PSAs or local anti-drug messages.)

2.2.1 Key Informant Interviews

Local contacts such as the Community Anti-Drug Coalitions of America (CADCA) representatives and State prevention coordinators played an instrumental role in helping researchers identify key community informants in each of the target and comparison sites. Other persons were identified through background research conducted on each of the sites (e.g., identifying names and telephone numbers of local law enforcement officials). The rationale for conducting such indepth discussions with key informants is that they are participants in the process being evaluated (in this case, the Media Campaign) and have insights that can be highly useful in helping to understand the nature of a problem, develop hypotheses that can be tested in other evaluations, and obtain an initial sense of how participants might perceive and react to proposed intervention approaches (Israel, Cummings, Dignan, Heaney, Perales, Simons-Morton, and Zimmerman, 1995). Examples of the categories of key informants that were interviewed during the baseline site visits included the following:

- Leaders in community-based prevention programs;
- Local government officials;
- Coalition leaders;

- Civic group leaders;
- Law enforcement representatives;
- Counselors and/or administrators from drug treatment programs;
- Health department representatives;
- Social service agency representatives;
- Local chamber of commerce members and business leaders;
- Educators, school administrators, and safe and drug-free school coordinators;
- Other youth program representatives (e.g., Boys and Girls' Club directors, and YMCA program coordinators);
- Clergy and other faith community representatives; and
- Advocacy group leaders (e.g., the president of the Urban League).

During the intermediate site visits, the group of key informants was expanded to include media representatives (e.g., local television and radio station managers, media traffic managers, and newspaper editors). In addition, any new informants who were identified subsequent to the baseline site visit were interviewed. Two site visitors conducted the community interviews; in most cases they worked independently to complete all the interviews within 1 week, though at times they conducted interviews together. This report, covering baseline and intermediate site visits, reflects discussions with approximately 1,200 community informants.

2.2.2 Focus Groups

Eight focus groups were conducted at each site during the baseline and the intermediate site visits (six focus groups with youth and two with parents). Groups comprised 4th–6th grade students (referred to in this report as elementary school students), 7th–9th grade students (referred to as middle school students), and 10th–12th grade youth (referred to as high school students). Focus groups were held in the central city area as well as in a nonurban area. Focus groups included persons of minority groups, although researchers documented ethnic group status only through their observations and did not query participants about their ethnicity. Care was taken to follow established lessons from the focus group literature by not including youth of disparate ages in the same groups (e.g., 7th and 8th graders were together but not 7th and 9th graders). The report uses the term “youth” to refer to young people of all ages, and where there are age differences to report, a distinction is made (e.g., “elementary school youth” or “middle school youth”).

A deliberate effort was made not to recruit youth from treatment programs or rehabilitative facilities because the focus of the Media Campaign is to prevent

youth from beginning to use drugs. Therefore, the questions explored through focus groups centered around prevention rather than issues related to persons who were “known users” and who could bias the findings. Local Community Anti-Drug Coalitions of America representatives and State prevention coordinators helped identify local organizations to contact for assistance in organizing focus groups and recruiting participants (local Boys and Girls Clubs, Scouting groups, local YMCAs and YWCAs, and afterschool programs were particularly helpful). Two researchers were present for each focus group; one staff member moderated the group discussion, while the other served as notetaker. All focus groups were tape recorded. Stipends were paid to parents in the amount of \$25. High school students were paid a stipend of \$10 provided in the form of cash or gift certificate, depending on the preference of the organizing agency. Refreshments were provided for all focus groups. Local community members who organized the logistics for the research staff also were compensated with a modest stipend.

The focus groups were not intended to be nationally representative samples of youth and parents. Local community contacts “pulled together” youth and parents who were in some way affiliated with a group or organization. In a few cases, groups were organized through schools, but care was taken to ensure that youth were not drawn from the same schools participating in the survey research component of the evaluation. Sometimes site visits needed to be scheduled with only a few weeks’ notice, resulting in local coordinators having limited flexibility in being “selective” in recruiting youth and parents.

In order to avoid having any youth or parents who were already predisposed to questions about drugs and the media, none of the participants in the baseline focus groups were recruited for participation in focus groups conducted during intermediate site visits. However, the researchers maintained continuity in terms of the particular area of the site included for the focus groups. For example, if a particular suburb was selected for all of the youth and parent nonurban focus groups at baseline, that same suburb was used again for the intermediate site visits.

The focus group data reported here reflect discussions with approximately 384 focus groups comprising more than 2,300 youth and parent participants.

2.3 DATA COLLECTION INSTRUMENTS

Key informant interviews were conducted using discussion topics and probes. Structured questionnaires were not used because of the need to have flexibility in the discussion in order to pursue additional topics that arose. In addition, an Office of Management and Budget (OMB)-approved instrument would not permit modifications and additional questions to be included, as necessary for the intermediate site visits. Appendix A provides the actual items included in the discussion guides that were used for interviewing key informants.

Focus group discussion topics and probes were developed for the youth and parent focus groups. A different format to the questions was used for elementary

students (e.g., they were asked less direct questions about drugs). High school students were asked questions about stress but the other youth groups were not. The parent focus group questions followed a line of questioning similar to that for youth but were worded in order to obtain parents' perspectives on the issues facing young people. When discussing sensitive subjects such as drugs, it was necessary to include some "warm up" questions about hobbies and free-time in order to make participants feel comfortable with the moderator and with sharing information in front of one another. For questions that addressed awareness of ads, informants and focus group participants were asked in an open-ended fashion to describe any anti-drug ads they could recall. They were not provided with a list of specific ads and asked to confirm whether they had seen the messages. The questions used in the focus groups and their underlying objectives are included in Appendix A.

2.4 MEDIA TRACKING

In Phase I of the Media Campaign, paid and unpaid anti-drug television advertisements and drug-related newspaper articles were monitored. The evaluation contractor tracked these media in target and comparison sites during the 3 months (October–December 1997) preceding the Media Campaign—the baseline period—and during the first 3 months (January–March 1998) following the Media Campaign—the intervention period.

For the television monitoring component of the analysis, a media monitoring and analysis company was subcontracted to track anti-drug ads aired on affiliates of the three major national television networks (ABC, CBS, and NBC), national cable WBN (Time-Warner cable), CNN, FOX, Univision, TBS, UPN, IND, and Telemundo (Spanish-language cable). The following five communities were not able to be electronically monitored: Boise, Sioux City, Tucson, Eugene, and Duluth. Attempts to collect advertising information from the stations manually, through monthly telephone interviews, did not yield reliable or complete data and, therefore, the data were not included.

Data were collected on the sponsor, frequency, gross rating point (GRP), day part, volume, content, market share, and estimated cost of anti-drug advertising appearing in target and comparison sites before and during the Media Campaign. Of these variables, only sponsor, frequency, and GRP were analyzed for this report. Day part, volume, content, market share, and estimated cost data require further verification and analysis. These data, along with some refinements in the sponsor and GRP data, will be presented in the final report of Phase I. The variables are described below.

Sponsor data— Sponsor data were separated into Campaign/PDFA and other drug ads in the monitoring of media activity. Other drug ad data were not divided by specific sponsors for Phase I because of the unreliability of sponsor identification. The Campaign/PDFA category includes any PDFA advertisements that were part of the paid Media Campaign as well as any other PDFA ads (e.g., PSAs that were part of PDFA's own rollout campaign) airing in the target and

comparison sites. Because imprinting of the ads designated as “Campaign” ads was not done, it was not possible to distinguish the Campaign ads from other existing PDFA ads. Verification of sponsor data will be completed in subsequent phases of the Media Campaign. For the Phase I final report, the analysis will attempt to further divide the Campaign/PDFA designation into Media Campaign paid ads, pro bono ads resulting from the Media Campaign, and naturally occurring PDFA ads placed as a result of ongoing organization activities. The verification of these PDFA ads must be completed using placement verification reports provided by television stations, which are not yet available.

Frequency—Frequency, or the number of anti-drug ads aired, was broken out by sponsor and reported in the aggregate form for all sites. Total frequency and changes in total frequency, before and during the Media Campaign, were analyzed within and across target and comparison sites.

Gross rating point—GRP is a standard industry estimate based on the A.C. Nielson television index and records of viewer diaries. Each rating point estimate reflects 1 percent of the target audience exposed to an ad. In this case the target audience is the viewing demographic group aged 12–24. The ads oriented to parents, typically ages 35–45, aired in the same prime time slots (day parts) as ads for the target audience of 12- to 24-year-olds. Therefore, monitoring of a separate audience including only parents was not required to determine their exposure to ads targeted to them. GRPs were broken out by sponsor and aggregated for each site before and during the Media Campaign. Changes in total GRPs from the baseline to intervention period are represented through a “rate.” Rate is the number of times an ad’s GRP increased or decreased during the Media Campaign period. It is calculated by dividing the intervention total GRPs by the baseline total GRPs. The total GRP and change in total GRP data were examined within and across target and comparison sites. Average GRPs could not be obtained for this analysis because inaccuracies in measuring individual ad GRPs were detected and are in the process of being corrected. However, in the aggregate form, GRP is a reliable estimate of audience exposure to the anti-drug message.

Day part—Day part indicates the time of day an advertisement aired. There are 10 time slots or “parts” of the day: early morning, daytime, early fringe, early news, kids, late fringe, late news, prime access, prime time, and weekend daytime. These viewing periods provide a critical measure of exposure because certain time slots reach a greater share of the target audience than others.

Volume—Volume is the total amount of airtime an ad received. It is calculated by multiplying the number of times an ad aired by the length of the ad. Ad length ranges from 10–60 seconds.

Content—Content or “type of drug” refers to the focus of the advertisement (i.e., drug-free marijuana, drug-free inhalant, drug-free heroin, drug-free cocaine, drug-free crack-cocaine, or drug-free unspecified.)

Share of market—Share of market provides a general estimate of the proportion of airtime drug prevention ads receive relative to other major social issues. These

other topics include heart health, lung disease prevention, general health, tobacco control and prevention, gun violence, environmental protection, and drinking and driving prevention. Frequency, GRPs, day part, and cost of placing ads were captured for these issues.

Estimated cost—Estimated cost is the value of buying particular advertising slots. It is based on GRP, cost-per-point, spot length, day part, program the ad appeared in, and other market and historical data. Average cost will be used to estimate the “importance” of the anti-drug issue to television stations as the Media Campaign progresses. A station’s willingness to place a drug prevention public service announcement (PSA) in a time slot that could otherwise be sold to a commercial advertiser (rather than placing the PSA in a commercially undesirable time slot), may reflect changing attitudes about the importance of the issue, either to the media organization or the community.

On a monthly basis, data were compiled on the variables cited above, in hard copy and electronic form. These data were reviewed for completeness, reliability, and validation. Quality control checks were also performed. Data were then reconfigured where applicable so that analyses of movement or change in media variables (e.g., frequency and GRP) could be conducted. This process is essential because much of television tracking data has been used only by industry analysts for purposes of monitoring political media campaigns and is untested against commonly accepted standards of social science research. The hard copy also included storyboards, which capture frames (in 4-second intervals) of advertisements that aired. These storyboards were used to verify the sponsor and content data.

Site-specific findings were tabulated and are presented in the target site profiles included in Chapter 4 (see Exhibits 4-2 through 4-13). Each target site is presented next to its designated comparison site, for a total of nine pairs. Although data are available on Austin, they are not included in the tables. Austin’s matching target city, Tucson, is among the five sites mentioned earlier that could not be electronically monitored. Because there is no basis for comparison, data on Austin are not being presented.

The newspaper monitoring component of Phase I involved identifying articles relating to drugs in each of the target and comparison sites, using a newspaper clipping service (Burrells), and two online services (Dialog and Dow Jones). The monitoring captured news reporting on illicit drugs exclusively; alcohol and tobacco were not included.

In each of the target and comparison sites, except Eugene, between one and six newspapers were monitored. Eugene newspapers were not indexed by the major news clipping services and, therefore, could not be monitored cost-effectively. Section 3.3.3.2 contains a list of newspapers selected for monitoring and their circulation.

Newspaper data were coded by type of article (i.e., feature, news brief, editorial, or announcement). These classifications were used to determine the “importance”

of a drug related issue (i.e., a feature article requires more resources to develop than a news brief or announcement, and therefore indicates that its topic is more important than topics covered by news briefs or announcements). Articles are being further coded by subject matter (e.g., law enforcement and crime, treatment, prevention, drug policy, etc.) and will be presented in the final report of Phase I. The content topics will be used as an indicator of the nature of community interest in drug issues.

Preliminary analysis of Phase I newspaper tracking data covers only baseline statistics on the frequency of newspaper reporting in all forms, except advertisements. The lag time required to accumulate the newspaper data has prevented development of pre-Campaign versus intervention period trends in this phase of the analysis. Intervention period trends will be available in the final report of Phase I. Exhibit 2-3 shows the range of newspapers tracked across the sites.

The chart presented in Exhibit 2-4 provides an overview of the specific PDFA ads that were intended to be aired in each of the 12 target sites for the Phase I Media Campaign. ONDCP used existing PDFA advertisements for the Phase I Media Campaign because they were already available. New ads will be developed purposefully for subsequent phases of the Media Campaign. The ads shown in Exhibit 2-4 refer to television ads. These were targeted for specific sites and at different exposure levels depending on the nature of the particular drug problem. The tracking data that are currently being analyzed will verify whether the 12 target sites actually ran the scheduled ads as planned by the Media Campaign implementers—this information will be available in the final report. A final note: some of these same ads may have been appearing in comparison sites but would have been aired as PSAs rather than paid ads.

2.5 ANALYSIS OF QUALITATIVE DATA

The data presented for the baseline results are based on an analysis of data from 24 site visit reports as well as 2 focus group transcripts from each of 12 sites. The detailed transcript analysis yielded identical trends that were noted from the site visit reports, which included summaries of the eight focus groups (two focus groups each of parents, high school students, middle school students, and elementary school students) conducted at each site. Hence, the transcriptions provide validation for the analysis that relied on site visit summary reports. These focus group summaries were prepared from the researchers' field notes, although tape recordings were used to fill in any gaps.

The intermediate results are based on an analysis of the site visit reports for the 12 target and 12 comparison sites prepared after the second wave of site visits. Transcript analysis of the intermediate focus groups was not completed for the present analysis but will be included in the final report. All site visit reports, presented in Chapter 4, include a summary of the findings learned from key informants and focus group participants.

Exhibit 2-3
Newspapers Selected for Monitoring
(Pre-Campaign Through Intervention Period)

City	Newspaper	Circulation	
		Weekday	Sat/Sun
Target Sites			
Atlanta	Atlanta Constitution	330,885	723,106
	Athens Banner Herald	62,000	36,000
	Gainesville Times	23,323	27,468
	Marietta Daily Journal	28,000	30,000
Baltimore	Annapolis Capital	48,000	50,000
	Baltimore Sun	320,986	483,971
	Frederick News	51,000	51,000
	Frederick Post	44,025	27,345
	Westminster Carroll County Times	23,500	23,500
	Washington Post	834,641	1,140,564
Boise	Boise Idaho Statesman	65,000	88,900
	Nampa Idaho Press Tribune	21,760	23,245
Denver	Boulder Daily Camera	35,000	47,000
	Denver Post	353,786	474,668
	Denver Rocky Mountain News	293,449	380,598
Hartford	Hartford Courant	227,792	316,058
	Manchester Journal Inquirer	49,252	49,252
	New Britain Herald	33,253	62,000
	New Haven Register	100,443	128,328
	New London Day	40,627	47,193
Houston	Houston Chronicle	549,856	740,952
	Galveston County News	29,845	29,845
	Angelton Times	4,100	N/A*
Milwaukee	Kenosha News	29,300	31,000
	Milwaukee Journal Sentinel	320,000	348,000
	Racine Journal Times	35,177	36,433
	Sheboygan Press	27,093	29,150
Portland, OR	Portland Oregonian	333,654	441,686
	Salem Statesman Journal	62,000	72,000
San Diego	Los Angeles Times	1,068,812	1,361,988
	San Diego Union Tribune	379,705	455,122
Sioux City	Des Moines Register	190,000	300,000
	Sioux City Journal	50,000	51,000
	Storm Lake Pilot Tribune	4,500	4,500
	Omaha World Herald	238,462	294,669
Tucson	Nogales International	5,000	N/A
	Phoenix Arizona Republic	365,979	559,116
	Tucson Arizona Daily Star	98,050	179,652

City	Newspaper	Circulation	
		Weekday	Sat/Sun
Washington, DC	Washington Post	934,641	1,140,564
	Washington Times	100,928	61,592
	Alexandria Journal	N/A	N/A
	Fairfax Journal	60,000	60,000
	Arlington Journal	9,000	9,000
	Frederick News Post	50,000	51,000
	Lanham Prince Georges Journal	30,000	105,000
	Rockville Sun	N/A	N/A
Comparison Sites			
Albuquerque	Albuquerque Herald	N/A	N/A
	Albuquerque Tribune	27,000	27,000
Austin	Austin American Statesman	175,000	243,000
	San Antonio Express News	235,002	401,895
	Houston Chronicle	549,856	740,952
Birmingham	Birmingham News	165,897	193,442
	Birmingham Post Herald	33,683	163,323
Dallas	Dallas Morning News	536,153	801,880
	Fort Worth Star Telegram	263,470	348,818
Duluth	Duluth News Tribune	58,000	60,000
Eugene	Albany Democrat Herald	N/A	N/A
	Roseburg News Review	20,726	21,156
Harrisburg	Carlisle Sentinel	18,000	18,000
	Harrisburg Patriot	102,060	174,827
	Lancaster Intelligencer Journal	43,283	43,283
	Lancaster New Era	48,437	48,437
	York Daily Record	43,000	72,000
Memphis	Memphis Commercial Appeal	210,000	290,000
	Memphis Daily News	50,000	N/A
Nashville	Nashville Banner	46,000	N/A
	Nashville Tennessean	148,000	280,000
Richmond	Newport News Daily	101,185	121,293
	Norfolk Virginian Pilot	201,236	239,085
	Richmond Times Dispatch	211,598	220,000
Spokane	Spokane Spokesman Review	121,254	150,000

*N/A = circulation data were not available

Exhibit 2-4
Percentage of Ads Targeted to Various Drugs by Site
(reported with specific ads by age group)

Drug type/ age group	Atlanta	Baltimore	Boise	Denver	Hartford	Houston	Milwaukee	Portland	San Diego	Sioux City	Tucson	Washington DC
General/ Marijuana	60	40	30	50	60	60	50	60	40	40	30	60
Pre-teens	Girlfriend Long Way Pot Head	Girlfriend Long Way Pot Head	Long Way Pot Head	Long Way Pot Head	Girlfriend Long Way Pot Head	Girlfriend Long Way Not YF-S	Girlfriend Long Way Pot Head	Long Way Pot Head	Girlfriend Long Way Not YF-S	Long Way Pot Head	Long Way Pot Head Not YF-S	Long Way Pot Head Girlfriend
Teens	Alex/StrA Free Ride Frying Pan Layla	Alex/StrA Free Ride Frying Pan Layla	Alex/StrA Frying Pan Layla	Alex/StrA Frying Pan Layla Rt Pas-ES	Alex/StrA Frying Pan Layla Rt Pas-ES	Alex/StrA Frying Pan Layla Rt Pas-ES	Alex/StrA Frying Pan Layla	Alex/StrA Everclear Frying Pan Lauryn Hill Sublime	Alex/StrA Frying Pan Rt Pas-ES	Alex/StrA Frying Pan Layla	Alex/StrA Frying Pan Rt Pas-ES	Alex/StrA Free Ride Frying Pan Layla
Parents	Deal Girl Int O'Connor	Deal Girl Int O'Connor	Burbs Girl Int O'Connor	Burbs Girl Int O'Connor Questns-S	Deal Girl Int O'Connor Questns-S	Deal Girl Int O'Connor	Deal Girl Int O'Connor Questns-S	Burbs Girl Int O'Connor	Girl Int O'Connor Questns-S	Burbs Girl Int O'Connor	Girl Int O'Connor Questns-S UnAct-S	Deal Girl Int O'Connor
Inhalants	20	20			20	20	20			20		20
Pre-teens	Drown-ES Noses-ES	Drown-ES Noses-ES			Drown-ES Noses-ES	Drown-ES Noses-ES	Drown-ES Noses-ES			Drown-ES Noses-ES		Drown-ES Noses-ES
Parents	UndYN-ES	UndYN-ES			UndYN-ES	UndYN-ES	UndYN-ES			UndYN-ES		UndYN-ES
Metham- phetamine			70	30			30		40	40	70	
Teens			Bugs 911 What Wld	911 What Wld			911 What Wld		911 What Wld	911 What Wld	911 What Wld	
Heroin	20	40		20	20	20		40	20			20
18- to 25- year-olds	JohnSt Teeth	JohnSt Teeth		JohnSt Teeth	JohnSt Teeth	JohnSt Teeth		JohnSt Teeth	JohnSt Teeth			JohnSt Teeth

Note: Descriptions of all these ads (e.g., "Girlfriend") are provided on the following pages.

Key: **S** = Spanish
ES = English and Spanish

Alex/StrA = Alex/Straight A's
Drown = Drowning
Girl Int = Girl Interview
JohnSt = Johnny Street
Long Way = Long Way Home
Not YF = Not Your Friend

Questns = Questions
Rt Pas = Right of Passage
UnAct = Unnatural Act
UndYN = Under Your Nose
What Wld = What Would It Take...

Exhibit 2-4 (continued)

The following are descriptions of scheduled Media Campaign ads as well as some additional ads being considered for broadcast.

911—This ad shows a solid black screen with various messages and emergency telephone numbers flashing across in white. The soundtrack has the voice of a young woman who has dialed 911 and is frantically pleading with an ambulance dispatcher to send help for a male friend who has overdosed on methamphetamine.

Alex/Straight A's—This ad begins with a close-up shot of a white male teenager who is speaking with a New York accent. He explains that "...Marijuana cost me a lot of things..." and that he was "...always a good kid..." but that he has abused marijuana, been thrown out of his house, and is now a "loser."

Burbs—This ad depicts a young, white boy skateboarding down the sidewalk of a typical suburban cul-de-sac. The adult male narrator says, "...Studies show that 40% of youth marijuana use occurs in the city. [Long pause.] Did you ever wonder where the other 60% is occurring?" The youth then hops off his skateboard and joins his buddy who is sitting on the ground near some bushes smoking marijuana. His buddy offers to share the marijuana cigarette; the skateboarder accepts and then proceeds to smoke it.

Ceiling Tiles—This ad shows a view of white ceiling tiles from the vantage point of a hospital bed which, the ad implies, is where one would end up after abusing certain substances.

Deal—An off-camera male voice is heard offering drugs to a young, primary-school aged African American youth on a playground after school. The boy forcefully responds "no"

several times. Then the boy's father appears on the scene and congratulates his son for the way he handled this staged, role-playing situation. They then walk off together.

Drowning (ES)—An adolescent white girl is sitting on the bed in her room and literally begins drowning from a deluge of water pouring down from the ceiling. As the water fills the room, the adult male narrator compares the practice of "sniffing" with drowning and argues that the chemicals ingested while sniffing provide a sensation mistaken for a "high" but which is, in fact, a result of reduced oxygen flow to the brain. The ad ends with the girl's bedroom filling with water and the girl, about to drown, attempting to escape by opening a skylight window.

Everclear—Members of the Everclear band are standing facing the camera in this ad as Art Alexakis, a 34-year-old band member, explains that he wasted 14 years of his life abusing drugs and that, as a result, he now has a chemical imbalance that he will have to endure for the rest of his life. He says that using drugs was stupid and advises against becoming "...another rock 'n roll cliché."

Free Ride—This black and white ad features a scene with an apparently wealthy African American couple driving a sporty car through their neighborhood, while the male narrator explains that some people would describe a life of drug dealing as a "free ride." The camera then shows a birds-eye view of a parked car. A young African American woman with a baby in her arms is sitting in the passenger seat. The woman and baby are shown through the crosshairs of a gun-scope which is aimed at a man leaning into the car window to talk to the woman. The man moves to the side and the ad

ends with the a view of the gun aimed at the baby.

Frying Pan—This black and white ad features a young white adult female who smashes an egg [which she uses to symbolize a brain] with a frying pan to illustrate the effect of using drugs. She then proceeds to smash dishes, a clock, and most of the contents of a kitchen with the frying pan to illustrate the damaging effect of heroin use on the user's health, friends, and ultimately entire life. When she finishes destroying everything in site, she says "Any questions?" as she stares into the camera.

Girl Interview—An off-camera adult female voice is heard asking a 5- or 6-year-old white girl sitting in a classroom several questions, such as how the girl should respond if she is approached by a stranger and what to do if she sees a friend playing with matches. The interviewer, impressed by her answers, then asks the child how she knows so much. She responds, "My mommy told me." The interviewer then asks her what her mommy has told her about drugs, and the girl's response is a blank stare.

Girlfriend—This ad is a close-up of an African American girl who is talking about her brother's struggle with the temptations of using and dealing drugs and the violence associated with the drug culture. The girl says that she wants no part of that lifestyle and that she wants to be a teacher. Voice-over narration by an adult female closes the ad by saying "Girlfriend...you are beautiful."

Exhibit 2-4 (continued)

Lauryn Hill—Fugees band member, Lauryn Hill, stands on a city sidewalk in this ad, wearing yellow-tinted sunglasses. She explains that as she enters motherhood she does not want to have drugs in her life.

Layla—A Latina teenager is featured in this ad talking about how she started out using marijuana and alcohol but that eventually these drugs were not enough. Marijuana and alcohol served as an “open door” for her to other harder substances, such as PCP, and angel dust. She concludes by saying that using these drugs “...was stupid.”

Long Way Home—This black and white ad narrated by an off-screen adult male portrays a primary school-aged African American child named “Kevin Scott,” who appears to be running home from school and trying to elude a drug dealer and other negative influences on the street. The ad ends with the off-screen narrator advising Kevin and other youth like him to “...never give up.”

Noses (ES)—This ad is a cartoon narrated by *Monty Python* alumnus Eric Idle who has humorous names for different kinds of noses, including “Schnoz,” “Ski Slope,” and “Booger Factory.” The accompanying animation illustrates all of these characterizations of the nose. The narrator then admonishes against sniffing chemicals, while corresponding animation depicts a nose tied to a brain with a river of toxic/poisonous substances (depicted as skull and crossbones icons) flowing into the nose. The ad ends with a drawing of a coffin, suggesting the “the brain” died.

Not Your Friend (S)—This ad depicts a male Latino teenager aggressively

encouraging a younger Latino boy to smoke marijuana. The younger boy refuses by firmly saying “no” several times and then walking away.

O'Connor—In this ad, a camera pans a generic living room complete with framed pictures of a teenage male, as Carroll O'Connor (a.k.a. “Archie Bunker” of the television show *All in the Family*) describes how his son got involved with drugs and subsequently ended his life. He advises “...Get between drugs and your kids any way you can...if you want to save the kid’s life.”

Play-By-Play—This ad illustrates how a suburban, white, pre-teenage boy declines an offer of drugs on the street. The boy’s “moves” are illustrated on-screen by a TV sports chalkboard method. Two adult male “sportscasters” are heard as voice-overs describing the boy’s play-by-play moves to elude the drug offer.

Pot Head—This ad, a cartoon narrated by actor John Cleese, shows a scraggly male head getting hit repeatedly with a pot while the narrator describes the “head” as becoming “stupider and stupider.”

Questions (S)—This ad depicts different youth on the street using different types of drugs. The camera focuses on one of these youth being covered by a sheet as he lies dead on the ground. The ad concludes with a woman holding a photo of a child, possibly her own, who died of a drug overdose.

Right of Passage (ES)—This ad features a Latina teenager named “Maria” who walks through city streets where several individuals tempt her with drugs. A friend who has been

waiting for her gives her a big hug at the end of her walk. The ad implies that she has once again withstood the temptation to use drugs.

Sublime—This ad features the wife of Brad Nowell, the late lead singer and bandleader for the pop-ska band Sublime who died of a heroin overdose. She is holding their young child who is reciting his ABC’s in a sing-song fashion and saying that both she and the baby miss Brad very much; she advises “...don’t let anyone miss you.”

Teeth—This black-and-white ad depicts the effects of heroin on a young white woman, possibly a model, who slowly morphs into what she might look like, says the narrator, if she were to continue using the drug. Her overall appearance deteriorates, her face becomes pale and extremely bony, her eyes become dull, and her hair thins and loses its luster. Finally, she removes her false teeth.

Under Your Nose (ES)—The camera pans the contents of a generic household’s kitchen cabinets and cupboards to reveal all of the household products which, advises the male narrator, might be products children are using to sniff and “get high.” The narrator recommends that parents talk to their children about drug abuse, paying particular attention to those household products that have always been “right under your nose.”

Unnatural Acts (S)—Several pairs of animals are shown in the wild behaving as they normally would. Toward the end of the ad the camera focuses on a young girl who looks very sad and lonely.

The volume of textual information gathered from extensive key informant interviews and focus groups was significant. For the present report, 48 site visit reports and a sample of verbatim baseline focus group transcripts were systematically analyzed using the NUD*IST (Non-numerical Unstructured Data Indexing, Searching, and Theorizing) software. Using NUD*IST, a team of analysts created a logical, hierarchical code/node structure that addressed the major content and thematic areas to be analyzed. In this structure, each separate content or thematic area has its own unique place in the hierarchy. The code structure helped analysts create unique topical/thematic niches where text units from the analyzed documents could be coded (a single text unit is frequently assigned more than one code) and aggregated along with all other similarly coded text units. These similar patterns were then summarized in the narrative text of the current report. Appendix A includes specific details about the definition of codes, inter-coder reliability, and the node structure for analysis of qualitative text data.

2.6 FORMAT FOR PRESENTATION OF FINDINGS

The findings from the qualitative research conducted during baseline and intermediate site visits, as well as the media tracking findings, are presented in Chapter 3. Baseline findings from youth focus groups in both target and comparison sites are reported to characterize the sites as a whole prior to the Media Campaign. These results are presented in aggregate form. Baseline findings are next reported for parents, followed by community findings.

Following the baseline findings, results from the intermediate site visits are presented to show the early findings that were emerging after the Media Campaign had been implemented for 8 to 10 weeks. The intermediate data are not intended to serve as a “post” measure or followup; rather, they offer a glimpse of some preliminary findings after early exposure to the Media Campaign. The intermediate findings are reported for the 12 target sites only, in aggregate form.

Preliminary findings of the media tracking data are presented next. Summary information on media activity is reported for the 3-month period prior to the Media Campaign and for the 3-month period after it had been implemented.

In Chapter 4 site-specific findings are presented for the 12 target sites. These site-specific results provide a discussion of how each site looked at baseline, and then describe any changes in the community 8 to 10 weeks later. The site-specific summaries include exhibits that show how each target site’s findings at baseline compare with those of its paired comparison site. Other site-specific results from intermediate site visits are presented for the target sites only. The kinds of data in the site-specific reports may differ from one to the next because results are presented in terms of how the information was reported to the research team (e.g., key informants at one site may have described a pattern for youth in general rather than for specific ages of youth).

Throughout the report efforts have been made, where necessary, not to reveal specific site identifiers when particularly sensitive statements were made that could be potentially harmful or embarrassing. Researchers promised all respondents that care would be taken to protect their confidentiality.

3. RESULTS

This section compares changes reported from the baseline site visits to the intermediate site visits (occurring 3 months later) in the 24 sites that participated as target and comparison sites during Phase I of the ONDCP Youth Anti-Drug Media Campaign. These changes relate to awareness of drug problems; attitudes, norms, and behavior regarding drugs; media influences on youth; and awareness and understanding of the Media Campaign. These findings are based on focus groups with youth and parents and interviews with community key informants.

Baseline findings, reported by youth, parents, and community key informants, describe the drug problems in all target and comparison sites before the Media Campaign was launched. Intermediate findings obtained from the same informants 3 months after the Media Campaign was launched are then presented.

Summary of baseline findings for youth—Opportunities for drug use were increased by the easy availability of drugs through peers, siblings, and adult family members. Free-time and organized activities served contradictory functions: they protected youth by keeping them constructively engaged, but they also provided occasions for drug use. Although activities such as sports and TV watching were common among youth at all sites, the variation in what was available to and engaged in by youth in their free and structured time was affected by age, SES, ethnicity, and local community resources. Peer group attitudes, norms, and behaviors regarding drug use also varied by age and ethnicity, but across all groups youth gave the impression that drug use was common, starting by fifth grade. Youth varied in their assessment of why drug use starts and disagreed about the role of peer pressure. They often were unsure about the long-term physical effects of drug use but were well-aware of associated high-risk behaviors—especially drunk driving—and commented on the consequences of these behaviors in detail. Youth often said that norms have changed since their parents' generation, and they saw parents, and especially teachers, as ineffectual role models. Awareness of anti-drug use ads cut across grade levels and communities, with marginal differences between target and comparison sites; youth in target sites recalled a greater number of different ads. Comprehension of ad messages and reaction to them varied by age group, with younger children finding ads harder to understand and more troubling and teenagers being more knowledgeable but also more cynical. The chief sources of information on drugs were the school, home and family, the neighborhood, and the media; there were no discernible differences between target and comparison site findings. While youth saw school and parents as their primary sources for anti-drug messages, those were also sources of mixed messages and, indeed, of exposure to drug use. The neighborhood as a source varied by urban or non-urban location, with urban areas having more visible, public drug use. High school students reported many sources of stress, with school pressures, family conflicts, and peer relationships ranking highest. They disagreed on whether stress leads to drug use, but those who thought it did named cigarettes, alcohol, and marijuana as the drugs used

most often. The major media influences were TV and movies, followed by radio, music tapes and compact discs, and videos. All youth regarded the media as conveying mixed messages on drugs, noting that anti-drug ads and beer commercials often were aired back-to-back; they asserted that, in general, TV condoned drug use and violence. Youth were sensitive to the age-related features of ads and made suggestions for more effective use of media.

Summary of intermediate findings for youth—In discussing their exposure to messages that encouraged drug use, youth mentioned heavy metal bands and rock stars popularized by the media, their peers (whose messages were deemed more powerful than those of the media), family (especially parents who used drugs themselves), and the neighborhood (especially inner-city street activity). In target sites, youth's awareness of anti-drug ads—their increasing frequency and variety—was nearly three times that of youth in comparison sites; older youth remembered more ads and understood them better than did younger youth. The impact of anti-drug ads varied by age group in both target and comparison sites: elementary-school-age children found the ads scary, and they worried that certain ads might persuade other children to experiment with drugs. Middle-school-age youth had mixed responses (i.e., responses ranging from scary to funny to ineffectual). High-school-age youth were most strongly influenced by graphic depictions of real situations and their negative consequences. Only a few of the youngest children had discussed the ads with parents, teachers, or peers. High school students at comparison sites had responses that were somewhat more negative to the anti-drug ads they were viewing in their areas (i.e., PSAs) than did target site youth. In sharing their perceptions of the effectiveness of anti-drug ads, youth in both target and comparison sites and across all age groups expressed mixed views and qualified responses; they saw the ads as being useful for some categories of people (e.g., those who had not started using) but not for others. Older youth concurred that peers were more influential than media messages. The ideas mentioned most often for new ads or improvements to existing ads concerned ad content: students of all ages recommended the use of “realistic” and “graphic” ads—those showing the effects of drug use on the brain and the body, as well as on friends and family. Youth suggested having more ads at times when they are watching TV and at places they frequent, using local people and scenery more often, and showing a wider variety of youth, in terms of their ethnicity, dress, and activities. Students' perceptions of the cultural relevance and credibility of ads suggested that ads should depict situations involving persons of different races and use ethnic actors to help viewers identify with the scenes being portrayed. Youth deemed media ownership less relevant than program content.

Summary of baseline findings for parents—Parents' perceptions of children's knowledge of drugs closely paralleled youth's perceptions. Parents generally agreed that their children knew more about drugs and drug availability than they did, but they added that children were not adequately informed about the risks of drug use. When parents shared their perceptions of children's opportunities for using drugs, they generally saw organized activities as desirable protective factors and were unaware of how those activities provided venues for use. Parents in all sites agreed on the importance of their role in talking to their children about drugs; most parents believed that they took their role seriously but recognized that

for some—especially single working parents—it was difficult and that it becomes more difficult as children grow older. In all sites, parents' perceptions of stress among high-school-age students closely paralleled those of the students themselves. Ethnic minority parents also noted the stress of being marginalized; many parents empathized with the level of stress on their children, which they believed was higher than the level of stress on people their own age. Parents saw the influence of TV ads on their children as mixed; some of the ads were useful tools for teaching their children but some parents switched channels because they did not want their children seeing graphic ads. They concurred with their children that corporate pro-drug commercials (especially those for beer and tobacco) overwhelmed the anti-drug messages, and they offered many constructive suggestions for messages that would more effectively reach their children.

Summary of intermediate findings for parents—With few exceptions, parents in target sites reported a high level of awareness of anti-drug ads on television, including those in Spanish. Parents rarely remembered channel or sponsor identifications, but most had good recall and understanding of the ads' messages. Many parents appreciated the frequency and regularity of the ads. Comparison-site parents remembered fewer ads than did target-site parents but some expressed approval of their content. Regarding perceptions of the impact of anti-drug ads, parents in four target and four comparison sites said the ads had not changed their ideas but the ads had stimulated them to discuss drug use with their children. They appreciated the opportunity for better communication within the family. Regarding their perceptions of the effectiveness of anti-drug ads, many target-site parents said the ads could be helpful, especially those that focused on parent-child communication; others were skeptical that ads could change their thinking or compete with the pro-drug messages. Comparison-site parents were more pessimistic about the frequency and effectiveness of the ads than were target-site parents, and they also felt that anti-drug use ads could not effectively counter the media's glorification of drug use. They stressed the importance of parental involvement, communication, and responsibility in relaying anti-drug messages. Parents in almost all focus groups had ideas for new ads or improvements to existing ads that centered on being "realistic," "graphic," and showing the consequences of drug use. Additional suggestions were to include local youth and programs in ads; educate parents about the warning signs of drug use and about specific effects of drugs; highlight local anti-drug programs and youth successes; and help parents and youth communicate better. An Hispanic parent suggested that ads should show how drugs affect the whole family. Parents were wary of using famous personalities, perceiving that many had drug problems themselves. Parents' (and youth's) perceptions of the cultural relevance and credibility of anti-drug ads focused more on program content and presentation than on media outlet ownership. All parents advocated using ethnic minority role models and producing more ads in ethnic languages.

Summary of community findings at baseline site visits—Community members at almost every site, in both urban and non-urban areas, reported a serious youth drug problem. Alcohol, tobacco, and marijuana were the drugs used most frequently, and all were considered to be readily available. Youth drug use was deemed to be increasing, with sites having distinctive patterns of favored

drugs. Drug choice also varied by age group and SES; some sites had distinctive patterns of use that differed for urban and non-urban areas. Ethnic group differences in use and attitudes emerged at a number of sites. Overall, it appeared that youth were using drugs at increasingly earlier ages. Drug cartels and international syndicates were in evidence at several sites, and drug dealing was widespread. In nearly half the sites, some of the adults minimized the youth drug problem, in some cases viewing the use of marijuana or alcohol as a rite of passage or a fad. Parents' attitudes ranged from awareness to naïveté to permissiveness, partly because of their own current or previous drug use. Parents being away from home was a complicating factor in their children's use of drugs.

Among anti-drug activities, every site had local coalition efforts underway. D.A.R.E. was the most commonly cited outreach program; the GREAT program and the Safe and Drug Free Schools Program also were mentioned frequently. Many sites had in-school drug education components. Almost all had a variety of support groups, counseling services, and other outpatient treatment modalities; inpatient treatment, however, was not easy to obtain. Many sites operated local programs related to job readiness and leadership development; a number of sites had "youth protective" programs that had drug use prevention as one of their implicit goals. Recent key local events varied widely by site, from local and State policy efforts to highly publicized drug-related crimes and deaths. Several sites had their own local media activities before the ONDCP Media Campaign began; television, radio, billboards, and newspapers were the major media for disseminating anti-drug information to the public.

Summary of community findings at intermediate site visits— Respondents from almost all sites reported changes in the contextual conditions in their communities that resulted in the drug problem remaining in the news, including arrests, stings, drug-related deaths (including child-abuse deaths) and drive-by shootings. There was a growing recognition that drugs are not confined to inner-city neighborhoods and that all youth are vulnerable; several sites targeted their increasing incidence of methamphetamine and heroin use. The Milton Creagh campaign was the main concurrent anti-drug activity in a number of sites. Several target sites and a few comparison sites have recently become involved in anti-drug initiatives, including prevention and treatment modalities and media campaigns; some of these are school-based while others are run through local churches and community organizations. In general, more anti-drug initiatives were found in target sites than in comparison sites; community rollout or other activities to support the ONDCP Media Campaign were reported in all but two target sites. Characteristics of the activities and responses to them varied by site; some were tied to other national programs (e.g., the Bill Moyers series) and others were generated locally. A number of target and comparison sites planned public education activities around those broadcasts. While reporting their community's response to the Media Campaign and expressing ideas for new ads, key informants stressed that ads should spare nothing in their portrayal of the destructive effects of drug use, feature local—not national—celebrities, be more realistic, have shock value, and portray positive parent-child interaction. Many ideas for improved placement of ads also were mentioned. In relating evidence they had learned from other members of their community and from their

observations on the cultural relevance/credibility of anti-drug ads, informants were divided on the issue of minority-owned outlets; most said that the message mattered more than the outlet. Key informants favored portraying local drug issues and using local celebrities. Some minority informants felt that certain Media Campaign ads were culturally insensitive. Media informants indicated that most PSA decisions were based on commitment to local priorities, values, and current issues—in many cases, children and health. Almost all responses to the ads were positive; the few negative responses reflected a concern that the ads might encourage youth to try drugs. Every community had a sizable list of public service priorities, including education, literacy, violence, teen pregnancy, STD and HIV awareness, and infant mortality.

3.1 YOUTH FINDINGS

The following three sections present detailed baseline findings based on focus groups with youth and parents and interviews with community key informants prior to the launching of the ONDCP Media Campaign.

3.1.1 Baseline Findings for Youth

This section presents baseline findings for all target and comparison sites on youth attitudes, norms and behaviors regarding drugs, as well as media influences on youth.

3.1.1.1 *Youth Attitudes, Norms and Behaviors Regarding Drugs*

Focus group youth shared a wealth of information about their attitudes, norms, and behaviors regarding drugs. The overall pattern of findings among youth in the three age groups (elementary school students, middle school students, and high school students) in the target sites was very similar to the pattern for youth in the comparison sites. The site-specific findings for each target site along with those for its matched comparison site are reported in Section 4. This section presents the results for target sites as a whole, as well as aggregate results for the comparison sites.

Access to drugs—The issue of access was important in understanding youth's opportunities for drug use. Across numerous target sites, youth talked about how easy it was to obtain drugs. Youth in comparison sites said the same thing. Youth attend more social events and parties as they get older, and they reported that these events are often occasions for "getting high." Drugs also are available in and around middle and high schools. Youth often said that they obtained drugs from older friends, siblings, and adults. For example, a young person may go to a liquor store and ask adults—maybe even older-looking teenagers or homeless persons—who are nearby to purchase alcohol, offering cigarettes as payment. Older friends sometimes reserve hotel rooms for parties, and siblings returning home from college occasionally had parties at which drugs and alcohol were readily available. Youth often obtained alcohol at drive-through liquor stores where "they

don't even card you." Although a person must be over 18 to enter an "under-21" club, non-urban high school students at one site explained that they could get served if they "made arrangements beforehand." Furthermore, many high school youth in both urban and non-urban areas reported that proprietors of adult clubs did not always check for proof of legal age.

Use of free time and organized activities—During the baseline focus groups, youth were asked how they spent their free time (i.e., unsupervised time before or after school, in the evening, on the weekend, or during the summer) and what kind of organized, supervised, outside-of-school activities they engaged in. The questions focused on how these activities served as protective factors or as opportunities for using drugs.

- *Free time*—While some free-time activities such as watching TV, doing homework, and "hanging out" with friends were common to all youth, others were structured by age group, urbanicity, local site context, and ethnicity. Target sites as a whole were very similar to comparison sites as a whole.
- *Age group differences*—Youth in the 4th–6th grade focus groups mentioned doing homework, watching TV, reading, going to friends' houses, participating in sports, and playing with their pets. The 7th–9th graders talked about "hanging out," bicycling, playing video and other games, watching TV, phoning friends, going to the mall, attending slumber parties, participating in sports, doing homework, searching the Internet, and playing with their pets. The 10th–12th graders mentioned attending parties, dances, and sports events; "hanging with friends"; going to clubs or to the movies; driving around; participating in school clubs and bands; "raves" (a party where drugs are used); playing video games or pool; listening to music; and practicing a musical instrument.
- *Urban/non-urban differences*—Non-urban communities, which were more likely to have a middle-class population than were center-city urban areas, appeared to have more community and family resources than did urban communities, thereby allowing their youth to engage in more types of activities. For example, non-urban youth mentioned using computers much more often than did urban youth, although some urban youth reported that they had access to computers at youth centers. Non-urban youth also reported that they were heavily involved in preparing for college and completing their college applications. Non-urban youth often used their homes as bases for activities, while urban youth used Boys and Girls Clubs or recreation centers. Urban youth and some non-urban ethnic minority youth reported spending free time at relatives' homes, indicating the importance of their ties to extended families.
- *Site-specific examples*—Certain sites had rather striking profiles. In San Diego, youth of all ages mentioned that they had no place to go besides the Boys and Girls Club and the mall. Young people in Sioux City mentioned a number of activities but still complained that there was "no place for youth to hang out." At other sites, youth in both urban and non-urban groups

mentioned no activities or places to go other than a friend's house or the movies, often saying, "There is nothing to do!" By contrast, urban Milwaukee 4th–6th graders described numerous activities—many of them church- or family-centered. San Diego non-urban 4th–6th graders explained that their free time was spent in activities within their extended families on both sides of the Mexico-U.S. border.

- *Examples of ethnic differences*—It was not always possible to discern ethnicity (researchers did not ask participants to report their ethnicity), but some youth groups in Milwaukee consisted entirely of African Americans and some of the focus groups in San Diego consisted entirely of Hispanics. Variability in the way ethnic minority youth use their free time may be important and it is possible that the extended families of African Americans and Hispanics are providing a protective factor. It was striking that evidence of few activities or "nothing to do" came from focus group participants in predominantly white neighborhoods in sites such as Portland and Sioux City.

Free time as an opportunity for drug use—Most middle school students did not have jobs during afterschool hours, and those that did work had part-time jobs such as babysitting, delivering papers, or mowing lawns. Some middle school students reported that they were involved in community service. Those who were not doing well at school said they might "ditch school," and a few became involved in gangs. Middle school students said that, at their age, they had more unsupervised free time to become involved in social relationships with the opposite sex and to attend teen clubs or dances. They sometimes attended parties where drug experimentation occurred. Some parties were well-supervised by parents and alcohol was not available, but other parties were unsupervised and alcohol was available. Middle school students from four of the sites explicitly said they were aware of other youth using drugs at parties.

High school students had more opportunities and more constraints. They had greater freedom to initiate their own activities or spend time with their friends, and they often had cars for transportation. However, they often were very busy with part-time or summer jobs or community service work at hospitals or churches. As a result, they watched less television than younger youth. They also were involved in social relationships and attended clubs and parties. High school students also had to confront financial and transportation barriers as they planned their free time.

High school focus group participants at 15 sites (6 target sites and 9 comparison sites) indicated that either they or their friends had been involved with drugs, but it was rare for youth to say directly (i.e., without a probe about drugs) that their free time provided opportunities for drug use. When the Baltimore urban 10th–12th graders were listing their free-time activities, only one made a direct mention of drug involvement ("getting high"). Most of the drug use among high school students appeared to take place in private. Both middle school and high school students may have been discouraged from spending time at malls by anti-loitering laws or by curfews for those 17 years old and younger.

The few unprobed mentions of alcohol or drug use were mentioned when youth were discussing their attendance at parties. Some parties took place at the students' homes, when the parents were away or asleep. Some parties were held with the parents' tacit awareness. Other parties were held at clubs. At one site, non-urban 10th–12th graders reported that their parents allowed drug use and even purchased the alcohol for their parties. One urban high school focus group participant talked about parties where “some kids like to get high, go on drive-bys, and shoot at houses—rival gang houses.” During a break in a non-urban middle school focus group, two boys laughed about “my hemp farm” and “my microbrewery,” saying “it’s a party everyday.” But in most target and comparison sites, the youth concurred that attendance at parties had more to do with peer membership or interest groups than whether drugs would be available. While youth were aware that some parties had drugs and alcohol present, that was not the drawing card. “You hear about them, but don’t go; I don’t go because I don’t know anyone there” (Sioux City urban 10th–12th grader).

Urban and non-urban differences in opportunities for drug use—Non-urban youth cited opportunities for drinking and drug use at unsupervised parties or at parties where parents turned a blind eye, at “field parties,” and at “parties in the woods.” Non-urban parents and community members also mentioned such social events because they frequently were associated with accidental deaths due to drug or alcohol overdoses or to driving under the influence. Another venue for drug use among older youth was the “hotel party,” which was mentioned mainly by non-urban high school students as an opportunity for unsupervised “partying” involving drugs and sex. An older-looking student or an older friend typically would obtain a hotel suite for the group’s use.

The most common places for drug use by non-urban youth were friends’ houses when parents were absent or unaware, parking lots, parks, skateboard parks, bike trails, and empty buildings. The most frequently mentioned place to use drugs was school—walking to and from school, the school parking lot, the school bus, school locker rooms, bathrooms and hallways, behind school buildings, in empty gymnasiums, or in other areas of the school. School athletic events also provided opportunities to buy and use drugs, even when parents and teachers were present.

Urban youth reported similar opportunities for drug use, with the exception of parties in fields or woods, with the streets and the neighborhood being mentioned most often. Inner-city African American youth were wary of parties at houses of people they did not know because they feared violence. Otherwise, urban youth mentioned the same venues as non-urban youth: friends’ houses when parents were away, clubs, hotel rooms, neighborhood streets, parking lots, school parking lots, and the school building itself. The patterns that emerged for urban and non-urban youth were similar for both target and comparison sites.

Organized activities—Several types of organized activities were reported across age groups and for both urban and non-urban areas: church activities; afterschool programs, including Boys and Girls Clubs, the YMCA, and community recreation centers; sports activities through schools or community programs; extracurricular school activities, such as clubs or cheerleading; and community service or

volunteer activities. Some activities, such as sports or church activities were time-consuming because they required participation several times per week. There also were seasonal programs (such as Bible study classes) that occurred only during the summer. Jobs were mentioned in the context of free time, especially in urban areas where many older youth have full-time jobs; most of the jobs were occasional or part-time and were held by middle or high school students.

As with free time activities, organized activities showed differences by age group, urbanicity, SES, site-specific conditions, and availability of activities. Additionally, there were some ethnic differences in organized activities reported by African American and Hispanic youth.

- *Age group*—Washington, D.C., high school students pointed out that most Boys and Girls Clubs and Police Athletic League programs were targeted to pre-teens and young adolescents. Hence, 15- to 17-year-olds were left with little to do. Urban high school students in Birmingham reported that they had the opportunity to become involved in civic improvement activities such as the Mayor's Youth Advisory Board or international student exchange programs.
- *Urbanicity and SES*—Students from the inner-city areas pointed out that securing full-time employment in an urban area was important for supporting oneself, whereas non-urban youth were looking only for additional income. In more affluent areas (urban or non-urban), families had more resources and thus could afford to enroll their children in computer classes, gymnastics programs, or ballet, ice skating, music, or drama lessons.
- *Ethnic group*—There was significant variation among ethnic groups across sites regarding the types of organized activities available to them. For example, African American high school students in Baltimore and Nashville mentioned jobs, and younger African American and Hispanic groups in Milwaukee, San Diego, and Phoenix organized their lives around attending church, Sunday school, and other church-related activities. There also were differences in geographic and economic contexts and the activities available at particular sites. For example, downhill and cross-country skiing were common in Duluth, fishing was popular in Eugene and, in rural Iowa, middle school students often were expected to work on their family's farm.

When asked about organized activities, middle and high school students—both urban and non-urban—at nine sites complained that there was “nothing to do.” A non-urban high school student at one site said “Kids today have more free time—there is nothing to look forward to—nothing to keep them away from drugs.” Related complaints pertained to a lack of summer jobs or youth activities. An urban high school youth reported that there used to be “teen nights” sponsored by the YMCA and tickets were only \$2.00; however, fights often broke out, so these events were discontinued.

Organized activities as opportunities for drug use—The reason for asking youth to describe their organized activities was to learn if these activities offered

protective factors or opportunities for drug use. A common presumption is that organized activities would serve as protective factors for youth (e.g., keeping them supervised or too busy to begin experimenting with drugs). Many focus group participants indeed reported that involvement in organized activities protected them from using drugs or other illicit activities, and they valued such activities for this reason. Students in several urban sites, including Washington, D.C., complained that there were not enough positive structured activities available.

Other high school and middle school students had mixed views about the protective quality of organized activities, and they mentioned that often there is a relationship between participation in sports and drug use. Middle school students in non-urban Baltimore and urban Portland focus groups recognized that if a student was caught using drugs or drinking he or she would be dismissed from the sports team. Being on an organized team also encouraged students to get good grades. However, non-urban Baltimore middle school students reported that the team parties held after games were a major source of peer pressure for abusing alcohol. Non-urban youth at other sites noted that drugs were available at organized sporting events, and they were aware that some good athletes used drugs and might not be punished if they got caught.

One urban high school student explained that the idea of keeping young people out of trouble through organized activities really depended on the person. He said, "If a person wants to get in trouble, he will find time and do it anyway, despite how busy he is." This theme was reported as well by middle school students who pointed out that the types of activities youth are involved in also depended on who their friends were, where they lived, the kind of parents they had, and how much they enjoyed their home life.

Only one young person in a non-urban high school focus group specifically mentioned personal drug use through an organized activity, such as a youth group, where drugs and alcohol were present. As this youth described it, "...it's fun. I mean there's nothing wrong with it." In many other focus groups, high school students mentioned that organized sports provided opportunities for using drugs, either before or after practice, at games, or during travel to competitions. For example, high school athletes who participated in the urban and non-urban focus groups at one site indicated that their being involved in structured sports activities gave them easy access to drugs. They consistently reported that in an athletic or team setting, drug use was seen as a necessary part of belonging to the group.

In summary, youth in all sites reported that organized activities served as a protective outlet for some, but some activities, such as competitive team sports, also presented opportunities for buying and using drugs. Group activities for which there is peer pressure for membership and acceptance may provide some youth (who might otherwise not come across drugs) with access to drugs and alcohol. Jerry-Szpak and Brown (1994), researchers at the Department of Behavioral Studies at the University of Missouri, have reported the incidence of alcohol use among youth who participated in structured athletics.

Peer group attitudes, norms, and behaviors related to drug use—The following sections analyze youth's statements about their own attitudes, norms, and behaviors regarding drug use.

- *Attitudes and norms*—It is not possible to make a rigid distinction between attitudes and norms related to drugs. Youths' attitudes generally related to the availability and early use of drugs and to types of drugs; their normative statements cluster around the issues of why young people start using drugs, why they do so despite awareness of the dangers, and what makes it possible for them to resist drugs.

Many students conveyed the attitude that drugs are common and that drug use starts early. For example, non-urban high school students at one site said that drugs were everywhere—at school, at parties, at social events and, for some, at home. Across target and comparison sites, middle school and high school students talked about the easy accessibility of alcohol and drugs. In 15 of the sites (6 target sites), focus group participants said that either they or their friends had used drugs. The most commonly mentioned drugs were alcohol and marijuana. Middle school students at one site reported they had easy access to prescription drugs, tranquilizers, and painkillers, and non-urban middle school students in another site indicated they used Ritalin without a prescription. Middle school students said that drug use begins early, by the fifth or sixth grade. Non-urban middle school students in focus groups at a few of the sites mentioned that students often talk to one another about drugs—about the specific drugs they should try and their effects. Mention was made of “druggie” and “non-druggie” crowds.

- *Youth views on drugs*—In one site, 4th–6th grade students expressed strong opinions against food stores selling tobacco products. Some youth wanted to see more smoke-free zones, and they recommended that parents not smoke in the presence of their children. Non-urban middle school students at another site were angry that youth under 21 were allowed entry into local bars, even though they cannot purchase alcohol. Marijuana was the one drug for which students, particularly high-school-age students, consistently expressed their views. Some felt that it was not as harmful and was more acceptable than other drugs. They said they liked it because it was accessible, cheap, and transportable; it was easier to cover up its use or effects; and it helped them to focus and to relax. For example, one high school student said, “Smoking pot is a different kind of intoxication [compared to alcohol or other drugs]. I’m safer when I drive [a car] high than when I’m sober. I mean I am actually more focused. I mean more than I normally would be.”
- *Reasons for use*—Youth in the Atlanta urban 10th–12th grade group offered the following reasons for young people starting to use drugs: “they think it’s cool,” “they don’t care about anybody,” “they see what people on the street have, and they want the money to buy that,” and “kids look up to people who sell drugs.” Youth from focus groups conducted at other sites gave the following reasons: to be different from their parents who were seen as “too good”; to be like other members of a sports team (urban 10th–12th graders);

because they see friends do it and want to try; out of curiosity; to feel good, and to relieve stress (urban 10th–12th graders); “only a little, every day, to keep calm—not to get crazy” (urban 10th–12th graders); and because it “looked cool and everyone in my family smoked [cigarettes], except my mother; she grounded me” (non-urban 4th–6th grader). Other reasons for using drugs were that there was “nothing else to do” or that drug use “makes everything, even the ordinary things, seem fun.”

Some students perceived that the way children were raised or the environment they were raised in offer explanations for drug use. Many young people believed that society’s values have changed since their parents were raised (e.g., they perceived that people no longer care about or show respect to one another). They also felt that youth lack role models. Some students reported that attitudes about drugs and violence have worsened in the past 5 years and cited examples of people using drugs “right out on the street.”

Peer pressure often was cited by high school and middle school students as the reason for drug use. A Portland high school youth said, “They think bad things will happen to other kids, not themselves. Kids want to be cool and fit in, no matter what the risk.” An urban high school student in another site said that it was a status symbol to have the smell of drugs on one’s clothing, that it resulted in peer approval. However, a middle school student from another site reported that more youth claim to use drugs than actually do because they are trying “to be cool.” An urban high school student spoke against peer pressure as a reason for drug use, stating “it’s basically a mind thing. People do what they want. It has more to do with what they want to do themselves than with what other people say.”

- *Dangers of drug use*—Youth of all age groups in both target and comparison sites were fully aware of the dangers of drug use. One of the youngest groups offered a page-long list of dangers (San Diego non-urban 4th–6th graders). Middle school students in other sites recognized that drug use can kill brain cells, ruin one’s ability to participate in sports, and lead to patterns of addiction and stealing. Youth also cited tragedies that resulted from drug use, such as deaths in car crashes. However, one urban high school student perceived that youth of all ages lack awareness about the consequences of drug use and alternative ways to ease stress and pain.

Youth offered several reasons why ‘some people’ (never themselves) use drugs despite the risks: “they try it once, suffer no consequences, and then think it can’t hurt” (San Diego urban 7th–9th graders) and, because “it [severe consequence of drug use] doesn’t happen to everyone, they think it can’t happen to them.” They think, “I am invincible—bad things won’t happen to me.”

- *Why some do not use drugs*—At one site 10th–12th grade students offered several reasons why some youth do not use drugs: they’re smart; they could get in big trouble with their parents; and they see other youth on drugs doing “really stupid stuff.” Students at several sites said that interest in participating

in sports keeps some students from using drugs. One member of an urban 7th–9th grade group admitted that he would like to receive what he sees as a positive consequence of using drugs: “I want the attention—but I have a chance to be somebody [so I don’t use drugs].”

- *The role of stress in drug use*—High school focus group participants were asked questions that revolved around sources of stress, coping strategies, and connections between stress and drug use. Young people disagreed on whether stress leads to drug use: some said ‘no’ quite adamantly, and several thought it could lead to smoking if not to other drug use. Some youth said stress led others to “smoke weed” or drink. And some said openly that alcohol, tobacco, and drugs help some youth to cope with the stress in their lives.
- *Drug-related behaviors*—Youth who reported drug-related behaviors typically referred to people other than themselves—schoolmates, people in their neighborhood, cousins, “crackheads at school,” and “everybody.” Members of only one of the sampled groups self-referenced their own behavior: an urban 10th–12th grade focus group talked about the football team on which they played “getting bombed” and the coaches knew about it; the band members behaved similarly; students learned to “hot knife,” and they made “pot brownies” in a class on food preparation. Apart from observing drug use, youth from many focus groups reported seeing the associated behaviors and consequences: people being incarcerated; students being killed in alcohol- and drug-related auto accidents; youth being paralyzed from a cocaine mixture heated too high; youth shooting someone with a gun while under the influence of drugs; bringing weapons to school; and selling drugs in school. Reports of these behaviors came from all age groups, in both urban and non-urban focus groups, across target and comparison sites. However, there are regional and city differences; a student in a non-urban 10th–12th grade focus group said he had moved from a certain location in Florida and had never heard of drug use there. “Here,” he said, “it’s everywhere—people smoking weed. It’s horrible.”

In detailing the drug use they observed or heard about, youth in most sites described what may be called a local drug culture. One middle school student said that it was a ritual for peers to “talk about the drugs they will do over the weekend, and then follow up with stories about what drugs they did on Monday morning.” Youth were able to easily identify drug users. Urban Portland high school students said, “You can tell when they are doing drugs by the way they look and behave.” At another site the focus group participants reported that high school students who had experimented with drugs tended to wear baggy jeans and black leather, have pierced tongues and other pierced body parts, and exude vitality and self-confidence.

Students in middle and high schools in some of the Southwestern sites described a gang culture characterized by violence and drugs. There is pressure to join these gangs “to be cool and to have people to help in a fight.” Middle school students at one site talked, with an air of resignation, about being “jumped”—implying that being physically assaulted in school was just one of the things that they had to live with.

An urban middle school student noted that students could bring guns into the school at any time because the metal detectors were not in use. He believed that some students view carrying a weapon as necessary to protect them against unwanted pressure to use or sell drugs or to be involved in other illegal activities.

Some middle school students were concerned about the transition to high school because of the peer pressure and gang activity they would have to face. Some Milwaukee middle school students described being truant or “ditching.” Although students enrolled in classes, they did not always attend school. Instead, some of them loiter on the streets or in the neighborhoods smoke marijuana, or simply go home.

Behaviors that were more risky also were mentioned: high school students in one site reported that many young people they know smoke marijuana and drive, knowing that if they get stopped by the police they will have to pass only an alcohol sobriety test, not a drug test. Non-urban high school students at another site said, “Driving drunk is big,” meaning that teenagers frequently drive while intoxicated. Although there is police deterrence, “this does not stop the drinking and driving.”

3.1.1.2 Media Influences on Youth

This section presents findings on the types of media and the drug-related media information that youth indicate as being influential.

General information and mixed messages—The majority of youth in target and comparison sites mentioned television shows and movies as general sources of information (both anti- and pro-) about drugs. They regarded the media as conveying mixed messages, citing TV shows with anti-drug or anti-alcohol messages being aired back-to-back with beer commercials as an example. Youth noted many TV shows that included profanity, violence, drinking, smoking, drug use, and poor values. They thought that, in general, TV glamorized violence and drug use; TV characters would use drugs, but there would always be a happy ending.

Pro-drug media messages—Youth mentioned being aware of relatively few pro-drug messages in the media compared with anti-drug messages. But they were aware of ads for beer on TV, billboards and magazines advertising cigarettes, and cigarette use in movies. Young people understand very clearly that these ads are trying to sell them something, and high school youth in particular are aware that the ads are promoting an image. In a non-urban high school focus group, one participant said “some things you listen to or watch, you kinda say, ‘ooh’, you know, ‘they’re kinda cool, I kinda wanna be like that, and if I wanna be like that I have to do that’...”

Most young people were critical of cigarette use in films: members of a non-urban 7th–9th grade focus group questioned why smoking in films was necessary and saw it as “adding on to the problem if they’re, you know, glamorizing smoking.”

Participants in a non-urban 4th–6th grade group thought that beer ads should be removed from TV and that cigarette ads should be removed from magazines.

Radio, music tapes and compact discs, and videos were seen as focusing heavily on drugs and sex, and youth described them as almost totally pro-drug. “Heavy metal” groups like Acid Rock are named after drugs and music groups like “Kiss” reportedly have members who are known to use drugs. A non-urban focus group in Denver mentioned the Internet as a source of drug information. In particular, youth reported that some Internet personal home pages had directions for making a “bong” (a device used to smoke marijuana). An urban high school student in one focus group said that even if young people did not want to drink or smoke, some of the neighborhood billboards had advertisements that tempted them to start.

One non-urban focus group in Portland summarized media influence by saying “You learn a lot about drugs on TV. TV teaches you how to use drugs, drink booze, and smoke cigarettes.” Elementary school children in some focus groups mentioned having seen, for example, *Menace* movies on how to “cook crack”; intravenous drug use; using rubber to “wrap the arm” on *The Promised Land* [television show]; marijuana use on *Murphy Brown* [television show]; and the movie *Kingpin* that showed how to manufacture homemade water pipes (used for smoking marijuana) from ordinary objects. They also mentioned the promotion of majors sports events by alcohol and tobacco companies.

Anti-drug media messages—Although they acknowledged that there was some good anti-drug programming on radio and television, most youth reported that the pro-drug messages simply overwhelmed the anti-drug messages. However, they felt that anti-drug programming could be effective if it was of high quality and was shown often enough. They mentioned movies like *The Class of 1999* and *The Goat* and television documentaries featuring real drug addicts as examples of effective anti-drug programming.

- **Age group differences—**Older teens understood that movies such as the *Menace* series and TV shows such as “Full-House” and “Jerry Springer,” have a graphic anti-drug message and depict lives ruined by drugs. Younger children, however, often interpreted these graphic movies and shows simply as “pro-drug.” Irony and symbolism were lost on these younger viewers, who are very literal. For them, the image is the message. For example, elementary students generally reported how they acted out what they saw in movies and ads. For example, they would pretend to be “cutting” cocaine by using chalk dust to simulate cocaine, cut up dried glue as pretend “rock,” and even act out the *Frying Pan* ad in the play kitchen at school.

Middle school and high school students of all backgrounds understood how literal younger children were; older youth indicated their wish to protect younger children and strongly objected to any movie with a graphic drug theme, even an anti-drug theme, being shown during prime time. For example, many high school students had seen the film *Pulp Fiction*. Although they thought it was “fun,” they also understood that it portrayed drugs positively to an extreme degree, and were

outraged that it was shown on prime time TV where young children could see it. Even drug-experienced youth from neighborhoods where drugs are the norm felt this way.

Youth critique of anti-drug advertising—Youth of all ages were aware of anti-drug ads in the media. Young people in both target sites and comparison sites reported seeing anti-drug messages. Overwhelmingly, youth mentioned TV and the movies, with some mentions of radio and a few of posters or billboards. For the most part, older students (7th–12th graders) were highly critical of these ads: “you don’t really listen” [to the message] and “those who say ‘don’t use drugs’ are using drugs” (Atlanta urban high school student). Some participants pointed out that some people perceived the anti-drug ad as “just a commercial” and would change the channel because they do not like commercials.

In the 4th–6th grade groups, it was difficult to elicit reactions to ads. Some participants remembered images from a few ads but typically did not offer reactions to them. When probed, some of the youth said they thought such ads might be effective. In 7th–9th grade groups, participants were attracted by ad images (for example, Joe Camel) but were ambivalent about the effects of the ads. It was this age group that most often said anti-drug information should come from parents—not from ads; this age group also reported worrying that ads may induce youth to try drugs. Youth in 7th–9th grades frequently reported that they thought the anti-drug ads were intended for significantly younger children. By 10th–12th grade, participants watched and clearly remembered ads but typically found them laughable. They were articulate about feeling disconnected from the people depicted in the ads. In general, the high school focus groups reported that the ads did not influence them but might be effective with much younger children.

A number of participants said, in effect, that anti-drug messages in the media seemed remote to them. An urban high school student in Sioux City stated “It’s like a nickel a day to save the starving families in Rwanda. I have nickel a day; I don’t pay ‘em because you’re not connected with what’s going on. It’s no way involved in your life. You just let it go in one ear and out the other.” Two other participants in the same group said, “It has to be more real than just on TV because everyone knows TV’s not real,” and “TV is not teaching them. If something happens to their friend or interview someone like it’s personal, then [they] will listen.”

A number of youth emphatically said that ads would have no effect—except, perhaps, to make people use drugs more—because, as one student said, “people do what they want to anyway.” Middle and high school students joked among themselves about anti-drug ads; they laughed about them in the focus groups and mimicked the ads while giggling at their effects. The words “funny” and “stupid” were frequently used by middle school and high school students to describe ads they had seen.

These responses were distributed almost equally across urban and non-urban groups, although urban groups seemed to be more cynical about the ads. Participants in one urban focus group were especially negative about the use

celebrities in ads. One person commented, “I wouldn’t even listen, ‘cause I don’t see them [celebrities] at home everyday. You know what I mean?” This sentiment was widely shared by other youth. The findings across target site focus groups were surprisingly similar to findings across comparison site focus groups.

3.1.2 Intermediate Findings for Youth

The following sections report the intermediate site visit findings from focus groups with elementary, middle, and high school students in each of the 12 target sites. Youth were asked to describe how and when they were exposed to anti-drug messages in the media, including television, radio, printed material, and the Internet. They also were asked about their levels of awareness of anti-drug messages, what impacts these messages had, how effective and culturally relevant these ads were perceived to be, and how ads might be improved. Although youth in comparison sites also were asked to comment on anti-drug ads they had seen in their communities (e.g., PSAs or ads run through local campaigns), this discussion focuses on the reactions of youth in the 12 ONDCP Media Campaign target sites.

3.1.2.1 Youth Awareness of Anti-Drug Ads

Target site youth were keenly aware of increases in the number of times anti-drug ads were being shown in their cities and were cognizant of increases in the number of different anti-drug ads they had seen on television and on billboards. Radio, print media, and the Internet were rarely mentioned. Youth in each target site could name, on average, approximately 13 TV ads they had seen, while youth in comparison sites could name, on average, only 5. Memory of sponsorship was not a good indicator of awareness because of variation in the way sponsorship was “tagged.” In some sites, for example, sponsorship was displayed in large letters, and in others, all that was shown was a small, difficult-to-read symbol at the bottom of the screen. Sometimes multiple sponsorships were displayed or telephone numbers were included for those interested in obtaining additional information. While youth’s specific descriptions of advertisements were indicative of their seeing ads that were part of the ONDCP Media Campaign, many youth did not mention being aware of the “Partnership for a Drug-Free America/Office of National Drug Control Policy” tag.

Older youth could name more ads than younger youth, and they had a better understanding of the intended message. For example, San Diego 4th–6th graders could remember parts of (but could not name) only one cartoon ad. Urban 7th–9th graders mentioned a few ads—both anti-smoking and anti-drug; while both non-urban and inner city 10th–12th grade groups recalled six different TV anti-drugs ads. The non-urban high school students correctly recalled PDFA and ONDCP sponsorship; their inner-city counterparts did not recall the sponsors but remembered the ads in detail. As was the case at baseline, younger youth were at times confused by the ads and were as likely to discuss anti-smoking ads as they were to talk about the ONDCP ads. For example, while most Baltimore non-urban 4th–6th graders remembered the messages in the ads, they were sometimes

confused about which drug the ads referred to. Portland urban 4th–6th graders had only limited recall of anti-drug ads, and several focus group members focused on the negative effects on cigarette smoking. In contrast, Portland’s middle and high school focus groups recalled more ads, understood the messages, and were not confused about which ads referred to illicit drugs and which referred to cigarettes.

Youth who perceived that anti-drug television ads were “dumb” or “stupid” often were the same youth who had watched these ads most intently and had the strongest reaction to them. Research has shown that a strong negative reaction to these kinds of ads may be indicative of youth’s awareness of the ads and the fact that they are paying attention to them (Eagly and Chaiken, 1993; Reeves, Newhagen, Maibach, Basil, and Kurtz, 1991).

3.1.2.2 *Youth Perceptions of Impact and Effectiveness of Ads*

At the time of the intermediate site visits, youth participating in focus groups were asked to assess the impact of ONDCP Media Campaign ads, in terms of the influence these ads had on their own thinking and on their intent to act as well as on their view of how effective these ads were in influencing youth. Across all age groups, youth expressed mixed views and qualified their responses, noting that the ads could be useful in certain ways for themselves or for specific groups of people, but not necessarily useful for everyone.

Some youth in all age groups cited positive impacts of the television ads. (Even though they were asked about other media outlets such as radio, print, and the Internet, their responses almost always pertained to what they saw on television.) For some youth, the ads made drugs seem scary, made them think about potential adverse health effects, gave them a mental image about drugs that stayed with them, or showed them how to resist peer pressure. However, there were equal numbers of youth who stated that they did not pay attention to the ads, the ads would not influence them because they had already made up their minds, or peer pressure was more influential than ads at middle or high school age.

Some 4th–6th grade children expressed uneasiness about the ads, believing that they might introduce youth to drugs and encourage them to experiment. Additionally, youth of all ages said they did not believe the ads would influence those who already were users, but they felt the ads might impact children between 8 and 12 years of age or those deciding whether or not to use. Very few of the youth in any age group had discussed the ads with their parents or among themselves, and only youth from a few sites had discussed the ads with their teachers.

While a number of focus group youth did perceive that anti-drug ads could be effective, they also spoke about the competing influences in their environment that encourage drug use. Youth of all ages reported that they receive messages encouraging drug use from four major sources including peers, the media, family, and the neighborhood. Youth in all sites mentioned peers and schoolmates as the most likely source of pro-drug information. Peers promoted the message that although drugs may be dangerous, they are “cool.” As they had done at baseline,

the youth who participated in focus groups during intermediate visits discussed exposure to pro-drug messages from TV and popular music. They talked about the cleverness of beer commercials and the promotion of major sports events on TV by alcohol and tobacco companies.

Messages encouraging drug use also came from the family and neighborhood. Youth in nine target sites mentioned having personal experience with close family members and adult relatives who use drugs. Participants in one-quarter of the youth focus groups specifically mentioned parents who use drugs, and the same proportion of youth mentioned older siblings and friends who use drugs. Although this pressure was more intense for inner-city youth, it also was prevalent in non-urban communities. Inner-city youth have the additional pressure of strong pro-drug messages from their neighborhood. Inner-city youth reported strong economic and social pressure to sell drugs, even if they do not use.

3.1.2.3 Youth Ideas for New Ads/Improvements

Youth focus group participants were asked during the intermediate site visits to give their suggestions for anti-drug ads. Suggestions clustered into recommendations pertaining to content, messenger, timing, and medium. They also provided ideas related to cultural relevancy. Almost all of their suggestions pertained to television advertisements.

The most frequent recommendations by youth in all age groups focused on content of the ads, emphasizing depiction of the effects and consequences of drug use. Youth often used the words *realistic* and *graphic* in making their recommendations. Youth suggested portraying the negative effects of drugs on the mind and body and on friends, family, and newborn babies. They also suggested showing the positive effects when one stops using drugs. A further suggestion was to show comparisons between drug users and nonusers. Ideas from Milwaukee and Tucson high school students included showing the effects of drug use on the user's sex appeal, children watching their addicted mothers using drugs, or relating youths' true personal stories about drugs.

The second greatest number of suggestions (after content) related to the messenger in the ads. Youth suggested using celebrities in the ads (e.g., Michael Jordan or Oscar de la Hoya); however, they also commented on their concern that celebrities often have drug problems themselves.

Many of the youth in target sites suggested using young people in television ads and creating scenarios that involve teens talking to other teens (e.g., using high school students in ads targeted to middle school youth). Tucson students felt that youth could be involved in creating and developing the ads, and Hartford and Milwaukee students suggested using local youth in the ads rather than using ads that were developed for use nationwide.

Suggestions about the timing of the ads and the types of media that should be used to deliver anti-drug messages also were provided. Youth in focus groups thought that the anti-drug television ads should be shown during time periods

when youth are watching television. Using a variety of media also was suggested; for example, using more radio ads, expanding cartoons to the Nickelodeon and Cartoon Network stations, writing feature articles about personal experiences in teen magazines, inviting audience discussion after a 1-hour movie, and incorporating anti-drug messages into live concert appearances by rap artists.

Only those focus groups with minority youth participants were asked if anti-drug ads would have greater credibility if they were presented on minority-owned stations or in minority-owned publications. In responding, students focused instead on the actors used in the ads in terms of their cultural appropriateness. For example, students from Sioux City, Portland, Tucson, and Hartford agreed that the ads needed to show mixed race situations and use black or Hispanic actors so that youth could identify with the ads.

Those who responded to the issue regarding the relationship between credibility and the use of minority-owned outlets had mixed views: Students from Portland and Tucson felt that minority-owned stations should be used because many minorities listen to them and the ads would have wide exposure if played on these stations. Students from Atlanta, Boise, Harrisburg, and Nashville believed that viewership had less to do with whether a station was minority-owned than with the programs themselves and their content. These students also believed that quality and sophistication of the anti-drug ads was more important than ownership of the media outlet.

3.2 PARENT FINDINGS

The findings presented in Sections 3.2.1, 3.2.2, and 3.2.3 are based on focus groups with youth and parents and interviews with community key informants that were conducted approximately 3 months after the Media Campaign was launched. These findings present some preliminary measure of the Media Campaign's early impact on respondents' awareness and their attitudes toward drugs.

3.2.1 Baseline Findings for Parents

This section presents findings from parents' focus groups conducted during the baseline site visits that were made prior to the launching of the ONDCP Media Campaign. Findings on the influence of the media on parents and on parents' role in talking with youth about drugs are presented for all target and comparison sites.

3.2.1.1 Influence of Anti-Drug Ads on Parents

Because the baseline site visits took place prior to the Media Campaign, parents had only seen PSAs. Many of the focus group parents felt strongly that PSA anti-drug efforts (free) were inadequate compared with costly pro-drug (alcohol, beer, and tobacco) advertising. Some parents in Denver reported that when ads of any kind come on, they "channel-surf." Other parents reported that anti-drug PSAs are not important sources of information and they get their anti-drug information

from local organizations. As parents in Boise said, “PSAs tend to add to what parents already know—if parents aren’t already doing anything to begin with, the ads probably won’t make much difference.”

Parents at other sites reported that they liked and were influenced by the PDFA advertisements that were aired as PSAs. Many parents in the focus groups reported that they used anti-drug PSAs as opportunities and tools for talking to their children about drugs. A participant in the Sioux City focus group said, “I know I do. I watch the commercials and I’ll make remarks to my son ‘you know, you see that stuff will really hurt you.’ And he says ‘Mom, stop...Mom, from the very beginning you have taught me that drugs and things are bad for you; believe it or not it has stuck in my brain, I already know it, OK?’”

In a similar vein, an Atlanta parent said, “I find anything that’s got to do with it, gang-related or somebody going to jail. And I sit there and I talk to them. I say ‘you see what he did? Now what is he thinking about that?’ And I talk to him through the movie or whatever, if it’s got to do with drugs or anything like that.”

When parents were asked directly whether they think the ads influence their children, parents said yes. Parents in an Atlanta focus group said that positive role models, especially basketball players, get their attention and that “the whole thing is getting their attention; they’ll pay attention [to] somebody they know. Somebody popular.” Parents in a Sioux City urban focus group said ads that were especially powerful for them were ads that “...you know, show home movies, videos, of the child or teenager, and then they were gone, hit by a drunk driver.... That’s a reality check. I think they should never stop—that’s something that should always be there.”

Parents frequently commented on the ways TV or radio served as a negative influence in their children’s lives. The parents in one urban focus group especially objected to certain aspects of TV: “Television plays a top role in it because they show a lot of marijuana smoking, crack-cocaine smoking, all intravenous drug use. They show a lot of fighting. Cop stories. Beating up, you know. There’s enough violence on there, and with a lot of violence they show a lot of drug usage. So again, if you don’t screen your children they gonna say ‘why don’t we watch that?’”

Parents in both the target and comparison sites emphasized that parents on the whole do not talk enough with their children about drugs, and parents who do not already talk to their children are unlikely to use the ads as conversational starting points.

3.2.1.2 *Parents’ Role in Talking to Youth About Drugs*

Focus group parents across all 24 target and comparison sites concurred that parents play an important role in preventing their children from using drugs. They stressed the importance of parents talking to their children about the risks and dangers of drug use and emphasized parental accountability and responsibility for youth drug use. They described the negative influence of some parents who

neglect to educate their children about the risks of drug use or who actually model drug use.

Most of the focus group parents believed that, in general, parents do not talk enough to their children about drugs. Parents from Portland were the ones who reported that most parents in their community do talk to their children about drugs. Most parents in both target and comparison sites maintained that because of the pervasiveness of the drug culture, it is critical for parents to take an active stand against drug use and communicate that to their children; failing to do so sends the message that parents are permissive about their children's using drugs.

Parents in Washington, D.C., emphasized that it is parents' responsibility to let their own children know that using drugs is unacceptable. These parents also reported that the problem gets worse as children grow older because, as children move from elementary to middle and high school (when drug use becomes more of a problem), their parents' involvement and influence in their lives decreases dramatically.

The focus group parents discussed the following barriers preventing parents from actively educating their children:

- *Lack of information about drugs and the youth drug culture*—Many parents are well-intentioned but lack current information about drugs and drug use. When youth know more about drugs and the drug culture than their parents do, as is often the case, it is more difficult for parents to talk to their children. If parents sound uninformed or naive, children dismiss what their parents are trying to tell them. Parents from Atlanta, Hartford, and Portland specifically mentioned their need for education on how to talk to their children about drugs, as did parents in some comparison sites.
- *Discomfort discussing the issues*—Many parents were uncertain about how to talk with their children about sensitive issues such as drugs. Other parents feared that talking with their children about drugs might stimulate curiosity or rebellion and encourage experimentation. Parents who used drugs when they were younger (or who still use drugs) felt that it was hypocritical to tell their children to stay away from drugs.
- *Uncertainty about how to present drug information*—Many parents did not know how to effectively convey what they do know about the risks of drug use. For example, parents from Atlanta were unsure about the level of detail that should be given to children about the harmfulness of drug use and the appropriate time and age level to present the information.
- *Denial that the drug problem could ever affect their children*—Especially outside the central cities, a false sense of security among parents and educators can lead to communitywide denial of a youth drug problem and, consequently, parents' belief that talking to their children about drugs is unnecessary.

- *Pessimism and a sense of powerlessness*—Many parents had a pessimistic attitude about youth and community drug use. They feel that drugs are here to stay and that it is unrealistic to try to end youth drug use. Other parents feel that using alcohol and/or marijuana is permissible, or inevitable, or better than using “hard” drugs, especially if their children use at home.
- *Lack of time and energy*—When parents have very little time or energy because of competing job and family demands, they are less likely to place a high priority on talking to their children about drugs. Focus group participants in Washington, D.C., perceived that parents, particularly single parents, were struggling to fulfill work and family responsibilities so they could not manage or prioritize their time to talk with their children. Non-urban Sioux City parents said that parents must be attentive to opportunities, look for signals that children want to or need to talk and, above all, not get too busy with “material things” and neglect what is really important.

The general finding across sites was that many parents have to educate themselves about the youth drug culture and learn effective ways to communicate the information to their children. As mentioned above, many parents were not sure of when or how to bring up the subject of drugs with their children, but others discussed ways that they initiated discussions with their children and how they conveyed their messages. Parents often waited to begin a discussion until their children asked questions or mentioned something that had happened at school or in the neighborhood.

However, parents from several sites mentioned that the media had prompted them to discuss the risks and dangers of drugs with their children. For example, one parent from Portland said that he and his family watch television together and they talk about the educational ads they see. A parent from Tucson reported that she discusses the risks and dangers of drugs while her children use the Internet and she explains why there are certain programs on television her children cannot watch.

An additional point raised in the parent focus groups was the complicating factor of parental drug use and how it affects youth’s lives. Parents who are themselves users of illegal drugs are an example of a powerful negative influence. Parents’ use of tobacco, alcohol, and prescription drugs also sends powerful messages to their children; for example, focus group parents discussed the kind of parents who take pills for “every little ache and pain” and the pro-drug message that kind of behavior sends to their children.

Parents in focus groups reported their awareness of other parents, who, while not drug users themselves, condone or openly facilitate their children’s use. They may approve of or rely on the income brought in by drug-dealing children. Or they may provide their children with alcohol or marijuana to ensure that the drug use occurs at home or because they believe that alcohol or drug use is a rite of passage.

While discussing their role in talking with their children, parents brought up several topics they see as part of this process of education: limit friendships that you see as having a negative influence; strengthen your bond with your children so they will know they can approach you about anything; teach them respect for you and other adults; enlist the help of a friend to whom your children are open; and, above all, do not give up.

A parent in the Sioux City non-urban group said, "I think we need to not give up on our kids, you know, just constantly be after them. I know because I have a fourteen-year-old that there's times you just want to throw your arms up in the air and say 'just let 'em be,' but we can't give up on them."

These above issues point to an urgent need for an aggressive educational campaign for parents that would emphasize their critical role in preventing youth drug use and give them the information they need to talk effectively with and listen to their children, starting early and continuing through their high school years.

3.2.2 Intermediate Findings for Parents

Findings from parents at the intermediate site visits in the 12 target sites are presented below. Parents who participated in focus groups conducted in both urban and non-urban areas discussed their awareness and response to anti-drug messages in the media.

3.2.2.1 Parent Awareness of Anti-Drug Ads

At the intermediate site visits, which took place approximately halfway through the Phase I Media Campaign, parents in most of the target sites reported a high level of awareness of anti-drug ads on television, including Spanish-language ads where those were shown. Many parents recalled seeing *Frying Pan*, *Drowning*, *Father and Son at Fence*, *Father and Son at Breakfast*, *Birthday/Inhalants*, *Girlfriend*, *Party Girl*, and *Burbs (Skateboard)*. Most parents who recalled television ads reported that they saw the ads several times a day, particularly during prime time, but they seldom remembered the channels on which the anti-drug ads were aired, and they rarely were able to identify ONDCP as a sponsor. There was only one site (Washington, D.C.) where several parents named ONDCP as the ad sponsor. At other sites, some parents identified PDFA and local anti-drug groups as sponsors of the ads they recalled seeing.

The exceptions regarding parents' awareness of ads were reported by urban Baltimore parents, who remembered few television ads and said there did not seem to be as many ads during the Media Campaign as before; in Portland, parents stated that the only ads they saw were on late at night.

The parents had good recall of the content of the television ads and usually understood the messages, although the *Burbs* ad was confusing for many. Several admitted that they did not understand the message of *Burbs*, and others said that

they had thought it urged youth to use marijuana. Urban parents in San Diego remembered the ad but did not understand the ad's message. A parent in the non-urban focus group in Hartford said the ad had "enlightened" her because the youth in the ad was nearly the same age as her own son.

Many parents expressed appreciation at the frequency and regularity of the ad broadcasting. Parents in Atlanta said that they had seen more anti-drug ads in the past 3 months than in the previous 2 years, and parents in Hartford agreed that "the more ads, the better; the more talking about drugs, the better."

In general, the parents did not recall billboards or newspaper ads and only rarely had they heard radio ads. A few parents in Tucson recalled seeing billboards and posters, and parents in Washington, D.C., remembered billboards and bumper stickers. Parents in general could not remember the content of the billboards, posters, or bumper stickers other than that they contained anti-drug messages. Compared with parents in target sites, parents in comparison sites reported seeing few anti-drug ads.

Although the ONDCP Media Campaign was not conducted in the comparison sites, most comparison-site parents remembered seeing a few anti-drug commercials on television, primarily PDFA ads, which would have been aired as public service announcements. The *Brain on Drugs* ad (showing an egg in a frying pan) was most frequently remembered.

3.2.2.2 Parent Perceptions of Impact and Effectiveness of Ads

Many target-site parents in Denver, Hartford, Milwaukee, and Portland reported that although the anti-drug television ads had not changed their ideas about drugs, the ads did help to stimulate discussion between them and their children, especially the *Father and Son at Breakfast* ad ("another lost opportunity"). They also reported that the ad about the father role-playing with his son had given them concrete ideas about educating their children about the dangers of drugs. The parents appreciated the way the ads provided ideas for opening the lines of communication, reinforcing positive behavior, and pointing out the negative consequences of drug use.

Parents agreed that the commercials provided valuable information about the drug problem, how to obtain more information, and the importance of educating their children about the dangers of drug use. Parents in Baltimore reported that the anti-drug ads were needed because "the ads help you realize how bad the problem is." Parents in Tucson said the ads had inspired them to visit their children's schools to obtain more information. One parent reported that prior to the ads, she was unaware that youth were using drugs at young ages; the ads were instrumental in changing her perceptions. Overall, parents were generally unaware of the community's response to the ads.

Parents tended to have strong and differing opinions about the effectiveness of the ads in preventing drug use among youth. Many target-site parents felt that anti-drug commercials were important ways to spread the message about the dangers

of drugs and could help youth avoid drug use. Some parents in Sioux City believed strongly that the ads were effective in getting parents' attention and reminding them to talk with their children.

Houston focus group parents felt that the ads were a source of education for parents, were helpful in keeping the drug issue at the forefront, were effective in reinforcing the message that drugs are dangerous, and encouraged youth to be cautious when they encountered drugs. Parents in Milwaukee felt that the ads were effective in providing periodic reinforcement and "tipping the balance" for those considering drug use.

Other target-site parents believed that the more graphic commercials were probably effective but would have a full impact on youth only if parents followed up and talked to their children. Some parents emphasized that anti-drug ads could be effective only as a part of a comprehensive approach that highlighted parental involvement and responsibility. Parents in Boise believed that the ads directed at parents, might, in conjunction with other influences, reinforce parents' decisions. Parents in Tucson reported that they felt the Media Campaign already had been very successful with youth in their area.

Some target-site parents were quite skeptical about the effectiveness of anti-drug ads. Parents in Atlanta voiced the opinion that television ads would neither change anyone's attitude nor inspire parents to talk with their children if they were not already doing so. An Atlanta parent in the urban focus group said "drugs may be the least-talked-about thing in the home." Non-urban Atlanta parents said that most parents do not believe their children use drugs so they do not pay attention to anti-drug ads. Some urban Baltimore parents reported that youth are already inundated with anti-drug information and ignore or make jokes about the ads. Many parents maintained that personal face-to-face contact with children is required to influence their decisionmaking about drugs.

Some of the parents were not sure if the ads were effective and felt that anti-drug ads would be more effective if there were not so many pro-drug messages on TV. As one Hartford parent stated, "They're getting both messages [pro-drug and anti-drug] from the same thing (i.e., the television), they really have two choices right there in front of them." Parents also pointed to other powerful pro-drug influences, such as popular music and their children's peers, and maintained that children needed a consistent message coming from all sources of influence.

In general, comparison-site parents were pessimistic about the effectiveness of anti-drug commercials. These parents had not yet experienced a paid ad campaign and were familiar only with PSAs. Most believed that the PSAs they had seen probably were not effective because they were too general, vague, and infrequent.

3.2.2.3 *Parent Ideas for New Ads/Improvements*

The focus group parents offered a wealth of suggestions for improving and creating new ads. Their ideas centered around the following recommendations:

- *Show the consequences of drug use*—Consequences include impact on health, physical appearance, other family members, school and job performance, and lifespan. However, many parents cautioned that the ads should not exaggerate the dangers of drugs or they will lose credibility among youth, and they should not be too disturbing or too negative. Parents in Sioux City and Washington, D.C., felt that the more graphic the ads, the more effective they would be. One parent from the non-urban parent focus group in Atlanta suggested showing youth what it looks like to be a “24-year-old crack head,” depicting a man in a wheelchair whose life has been ruined by drug use. “If you’re gonna do something on TV, hit ’em right between the eyes with it.” The idea that anti-drug ads need to be reality-based was emphasized by parents in Washington, D.C. One parent said that ads need to show what the inside of the body looks like after drug use, “just like they show the wrecked cars from alcohol [-related crashes]. They need to go right to the point because we underestimate our youth today.”
- *Feature youth who are similar to those targeted by the ad*—Youth can better relate to what is being said if the ad features young people like them in age, gender, racial/ethnic background, language, and geographic location. Filming anti-drug ads in the communities and using community youth would heighten the authenticity of the ads. Parents from Baltimore, Houston, Portland, and Sioux City stressed the importance of using young people whom teenagers can relate to in anti-drug advertising. Parents from Portland said the ads should be appropriate for the regional area and should include representatives of all minority groups to increase their effectiveness. Parents in Sioux City felt that if the ads used local youth and adults and focused on local programs, news, and law enforcement, they would be more relevant to the community.
- *Include positive portrayals of youth*—Some ads ought to highlight positive things about non-users, congratulate youth for doing what is right, and show how youth can grow up to lead productive and successful lives if they do not use drugs. Parents from Washington, D.C., perceived that ads needed to highlight positive things about non-users and show how youth can grow up to lead productive lives if they do not use drugs. A parent from Hartford suggested that the media focus attention on youth who are successful achievers. She said “focus on that and the other youth will follow.” Parents also reported that ads should present messages with a positive emphasis that offer alternatives to drug use.
- *Provide information parents need*—Anti-drug ads should help educate parents about the warning signs of drug use, encourage parents to talk to their children about drugs, and help parents improve the way they talk to their children about drugs. Parents from Tucson felt very strongly that future ads or campaigns should be geared toward helping parents and teens talk more openly about drugs and other issues that affect their lives. Parents from the Hartford focus groups reported that ads needed to focus more on parenting skills and better communication between parents and children.

- *Address parental use of drugs*—Ads should address situations in which parents use drugs with or in the presence of their children. For example, ads should tell children and youth where to turn for help if they know that a parent is using. Parents in Portland expressed concerns about heavy marijuana use and about parents who use drugs in the presence of their children; they suggested that future ads in their city should address this issue.

A controversial topic was whether to use celebrities (athletes, actors, and musicians) to deliver anti-drug messages. Some parents like those in Milwaukee suggested that celebrities would be influential with youth; however, more parents believed that using celebrities would backfire because youth perceive that the celebrities themselves use drugs. Some parents suggested that if famous personalities were used in ads, they should illustrate the consequences of drug use. For example, ads could list musicians who died from using drugs.

Parents were asked about the importance of minority ownership of media outlets in delivering drug prevention messages to youth. Parents agreed that minority youth need minority role models and that minority-targeted media are more effective for minority youth. Native American parents from Denver said that anti-drug ads would have more impact if they were published in Native American-owned magazines and newspapers. Parents from Memphis felt that the use of minority-owned, or more specifically, minority-targeted media would definitely increase the effectiveness of ads for minority youth. They believed that minority youth would more readily accept the ads because they were delivered by someone in their own group.

However, there were many parents who suggested that the ownership of the media was less important than the target audience and the content of what was broadcast. In order to reach youth, the ads have to appear where youth will see or hear them, which includes media that feature music, shows, stories, or articles that youth like. Parents from Atlanta said the medium itself is probably more important than whether the outlet is minority-owned; they reported that “radio is the best way to reach minorities and nobody knows or cares who owns them [the stations]; they listen to those stations because they play what they [minorities] want to hear.” Some parents, like those in Sioux City, cautioned that seeing an ad on a minority-owned station does not necessarily make it more believable, and perhaps minority-targeted messages are most significant when there are language differences. However, parents agreed that ads always depicting white youth tend to be irrelevant to and ineffective with minority youth.

3.3 COMMUNITY FINDINGS

The following sections provide information from baseline and intermediate site visits. The baseline information provides background on the nature and extent of community drug problems, local community occurrences that may have influenced awareness or attitudes about alcohol or drug use, and local anti-drug media campaigns. The intermediate site visit information reflects changes that were found following early exposure to the Phase I Media Campaign, local

community activities to support the Media Campaign, and community and media responses to the Media Campaign.

3.3.1 Community Findings at Baseline Site Visits

The community findings from baseline site visits were derived from a content analysis of site visit reports that summarized the information gathered through key informant interviews. Findings are presented for target sites as a whole, as well as for comparison sites. The baseline site visits involved extensive interviews with key local informants to understand what was already in place regarding anti-drug efforts prior to the launching of the Media Campaign, as well as to learn more about local community members' attitudes toward drugs. Site-specific findings are included in Section 4. Overall, the target and comparison sites were remarkably similar in terms of community members' attitudes toward youth drug use.

3.3.1.1 Nature and Extent of Community Drug Problems

At almost every site, community members said that there was a serious youth drug problem and that they were concerned about it. This was true in the inner cities as well as in non-urban and rural areas. Community informants in both target and comparison sites reported that alcohol and marijuana were readily available to youth.

Nature and extent of drug problems—Alcohol, tobacco, and marijuana were the drugs cited as those most frequently used by youth in all sites. Alcohol use among teens in Atlanta was described as “rampant” and “socially acceptable.” Teenage drinking parties in the fields (e.g., where youth drink beer from kegs) were common at a number of sites. Sioux City, among other sites, had experienced an increase in youths' use of methamphetamines or “garbage canning,” while Portland experienced a growing problem of crystal methamphetamine and heroin use among youth.

Many described Sioux City (located on a major interstate highway [the “meth pipeline”]) as a popular destination for drugs being trafficked through the Midwest. Its location was considered one of the main reasons for the increase of methamphetamine use in the area. In other sites, crank, cocaine, and hallucinogen use was becoming more common among older youth. Younger youth in poorer neighborhoods of a Southwestern site were reported to be using inhalants, especially liquid paper (White Out) and octane booster. The availability and use of high-quality, low-cost heroin was increasing throughout the Washington, D.C., area. Informants in San Diego talked about the large drug cartels selling drugs in Tijuana and how youth who travel across the border to Mexico were able to buy drugs for small amounts of money.

A pattern emerged in which there were urban/non-urban differences in the kinds of drugs used by youth. For example, LSD and crystal methamphetamines were becoming more common in the suburbs of Tucson but not in the city

neighborhoods. In other sites, crack-cocaine, inhalants, and marijuana were perceived as prevalent in the inner city, while LSD, heroin, powder cocaine, and designer drugs were more common in the non-urban areas. An increase in the use of prescription drugs (e.g., sniffing crushed Ritalin) or over-the-counter drugs (e.g., Coricidin-D) was reported among non-urban youth in Washington, D.C.

In terms of level of use, respondents in several sites perceived that actual drug use among youth is more widespread in non-urban, higher SES communities, whereas trafficking and drug-related crime is predominantly found among youth living in depressed urban communities. For example, informants said that inner-city youth in Atlanta who were associated with drugs were more likely to be drug dealers than drug consumers.

An alarming trend that emerged in almost all sites is that youth are engaging in drug and alcohol use at younger ages. In one site, youth were reported to be starting drug use as young as 10 years of age. Many believe that the pattern of frequent alcohol use among younger youth stems in part from youths' easy access to alcohol in their own homes.

Drug dealing in communities also was reported to be a major concern at many sites. Open drug markets were reported to be operating in public housing projects in one site. The financial gain from drug dealing in depressed urban areas was a recurring theme of informants in many of the sites. In some locations like Baltimore, parents in low-income urban areas were described as "looking the other way" if their children were involved in drug trafficking because they came back with money for rent, food, clothing, and even new appliances. Some teenagers involved in selling drugs in San Diego were reported to be working for Tijuana cartels because it was a quick way to make money.

Informants in several sites discussed parental tolerance of youths' use of "safe" drugs like alcohol, tobacco, and marijuana and the parents' belief that these substances would not have a major effect on youth and may, in fact, deter them from experimenting with more hard-core drugs. Many informants believed that marijuana is not perceived as dangerous because it is so prevalent. A community informant stated "acceptance of marijuana is so high that many kids don't realize it is illegal."

One of the sites in a western State holds a "hemp festival" and a fair, where many people are observed using drugs in public. Informants in another western site frequently talked about adults who live outside the city and grow their own marijuana crops in the forests. The attitude of some baby boomer parents (i.e., those who were coming of age in the 1960s) toward marijuana, as reported by an informant, was "if you are going to do it, then do it at home."

Differences in how adults recognize and deal with drug problems—A recurring theme in Houston, Sioux City, Washington, D.C., Milwaukee, Portland, San Diego, and Tucson (and many of the comparison sites as well) was that adults tended to minimize the drug problem. Adults were perceived as denying that drugs were in their neighborhoods, that their children could be using drugs, or

that their children might have a problem with alcohol or drugs. Informants in Milwaukee stated "as long as their child is not on drugs, alcohol is viewed by many parents as a rite of passage." At other sites like Tucson, where marijuana has been legalized for medicinal purposes, marijuana use among youth also was seen as a rite of passage.

A community service provider in San Diego described a father who learned that his 14-year-old son was an alcoholic and said "thank God it wasn't drugs!" implying that alcohol was not considered a substance that posed serious concern. Informants in many sites noted that parents frequently have no idea that their children are using alcohol and drugs until serious problems occur. For example, a number of prevention specialists say the majority of parents did not confront the issue of youth drug use until their child became involved in criminal activity.

Urban/non-urban differences were evident in terms of adult community members' awareness of a youth drug problem in their local areas. At almost all sites, adults in urban areas and inner cities were much more aware of drug use and less tolerant of their teenagers' using drugs. Key informants perceived that this level of awareness and consequent attitude are a result of inner-city residents' being exposed to drugs on a regular basis so that the problem has become part of their daily lives.

Adults in non-urban areas of Atlanta, Boise, Denver, and Houston often thought youth drug use was a fad or phase and they expected teenagers to experiment with drugs. They tended to be less cognizant of the current youth drug problem, less concerned about it, more in denial, and frequently unable to discuss the topic of drugs with their children because of personal conflicts over their own past or current use.

At almost every site, community informants talked about how parents seemed to fit in one of the following groups: those who were aware of the drug problem and talked with their children about drugs; those who were generally naive about drug use and abuse, lacked information, and thus avoided the subject; and those who had used or were currently using drugs and thus had more permissive attitudes about their children's drug use or were in denial when there was a problem.

Informants at many sites talked about how parents who had been involved with illegal drugs, without detrimental effects, had a more lenient attitude toward drug use and greater acceptance of their children's own experimentation with drugs. Many stated that parents were more tolerant of their children's drinking and smoking if they themselves drank or smoked. An informant in Tucson described some parents as "leftover hippies" who did not see marijuana and alcohol as harmful and who possibly shared them with their older children. Informants noted how some parents espoused the view that "marijuana is not a hard drug, it is natural, from mother earth, and is nonviolent."

Other informants described parents as often being away from home for significant periods of time, and thus "the parents just don't see the kids getting stoned." Acceptance of alcohol use among teens by non-urban parents was exemplified by

a service provider's description of parents in the Atlanta suburbs. These parents reportedly underwrote keg parties in their homes for teenagers in order to provide a supervised environment and to minimize the potential dangers of drinking and driving.

3.3.1.2 Recent Key Local Events

At the time of baseline data collection in the 12 target and 12 comparison sites, a variety of key events were occurring or had recently taken place in the local areas. These events were described by local informants as occurrences that had likely influenced youth's and community members' awareness or attitudes about alcohol or drug use.

At some sites, informants spoke about policy changes at the community level or at the State level that had created significant attention (e.g., a task force formed by the Governor's Office to reduce the supply of marijuana by prosecuting growers of cannabis and destroying their crops). The passage of Proposition 215 in California, which legalized marijuana for medicinal purposes, sent a mixed message about the dangers of using marijuana to many youth in San Diego. The same was true for youth in Tucson, where marijuana also was legalized for medicinal use.

Target sites such as Atlanta, Portland, San Diego, and Tucson (and also some of the comparison sites) recently experienced deaths of local youth involved in alcohol-related accidents or drug-related deaths, frequently from heroin overdoses. Such events were perceived to have raised fear and concern among youth, increasing their awareness of the potential dangers of using drugs and alcohol and helping them to understand that they are not invincible.

Other kinds of local events that attracted significant notice from community residents, including youth, were those that could be classified as "sensational," usually involving some type of crime. In one site in a western state, a chain of murders of drug-using prostitutes created significant attention in the news. In a middle class neighborhood in San Diego, a student dropped LSD into a teacher's coffee mug, creating major reaction among members of the community.

At another site, a teenager living in a rural county dumped the body of his best friend (who had died of a heroin overdose) at a local Boy Scout camp to avoid being identified as part of a heroin distribution ring. Informants in another site described a city youth who, apparently while under the influence of drugs, went to a party in the suburbs and shot and killed other youth attending the party.

Drug arrests were mentioned frequently at many of the target and comparison sites. A drug arrest involving a family drug network was reported in one of the sites, and several members of a major methamphetamine manufacturing and distribution organization in a Southwestern site were arrested following one of the largest drug investigations in the United States.

Other less sensational events occurring at the local levels generally were intended to eradicate drugs. For example, key informants at one of the sites reported that tearing down a well-known "Joe Camel" billboard (which advertised Camel cigarettes) attracted significant attention and discussion in the community. In Atlanta an attempt was made to eliminate the drug and violence problems by tearing down public housing to make room for new tenants who would pay higher rents. The hope was that this effort would remove former residents who were dealing and using drugs.

An event that may have encouraged or promoted drug use was an annual "Country Fair" at one of the western sites. Marijuana was reportedly used openly and without retribution at the fair. This was cited as a local cultural event that brought visitors from around the country and influenced youth's attitudes toward using drugs.

3.3.1.3 Local Anti-Drug Media Campaigns and Related Activities

Several sites were running their own local media campaigns or other media activities to promote awareness and education about drugs. In general, television, radio, billboards, and newspapers were the major outlets for disseminating information to the public.

Sioux City included drug prevention events and articles in their local paper, and other sites covered the heroin epidemic and other drug-related stories extensively. The local newspaper in one western site ran a feature article in which college students and high school students argued the pros and cons of issues such as drinking, smoking, and marijuana use. The teen page in a newspaper read by many residents of one southwestern site was well regarded and often addressed the topic of drug use.

In San Diego, the Drug Free Alliance produced media ads tailored to the local community. For instance, one video showed a youth crossing the border sober and coming back intoxicated. The local ABC affiliate in another site has led media efforts in the community and recently ran a series on substance abuse. Other sites ran drug use prevention ads (e.g., those that depict a local treatment facility) on local television. These ads featured testimonials from individuals in recovery or from their family members, and community members perceived these ads to be some of the most effective they had seen.

Local news shows in a number of sites gave considerable coverage to local drug problems such as drug-related violence (e.g., in one site, an infant was killed while his father was buying crack-cocaine). Some professional sports teams have become involved with local media campaigns. For example, the Denver Broncos sponsor the Red Ribbon campaign in the Denver area, and the Colorado Rockies sponsor PSAs against tobacco and alcohol use.

The State of Arizona funds an intensive media campaign, administered by the Riestter Corporation, against tobacco and cigarettes. Informants reported seeing anti-smoking ads on television in Tucson. Channel 52, a Spanish television station

in Tucson, runs a local anti-drug commercial targeting the Spanish-speaking population.

One of the southwestern sites has been running some of their own PSAs that were sponsored by local hospitals, and there are other agencies and programs that used billboards to carry prevention messages. One billboard on a major interstate highway keeps track of the number of tobacco-related deaths and the count goes up as you watch (there is a counter with numbers that change). A local campaign in San Diego, the Methamphetamine Strike Force, has produced six billboards with anti-drug messages.

Atlanta has a significant number of anti-alcohol billboards along most interstates surrounding the city. The billboards were purchased by law firms that were trying to solicit new clients (i.e., people who needed legal counsel because they were driving while intoxicated or under the influence).

Informants in several sites also mentioned using radio for local prevention messages. Denver broadcasts anti-marijuana ads on KOA radio, and KBPI, a radio station known for playing "hard rock" music, recently programmed a drug-free weekend that included no songs referring to drugs and no musicians who were known to use drugs. Radio talk shows also included discussions of drug-related issues.

3.3.2 Community Findings at Intermediate Site Visits

The community findings in the 12 target sites, following early exposure to the ONDCP Media Campaign, are reported here. These findings are based upon key informant interviews with community members, including representatives from the media industry.

3.3.2.1 Community Changes in Target Sites

Almost all target sites reported drug-related incidents such as arrests, drug enforcement operations, or deaths that kept the local drug problem in the news, such as a large cocaine arrest in Atlanta and the death of an 11-year-old boy that was related to his father's alleged drug trafficking; drug arrests involving teenagers in Boise that have heightened the community's awareness that they have a youth drug problem; and methamphetamine lab sting operations in Sioux City.

An informant from a Baltimore civic group reported a growing awareness that the city's heroin problem had spread to the suburbs. An elementary school teacher overdosed on heroin in a Baltimore suburb in January and a small number of heroin overdose deaths in non-urban and rural areas has increased concern about heroin because the deaths occurred "where you wouldn't expect overdose deaths." In Milwaukee, a former Government official was convicted of crack-cocaine possession; meanwhile, the city decriminalized marijuana, and in Portland, a large-scale marijuana arrest took place recently while the movement to

decriminalize possession (the Oregon Medical Marijuana Act movement) was receiving considerable media attention.

There is a growing perception in many communities that the drug problem is not confined to poor, inner-city neighborhoods and that all youth are vulnerable. In fact, a veteran law enforcement officer in Atlanta lamented that youth are involved in drug trafficking and related violence to such an extent that individual events sometimes go unnoticed. The increasing use of methamphetamine and heroin by youth has been targeted by efforts such as the Methamphetamine Task Force Campaign in San Diego and the 19-point strategy to reduce heroin use in the State of Maryland announced by Lt. Governor Kathleen Kennedy Townsend. Atlanta's Stop the Violence Campaign, sponsored by a radio station very popular with youth, has an anti-drug component.

The Milton Creagh Enough is Enough campaign was the main drug-related activity in Boise. A major TV station and the mayor's office were heavily involved in promoting the campaign, which has a Christian approach. Materials were distributed to the schools, mass meetings were scheduled, and the local stadium was booked for weekend meetings of capacity crowds.

The Creagh campaign was coordinated with Promise Keepers, who provided speakers. The Creagh campaign has a policy of not allowing its efforts to be subordinated to other prevention efforts, so it negotiated to have its name displayed in the most prominent positions on TV and on billboards. The TV station general manager had begun to use the phrase "Drug-Free Idaho" but not in conjunction with the ONDCP Media Campaign ads.

Not everyone in the community was happy with the emphasis on the Creagh campaign. They saw it as a short-term phenomenon that siphoned money from more substantive efforts. The schools were contracting with Creagh instead of spending their money on ongoing prevention efforts. One informant who owned a billboard business with 3,000 billboards statewide and 350 in the city reported that 10 billboards were paid for by the ONDCP Media Campaign and 60 were paid for by Creagh.

At the intermediate target site visits, only limited changes were observed with regard to drug-related issues. The followup site visits being made at the completion of the Phase I Campaign will monitor any community changes, which will be discussed in the final report for Phase I.

3.3.2.2 Community Rollout or Other Activities to Support the Media Campaign

In any media campaign, numerous rollout efforts must be made to maximize impact and to develop momentum. The volume of, characteristics of, and response to rollout activities varied from site to site, with different agencies (sometimes more than one) serving as sponsors of the Media Campaign. For example, in Denver, the Connecting Colorado Prevention Coalition and the

Colorado Prevention Resource Center were local sponsors and played major roles in preparing for the rollout.

In Milwaukee the Media Campaign rollout was tied to promotion of the Bill Moyers' addiction series; the producers of that series sent kits to many cities nationwide suggesting "Take a Step" activities that communities could implement to capitalize on the impact of the series. The Milwaukee Council on Alcoholism and Drug Dependence had a media task force that was involved in managing and monitoring the Media Campaign. The group prepared a viewing guide and viewer group response surveys that included questions about the Media Campaign's impact and that were distributed through local organizations.

Houston Crackdown organized the kickoff in that city and the schools figured prominently in the event; the event was videotaped for broadcast on local television. Milwaukee was the only other site that reported heavy involvement of their schools in the kickoff; two congressmen sent letters about the Media Campaign to Milwaukee's public school system. A Safe and Drug Free Schools representative was involved in hosting the kickoff meeting at one of the area schools; a notice was sent to the Student Assistance Coordinator in each school announcing the Moyers' series, with a Viewing Guide and the Viewer Response Survey attached.

In Hartford, Drugs Don't Work! (DDW) is the local Media Campaign contact. Although the schools there have made no effort to support or supplement the Media Campaign, DDW has provided schools with educational materials about the dangers of inhalants and DDW and the schools are working together to develop Student Assistance Programs. In Sioux City, several local TV and radio stations are donating the fees paid by ONDCP for air time to local community-based prevention programs; however, they were not certain how much longer they could afford to do so.

One supporting activity in Portland was a local program on community drug awareness that was hosted by a non-urban school liaison and was reportedly well attended. The local sheriff's office and a U.S. Senator were planning a press conference on the legalization controversy that would stress the importance of the Media Campaign's messages.

No supporting activities were reported in Denver and San Diego although informants in San Diego expressed their desire to support the Media Campaign. Although the local Community Anti-Drug Coalitions of America (CADCA) and the Elks were directly involved in the Media Campaign and the kick-off, most informants in Washington, D.C., knew very little about the Media Campaign. The Bill Moyers series on addiction that was broadcast at the end of March was the complementary activity discussed most often. A number of sites planned community or public education activities around the Moyers broadcast.

3.3.2.3 Community Response to ONDCP Media Campaign

Two common themes emerged from the key informant interviews: the ads should be unsparing in their portrayal of the destructive power of drugs and the ads should feature local, as opposed to national, celebrities. Many informants felt that youth believe that the “famous” can afford to use drugs and get treatment when it gets out of hand (Atlanta) and that “you have too many people that youth look up to, who aren’t putting the anti-drug message out there” (Baltimore). Most informants felt that the ads needed to be more realistic; for example, the girl in the heroin ad (*Teeth*) “looked too neat and clean” to be a former user. Many informants also believed that the ads should not use scare tactics that are not based on the truth.

A perception that was common across sites was that to reach youth, drug prevention messages require a strong message. An urban middle school administrator in Atlanta had heard students talking about the *Frying Pan* ad and thought the violence in that ad captured the students’ attention.

Some informants felt that anti-marijuana ads featuring young people on a high who are acting-out (such as the woman in the *Frying Pan*) ad seemed more comical than hard-hitting. The ONDCP marijuana billboards (*Cannabis Stupida*) drew substantial negative comments from informants everywhere; some informants responded positively to other billboards, but a number felt that they served to advertise marijuana. Many informants reported that the message of the *Cannabis Stupida* billboard is not understood by most youth (e.g., some youth thought it was pro-marijuana).

A number of informants suggested that the ads need to be more localized and to reflect local issues. Some community members in San Diego were surprised that they had not seen any ads on methamphetamine given that San Diego is considered the “methamphetamine capitol.” An educator in Baltimore asserted that “these youths are not afraid”; a Baltimore youth influencer felt that what was needed were “one-on-one, face-to-face, let-me-share-with-you-my-experiences” types of efforts. An effort to feature local people, a perspective shared by informants in many of the sites, was thought to be most effective.

One informant said that the messages were too negative and did not focus enough on the positive things people could do. This informant felt that the negative ads would only work with “low-risk youth.” A non-urban youth influencer in Hartford said that the youth in his community have been mentioning the ads and that “they seem to find them credible.” Another Hartford non-urban youth influencer related that “the youth are talking about the *Frying Pan* ad and how it got their attention.”

An African American service provider in Atlanta praised the *Father and Son at Fence* ad because it shows a black father in a positive, pro-active position. The ad prompted him to talk to his own son about drugs. Another service provider had witnessed students at an area school discussing that same ad. Two service providers in Atlanta felt that the *I Learned It From You* PDFA ad was very effective in conveying to parents the importance of behavior modeling.

Community informants reported overall that the ads urging parents to communicate with their youth were very effective.

In general, informants from target sites were more likely than informants in comparison sites to express a belief that anti-drug media messages could be effective in changing norms and behaviors. However, community informants also reported that although messages can be effective, the Media Campaign must be “backed up by other efforts,” such as presenting the drug prevention messages in conjunction with alternative activities and integrating the Media Campaign with local training and service delivery (teacher training, prevention programs, workplace activities, and school and parent involvement).

Even the informants who thought the Media Campaign would be effective in changing attitudes thought that changes would occur primarily among younger children and less so among teenagers because of peer pressure and because teenagers simply do not think marijuana use is harmful. (One law enforcement informant in Atlanta said that youth growing up in poverty and violence are making a rational economic decision when they sell drugs, and they are not going to be influenced by advertisements).

The following suggestions were offered frequently by community informants:

- Ads must be aired more frequently—saturate and vary;
- Ads must be shown during the programs youth are most likely to watch;
- Ads must inform; provide youth with the facts about the effects of drug use and give parents information on the signs of youth drug use;
- Use popular music to get the message across;
- Use personal testimony from teenagers—the ads “need to come out of the experiences of youth”;
- Create an ad like the McDonald’s ad in which Calvin advances from “flipping burgers” to being the manager;
- Feature local personalities respected by young people;
- Stay away from “don’t” messages; instead, use messages of hope;
- Avoid sports figures or stars; most adults and youth have the sense that celebrities use drugs themselves and only appear in the ads for the money;
- Include adults of all races and ethnic backgrounds talking to youth in roles in which they serve as positive influences;
- Show other ways of feeling good besides using drugs;

- Use bus billboards more often than highway billboards because many people in the target audience use public transportation;
- Show the ads at school assemblies and in movie theaters; and
- Use a local telephone number at the end of the ad rather than an a toll-free number; especially do not use a toll-free number that is answered by a recording.

Cultural relevance/credibility of anti-drug ads—Informants were divided on whether anti-drug advertising through minority-owned outlets would be more effective with minorities than ads provided through mainstream outlets. Most informants perceived that the general public was unaware of who owned a station or a newspaper. Furthermore, not all media that targeted minority groups were owned by minorities. Representatives of most Spanish-language outlets agreed that minority groups were more likely to pay attention to an advertisement that reached them through a minority-owned radio or TV station or publication than to an ad from another source.

In Milwaukee, several key informants agreed that minority groups were more likely to pay attention to ads that reached them through minority-owned outlets. One felt that there was greater variation between minority and non-minority adults than among youth (e.g., more white youth than white adults are familiar with radio stations that African Americans listen to). Two Milwaukee media informants had negative responses to the ads; one complained that his station had not been approached, that blacks from the community should be used in the ads, and that more of the paid ads should be aired on the radio because radio is the medium to which blacks pay the most attention.

One minority newspaper editor had similar concerns. He said that African American newspapers had been excluded from the ONDCP Media Campaign until congressional members intervened. He felt that some of the PDFA anti-drug ads were culturally insensitive. For example, the ad asking “Are you waiting to talk to your youth about pot?” uses a “non-urban” term for marijuana that is not used by African Americans, who refer to it as “weed” or “blow.” He also commented that African Americans did not understand the “Cannabis Stupida” billboard.

Another media informant reported that crack-cocaine and cocaine are problems in the African American community, and not marijuana. She advised using real-life situations in advertisements (e.g., showing babies at the hospital and their mothers in jail). Another informant said that African American women rarely see themselves portrayed in PSAs and that ads depicting only affluent white women have no credibility with the African American population.

Most informants, however, said that what mattered was who delivered the message, not who owned the media outlet. Most believed that a newspaper or radio or TV station, regardless of ownership, would be credible with minorities if it presented issues of concern in their communities. An informant from an

Hispanic outlet in San Diego indicated that several ONDCP ads were rejected because they had little connection with the Hispanic audience there.

3.3.2.4 *Media Informants' Responses to ONDCP Media Campaign*

Most media informants reported that the Media Campaign had not affected their broadcasting of other PSAs, although one TV informant in Houston said "it puts others on the back burner." An informant in Sioux City speculated that there could be two possible outcomes of the ONDCP Media Campaign: (1) the development of expectations by media outlets that anti-drug ads would be paid for, which would eventually squeeze out groups unable or unwilling to pay; and (2) the potential freeing up of PSA times for those willing to take the less desirable slots as the paid ads are moved into prime time slots.

Many of the outlets described commitment to community values and activities and a sense of responsibility to their communities that often was operationalized in public education campaigns. Many TV and radio stations reported a tendency to select ads for causes that addressed their community's needs. Sometimes this selection reflected the personal concerns of those in charge.

For example, at one site a local weather forecaster's daughter and granddaughter had been killed in a car crash caused by a drunk driver. He initiated an ongoing anti-drunk driving campaign. In another example, a (minority) news editor in Milwaukee served as chairman of a communitywide coalition formed to develop a substance abuse prevention plan for teenagers. Part of his work involved a campaign to restrict tobacco billboards around schools and a campaign to rid stores of drug paraphernalia.

Many of the media informants described children's issues as being a priority. In Atlanta, the presence of the Centers for Disease Control and Prevention provides heightened awareness of health issues; a newspaper recently covered a study by the Center for Injury Prevention on injuries connected with drug use. In Baltimore, a local TV station has, for the past 8 years, produced and run 2 half-hour shows per month called "Straight Talk." The interview show, hosted by the director of the Baltimore County Office of Substance Abuse, addresses substance abuse issues with local guests. This station uses a "community ascertainment process" to set priorities, soliciting the perspectives of local associations, agencies, and community leaders. For the past 2 years, health has been the major focus.

At a Spanish-language station in Denver, almost all PSAs promoted local organizations. The minority outlets in general had a heightened commitment to the local community and ran substantial numbers of PSAs. This station devoted considerable time and energy to combating drug abuse. In addition to an extensive campaign of 30-second spots, the station produced news specials on drugs (including interviews with youth and parents who had been on drugs) and sponsored school-based anti-drug efforts.

Not all stations in the target sites had fully implemented the one-for-one match. One station in Hartford reported “a bit of confusion on the one-for-one, and the one-for-one paid ads are not necessarily put on during prime time.” In Milwaukee, only one of four station managers (at a black radio station) said the station provided airtime to match paid ads. Another radio station manager said he would consider giving free time on a space available basis but was not currently doing so. Most stations preferred to attach a local phone number to their ads.

Selection of ads varied tremendously. Ads that were perceived to be offensive (e.g., *Teeth*) were not given air time at one station. Ads would not be run in some sites if they depicted actual use of drugs, profanity, or guns. A TV station in Portland decided to avoid airing anti-drug ads with celebrities, noting that “research has shown this to be ineffective with youth.” They preferred to use congruent peer groups to reach teenagers.

A university-affiliated radio station in the same site writes its own PSAs and runs them at the discretion of station hosts. The informant there suggested that their listeners had very liberal views on marijuana use and they tended to not run anti-drug PSAs. They did, however, mention drug treatment centers. The PSAs they ran tended to be on nonpolitical subjects such as nonprofit events for the arts, scholarships, quilting shows, and conferences.

A few media informants said that the ads had already generated responses. In Atlanta, the responses came from advertisers and were positive. The staff at a network affiliate there talked about the *Frying Pan* ad and the general manager said the ads were “fabulous.” The minority newspaper in Atlanta ran its first ads in an issue just before the interview and had received 10 calls—4 of them from youth and all of them positive. Informants from both Atlanta television stations liked the ads. One particularly liked the “emotional” ads such as *Frying Pan* and *Girl Interview*, while the other responded to ads that were “hard-hitting” and they frequently ran *Boy on Couch* and *Free Ride*.

Two outlets in Baltimore had not received any responses. One informant reported that a health official had made a sarcastic reference to the Media Campaign suggesting that the money would be better spent elsewhere. One TV station in Houston suggested that people only respond to the negative and not to the good things they see; hence, they only expected to receive responses if the ads were perceived as offensive and speculated that *Frying Pan* might draw some attention.

A local coalition in San Diego charged with monitoring the Media Campaign said that some ads generated more calls than they expected and said, “we are reaching an incredible number of people.” They received more than 100 phone calls and within 2 weeks sent out 300 booklets to parents and educators (from whom most of the calls were received). One mother called and said “it scared me to death because it showed me how much I don’t know.” Opposing views came from a few callers who felt that the ads encourage young people to try drugs.

The Pima County Prevention Partnership in Tucson received continuous phone calls for information and referral. A staff member described calls from

grandparents who saw the ad asking grandparents to get involved. For the most part, however, media outlets did not have a system for registering and monitoring responses and consequently informants had little to say about the community impact.

The following are examples of issues identified as public service priorities by various outlets: education and academic achievement; health; literacy; violence; tobacco; child abuse; teenage pregnancy; tornado victims; STD awareness; cancer prevention; substance abuse; HIV; the March of Dimes campaign; infant mortality; and local charities and charitable events.

At 8 weeks into the intervention, the Media Campaign reportedly had not yet had an impact on the coverage of substance abuse issues by the local media. One informant suggested that it was difficult to write about drug and alcohol issues today, saying “it’s not sexy to write about drugs anymore” because most people sense that “the war on drugs is lost, so why write about it.”

Many outlets collaborated with community organizations by supporting community efforts such as Red Ribbon Week, promoting events for causes such as muscular dystrophy, providing referrals to a local drug treatment center, food drives for homeless shelters, and a community breast cancer walk. The decision about what initiatives to support or participate in were almost always based on the priorities of the community.

Most media informants personally thought the ONDCP prevention messages were well produced and effective (with the exception of the *Cannabis Stupida* billboard, which was universally disliked by the informants who were interviewed). Several informants, however, questioned reliance on a national media campaign because drug abuse was felt to be a “grass roots problem,” because youth tend to ignore messages from commercials, and because “it’s hard for youth to imagine something having a consequence 5, 10, 20 years later.” Many expressed the hope that parents would use the ads as a springboard for discussions with their children.

3.4 MEDIA MONITORING FINDINGS

This section presents findings on the monitoring of television and newspaper data.

3.4.1 Television Data

Prior to the ONDCP Media Campaign kickoff, the preponderance of national drug prevention TV ads was produced by PDFA. In both target and comparison sites, total Campaign/PDFA ads far outnumbered other drug ads and accounted for 92.7 percent of all anti-drug ads (see Exhibits 3-1 through 3-3). Campaign PDFA ads are reported in the same category as PDFA ads in general (e.g., PSAs that are part of the PDFA’s own rollout campaign) because paid ads that are part of ONDCP’s Campaign could not be distinguished without prior imprinting (tagging) of those ads.

For Campaign/PDFA ads alone, target and comparison sites recorded similar frequency (5,099 in target sites and 4,545 in comparison sites) during the pre-Campaign period (see Exhibits 3-2 and 3-3). During the Media Campaign, however, the frequency of drug prevention ads increased dramatically in target sites (11,381 ads) and only modestly in comparison sites (5,301 ads). These figures represent a 123.2-percent increase in Campaign/PDFA advertisements in target sites compared with a 16.6-percent increase in comparison sites, presumably due to Campaign-related placement of paid and pro bono PDFA ads.

Because PDFA sponsor verification reports are not yet available, it is not possible to verify whether the increase in frequency of anti-drug ads in target sites is entirely due to the ONDCP Media Campaign. Nevertheless, the data suggest the presence of the ONDCP effort has had a significant impact on drug prevention TV advertising.

Target sites with the largest increases in Campaign/PDFA advertising during the Media Campaign were Washington (280%), Houston (246%), and San Diego (224%) (see Exhibits 3-2 and 3-3). Target sites with the smallest increases in Campaign/PDFA advertising include Atlanta (57%) and Denver (61%). Although the Atlanta and Denver increases are modest in comparison to those of other target sites, it is noteworthy that these sites also experienced the highest levels of pre-Campaign advertising.

Comparison sites generally demonstrated moderate increases in PDFA advertising in the intervention period, except for Dallas (see Exhibits 3-2 and 3-3), which showed a 67-percent increase. However, compared to its matching target site, Houston, which showed a 246-percent increase in PDFA ads in the same period, the increase in Dallas was not significant.

Audience exposure levels were measured through GRPs in this analysis. GRP represents the percentage of the target viewing audience exposed to the anti-drug messages. Overall, target sites showed a significant increase in audience exposure to anti-drug advertising during the intervention period.

Rate measures the change in frequency or gross rating point from the pre-Campaign period to the intervention period. It is calculated by dividing the intervention amount by the pre-Campaign amount.

Frequency (intervention)

Frequency (baseline)

or

GRP (intervention)

GRP (baseline)

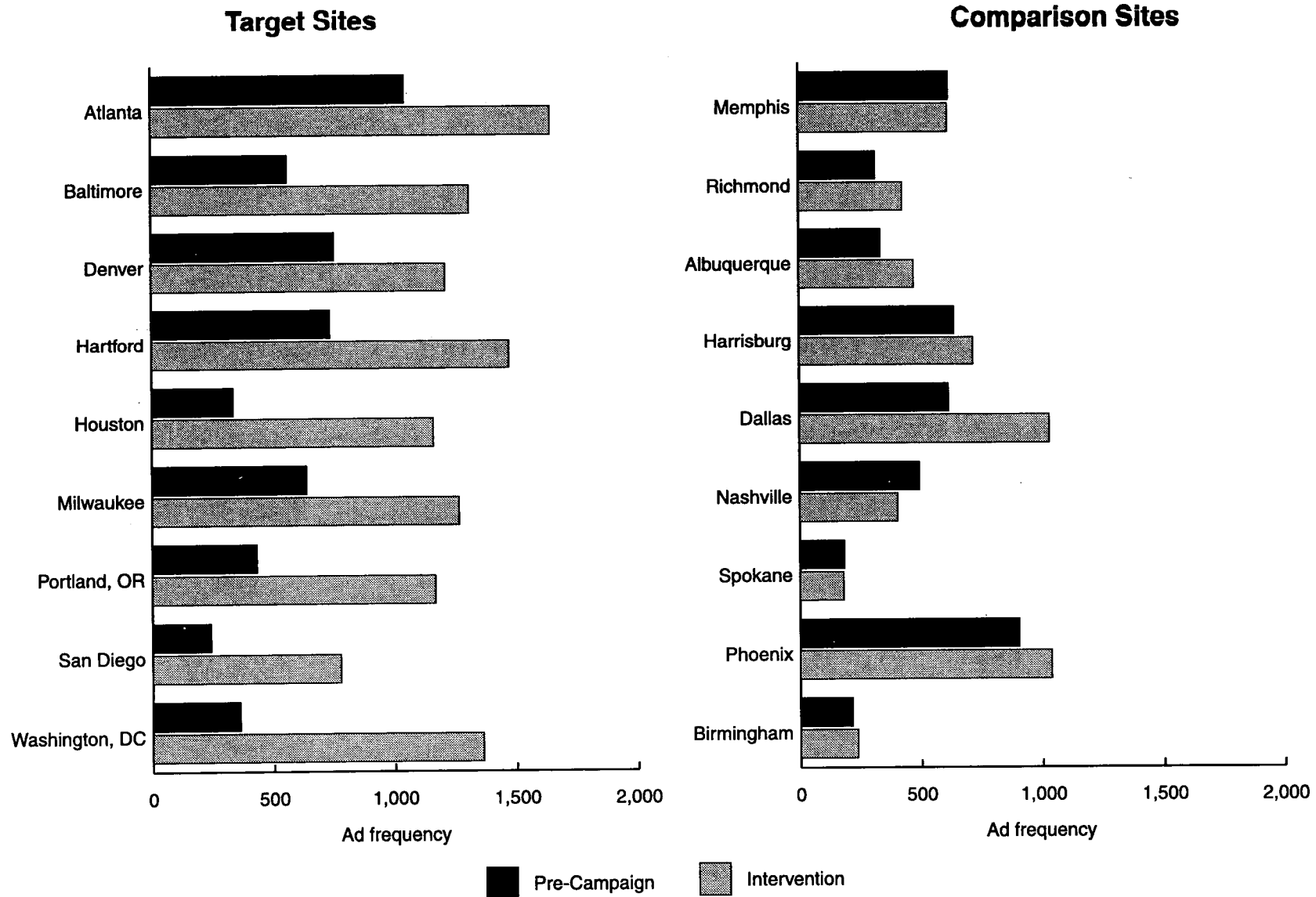
For example, a frequency rate of 1.6 for Atlanta means there were 1.6 times more Campaign/PDFA ads during the intervention period than in the pre-Campaign period.

Exhibit 3-1
Frequency of All Anti-Drug Ads: Pre-Campaign Versus Intervention Period¹

Site	Pre-Campaign					Intervention					% Change	
	Campaign/ PDFA	Other Drug Ads	Total	% Campaign/ PDFA	% Other Drug Ads	Campaign/ PDFA	Other Drug Ads	Total	% Campaign/ PDFA	% Other Drug Ads	Campaign/ PDFA	Other Drug Ads
Target Site												
Atlanta	1,046	13	1,059	98.8	1.2	1,645	52	1,697	96.9	3.1	57.3	300.0
Baltimore	561	21	582	96.4	3.6	1,311	58	1,369	95.8	4.2	133.7	176.2
Denver	755	39	794	95.1	4.9	1,212	36	1,248	97.1	2.9	60.5	-7.7
Hartford	736	41	777	94.7	5.3	1,473	82	1,555	94.7	5.3	100.1	100.0
Houston	336	37	373	90.1	9.9	1,162	149	1,311	88.6	11.4	245.8	302.7
Milwaukee	636	76	712	89.3	10.7	1,267	95	1,362	93.0	7.0	99.2	25.0
Portland, OR	430	47	477	90.1	9.9	1,169	91	1,260	92.8	7.2	171.9	93.6
San Diego	240	33	273	87.9	12.1	778	299	1,077	72.2	27.8	224.2	806.1
Washington, DC	359	23	382	94.0	6.0	1,364	32	1,396	97.7	2.3	279.9	39.1
Total	5,099	330	5,429	93.9	6.1	11,381	894	12,275	92.7	7.3	123.2	170.9
Comparison Site												
Memphis	618	108	726	85.1	14.9	614	256	870	70.6	29.4	-0.6	137.0
Richmond	315	34	349	90.3	9.7	426	153	579	73.6	26.4	35.2	350.0
Albuquerque	335	55	390	85.9	14.1	472	118	590	80.0	20.0	40.9	114.5
Harrisburg	637	11	648	98.3	1.7	716	45	761	94.1	5.9	12.4	309.1
Dallas	615	58	673	91.4	8.6	1,029	87	1,116	92.2	7.8	67.3	50.0
Nashville	493	17	510	96.7	3.3	403	32	435	92.6	7.4	-18.3	88.2
Spokane	183	23	206	88.8	11.2	179	82	261	68.6	31.4	-2.2	256.5
Phoenix	903	79	982	92.0	8.0	1,037	121	1,158	89.6	10.4	14.8	53.2
Birmingham	214	37	251	85.3	14.7	236	53	289	81.7	18.3	10.3	43.2
Austin	232	11	243	95.5	4.5	189	26	215	87.9	12.1	-18.5	136.4
Total	4,545	433	4,978	91.3	8.7	5,301	947	6,274	84.5	15.1	16.6	118.7
Total (all sites)	9,644	763	10,407	92.7	7.3	16,682	1,841	18,549	89.9	9.9	73.0	141.3

¹ Pre-Campaign is defined as the period of time prior to airing of ONDCP-sponsored anti-drug ads (October 1, 1997–December 31, 1997). The intervention period is the first 3 months of the ONDCP Media Campaign (January 1, 1998–March 31, 1998).

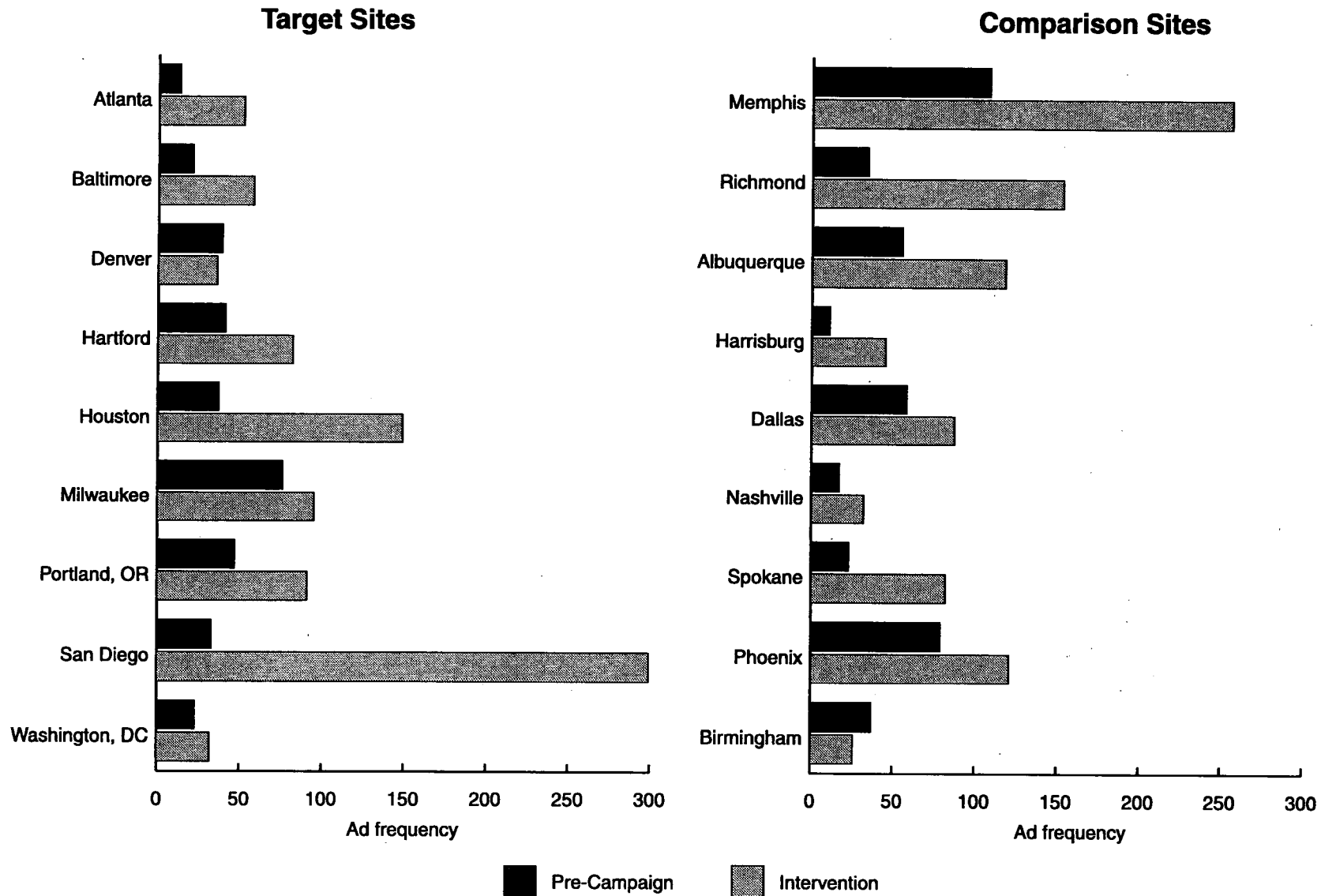
Exhibit 3-2 Frequency of Campaign/PDFA Ads: Pre-Campaign Versus Intervention Period¹



¹Pre-Campaign is defined as the period of time prior to airing of ONDCP-sponsored anti-drug ads (October 1, 1997 through December 31, 1997). The intervention period is the first 3 months of the ONDCP Media Campaign (January 1, 1998 through March 31, 1998).

Exhibit 3-3

Frequency of Other Drug Ads: Pre-Campaign Versus Intervention Period¹



¹Pre-Campaign is defined as the period of time prior to airing of ONDCP-sponsored anti-drug ads (October 1, 1997 through December 31, 1997). The intervention period is the first 3 months of the ONDCP Media Campaign (January 1, 1998 through March 31, 1998).

Prior to the Media Campaign, target and comparison sites revealed little difference in audience exposure to drug prevention ads (9,706.1 total GRPs for target sites and 7,933.5 total GRPs for comparison sites) as seen in Exhibits 3-4 through 3-6. During the Media Campaign, however, total GRPs increased at a rate of 3.7 in target sites. This means that 3.7 times more of the target audience was exposed to the anti-drug messages in the Media Campaign period than in the pre-Campaign period. Meanwhile, comparison sites experienced a total GRP rate increase of only 2.0. An analysis of the sponsor data indicates that increases in audience exposure in target sites is attributable to dramatic increases in both Campaign/PDFA and other drug ads during the intervention period. By contrast, the increased audience exposure in comparison sites is due primarily to other drug advertising.

The increase in audience exposure for both Campaign/PDFA and other drug ads during the Media Campaign may be a reflection of the success of ONDCP's ad buying strategy. The ONDCP plan requested television stations to match paid advertising time with pro bono advertising time. The pro bono spots had to capture the equivalent level of audience exposure (or GRP) as the paid spot. These pro bono contributions would account for the concurrent rise in Campaign/PDFA and other drug ad GRPs in target sites during the intervention. In target sites, Campaign/PDFA ad GRPs increased at a rate of 3.6 and other drug ad GRPs increased at a rate of 3.9 (see Exhibits 3-4 through 3-6). By contrast, comparison site PDFA ad GRPs increased at a rate of only 1.8 and other drug ad GRPs rose by a factor of 3.5.

3.4.2 Newspaper Data

Newspaper reporting on drug-related issues, in the form of feature articles, editorials, news briefs, and announcements, was nearly two times higher in the target sites than in the comparison sites during the pre-Campaign period (see Exhibits 3-7 and 3-8). These differences are not surprising, considering that one criterion for selecting target sites was evidence of high levels of drug use among youth.

In both target and comparison sites, feature articles and news briefs were the most common form of reporting on drug issues. Substantially fewer editorials, either from the public or from newspaper editors, were detected in target and comparison sites.

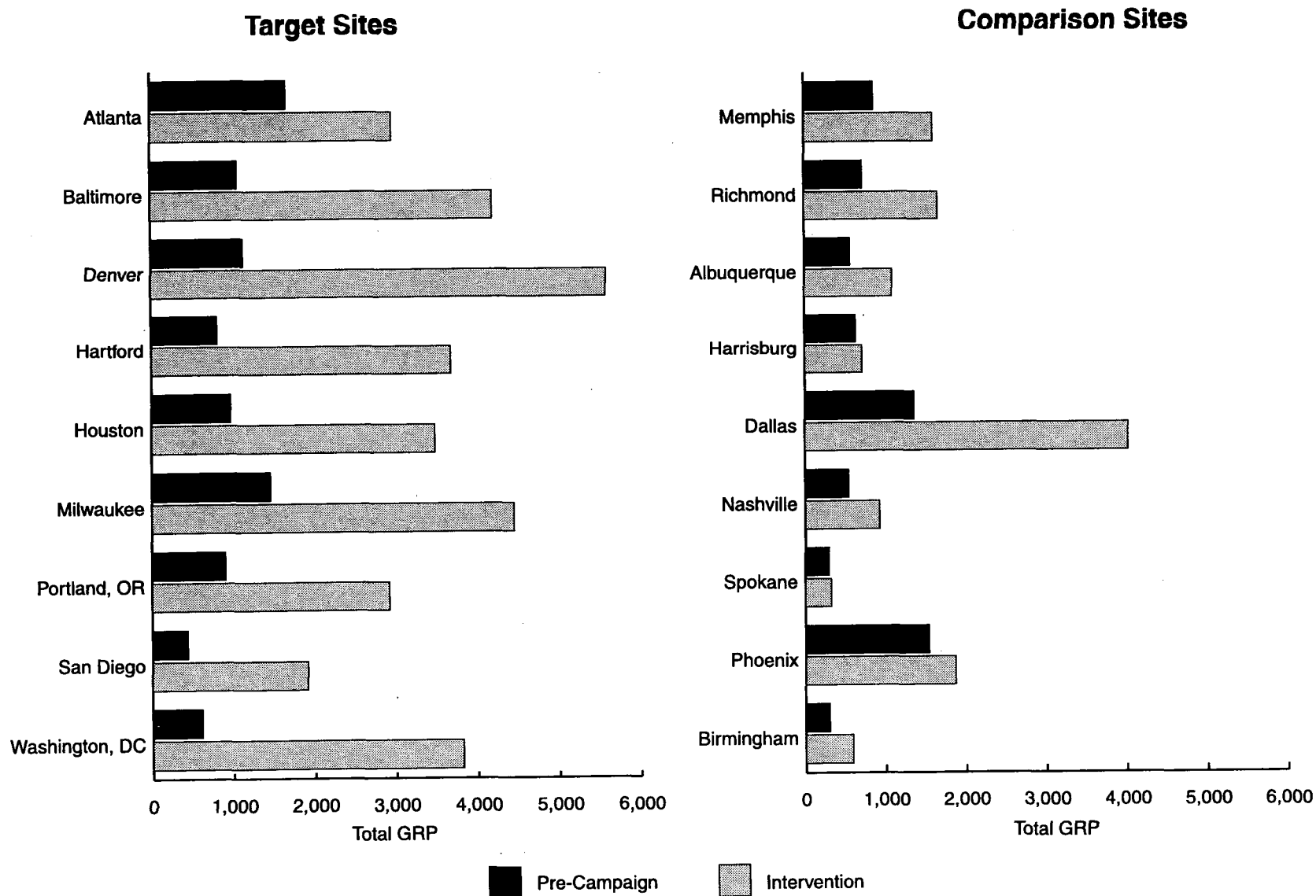
Newspaper reporting in target and comparison sites was monitored during the intervention and followup period of Phase I. These data are currently being analyzed and will be available in the final report of Phase I.

Exhibit 3-4
Gross Rating Points (GRPs) for All Anti-Drug Ads: Pre-Campaign Versus Intervention Period¹

Site	Pre-Campaign GRPs (Campaign/ PDFA)	Inter- vention GRPs (Campaign/ PDFA)	% Change	Rate of change	Pre-Campaign GRPs (other drug ads)	Intervention GRPs (other drug ads)	% Change	Rate of change	Pre-Campaign GRPs (all sponsors)	Inter- vention GRPs (all sponsors)	% Change	Rate of change
Target Site												
Atlanta	1,672.0	2,961.0	77.1	1.8	20.8	93.6	350.0	4.5	1,692.8	3,054.6	80.4	1.8
Baltimore	1,065.9	4,195.2	293.6	3.9	39.9	185.6	365.2	4.7	1,105.8	4,380.8	296.2	4.0
Denver	1,132.5	5,582.4	392.9	4.9	58.5	172.8	195.4	3.0	1,191.0	5,755.2	383.2	4.8
Hartford	809.6	3,682.5	354.9	4.6	45.1	205.0	354.5	4.5	854.7	3,887.5	354.8	4.5
Houston	974.4	3,486.0	257.8	3.6	107.3	447.0	316.6	4.2	1,081.7	3,933.0	263.6	3.6
Milwaukee	1,462.8	4,446.0	203.9	3.0	174.8	342.0	95.7	2.0	1,637.6	4,788.0	192.4	2.9
Portland, OR	903.0	2,922.5	223.6	3.2	98.7	227.5	130.5	2.3	1,001.7	3,150.0	214.5	3.1
San Diego	432.0	1,911.0	342.4	4.4	59.4	777.4	1,208.8	13.1	491.4	2,688.4	447.1	5.5
Washington, DC	610.3	3,819.2	525.8	6.3	39.1	89.6	129.2	2.3	649.4	3,908.8	501.9	6.0
Total	9,062.5	33,005.8	264.2	3.6	643.6	2,540.5	294.7	3.9	9,706.1	35,546.3	266.2	3.7
Comparison Site												
Memphis	865.2	1,596.4	84.5	1.8	151.2	665.6	340.2	4.4	1,016.4	2,262.0	122.6	2.2
Richmond	724.5	1,661.4	129.3	2.3	78.2	596.7	663.0	7.6	802.7	2,258.1	181.3	2.8
Albuquerque	567.8	1,085.6	91.2	1.9	93.5	271.4	190.3	2.9	661.3	1,357.0	105.2	2.1
Harrisburg	637.0	716.0	12.4	1.1	11.0	45.0	309.1	4.1	648.0	761.0	17.4	1.2
Dallas	1,353.0	4,013.1	196.6	3.0	127.6	339.3	165.9	2.7	1,480.6	4,352.4	194.0	2.9
Nashville	542.3	926.9	70.9	1.7	18.7	73.6	293.6	3.9	561.0	1,000.5	78.3	1.8
Spokane	292.8	322.2	10.0	1.1	36.8	147.6	301.1	4.0	329.6	469.8	42.5	1.4
Phoenix	1,535.1	1,866.6	21.6	1.2	134.3	217.8	62.2	1.6	1,669.4	2,084.4	24.9	1.2
Birmingham	299.6	590.0	96.9	2.0	51.8	132.5	155.8	2.6	351.4	722.5	105.6	2.1
Austin	394.4	264.6	-32.9	-0.7	18.7	36.4	94.7	1.9	413.1	301.0	-27.1	-0.7
Total	7,211.7	13,042.8	80.9	1.8	721.8	2,525.9	249.9	3.5	7,933.5	15,568.7	96.2	2.0

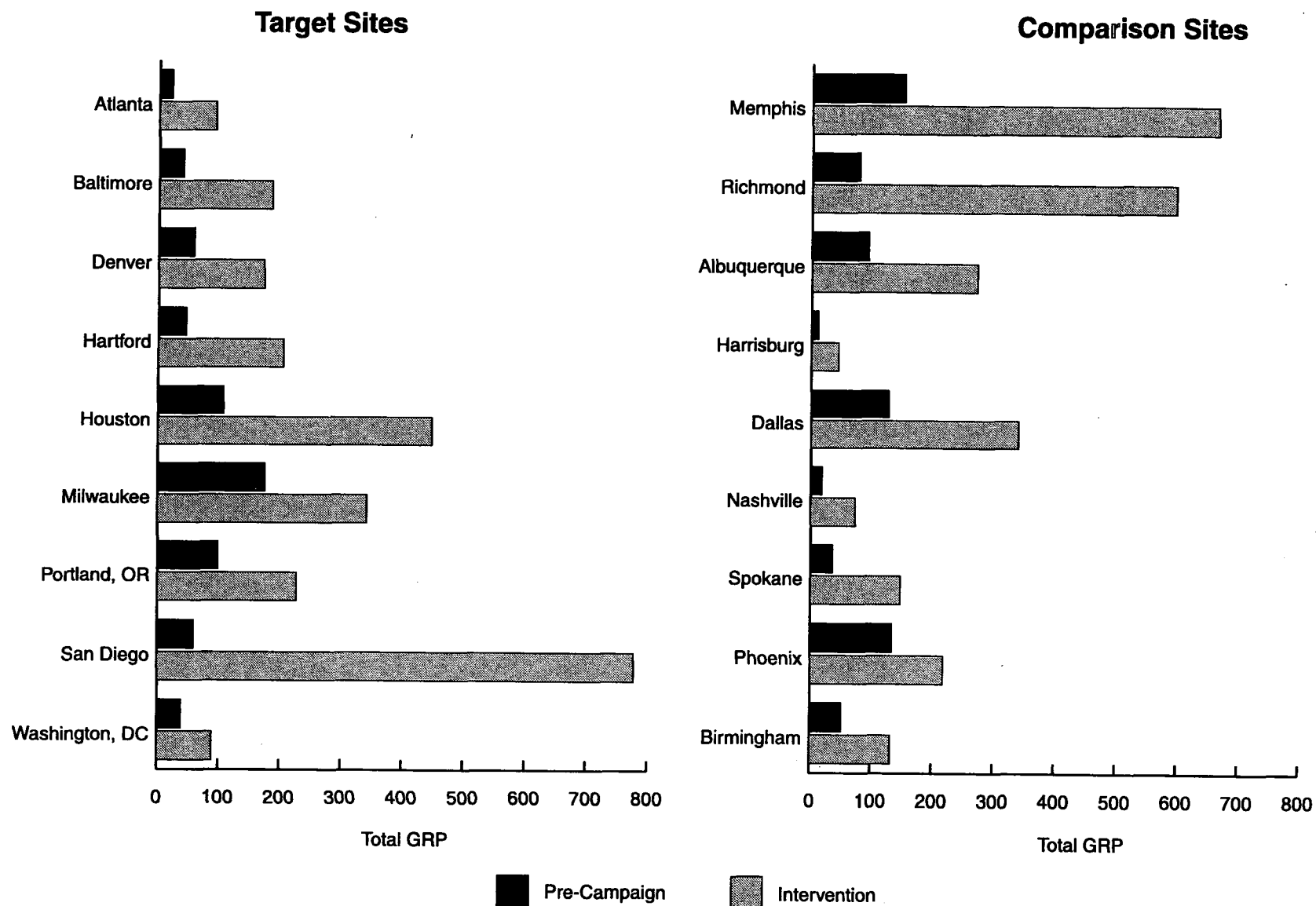
¹ Pre-Campaign is defined as the period of time prior to airing of ONDCP-sponsored anti-drug ads (October 1, 1997–December 31, 1997). The intervention period is the first 3 months of the ONDCP Media Campaign (January 1, 1998–March 31, 1998).

Exhibit 3-5 **Total Gross Rating Points (GRPs) for Campaign/PDFA Ads: Pre-Campaign Versus Intervention Period¹**



¹Pre-Campaign is defined as the period of time prior to airing of ONDCP-sponsored anti-drug ads (October 1, 1997 through December 31, 1997). The intervention period is the first 3 months of the ONDCP Media Campaign (January 1, 1998 through March 31, 1998).

Exhibit 3-6 **Total Gross Rating Points (GRPs) for Other Drug Ads: Pre-Campaign Versus Intervention Period**



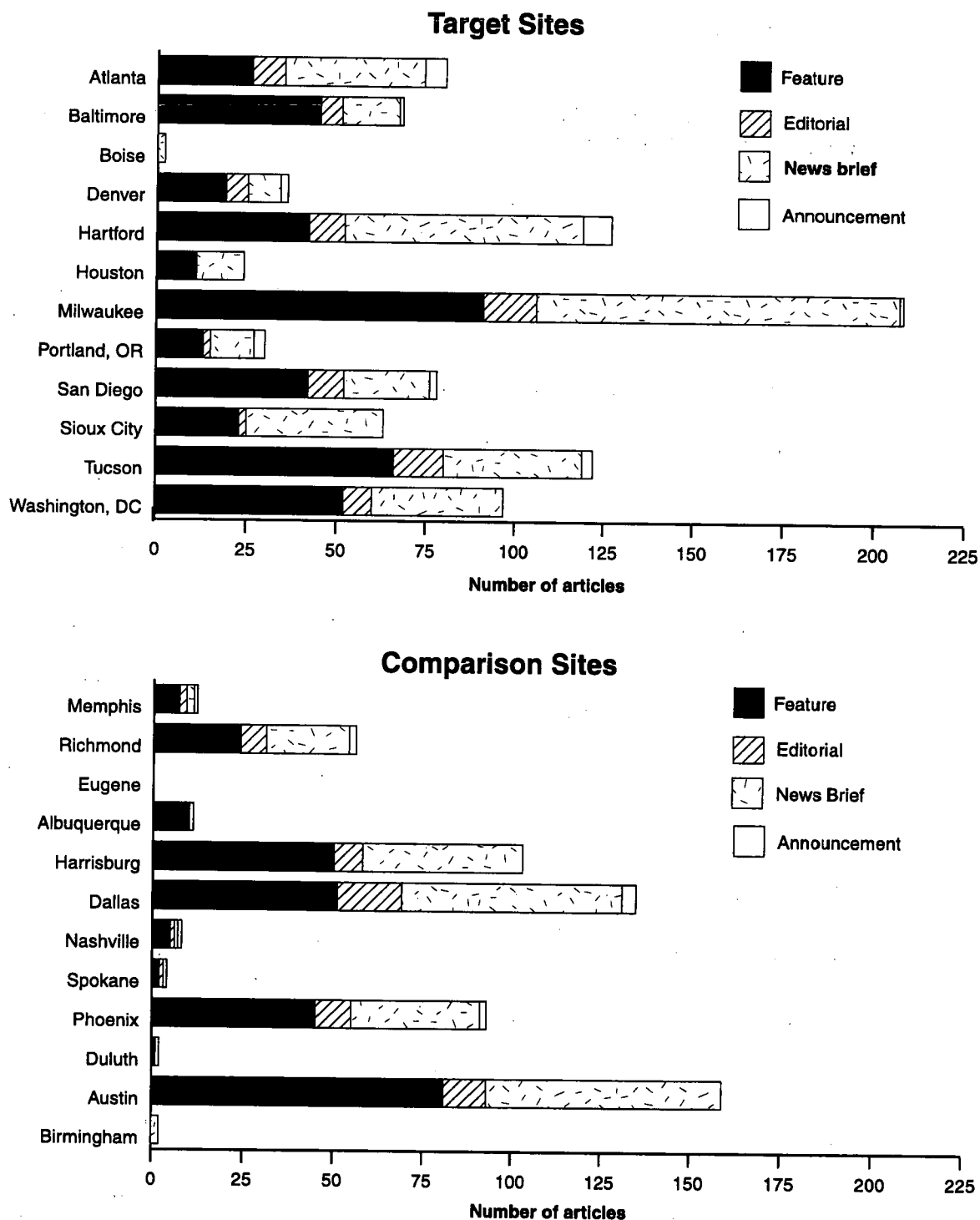
¹Pre-Campaign is defined as the period of time prior to airing of ONDCP-sponsored anti-drug ads (October 1, 1997 through December 31, 1997). The intervention period is the first 3 months of the ONDCP Media Campaign (January 1, 1998 through March 31, 1998).

Exhibit 3-7 Baseline Newspaper Coverage

Site	Number of				Total
	Features	Editorials	News briefs	Announcements	
Target Sites					
Atlanta	26	9	39	6	80
Baltimore	45	6	16	1	68
Boise	0	0	2	0	2
Denver	19	6	9	2	36
Hartford	42	10	67	8	127
Houston	11	0	13	0	24
Milwaukee	91	15	101	1	208
Portland, OR	13	2	12	3	30
San Diego	42	10	24	2	78
Sioux City	23	2	38	0	63
Tucson	66	14	39	3	122
Washington, DC	52	8	37	0	97
Total	430	82	397	26	935
Comparison Sites					
Memphis	7	2	2	1	12
Richmond	24	7	23	2	56
Eugene	- ¹	-	-	-	-
Albuquerque	10	0	1	0	11
Harrisburg	50	8	45	0	103
Dallas	51	18	62	4	135
Nashville	5	1	1	1	8
Spokane	2	1	1	0	4
Phoenix	45	10	36	2	93
Duluth	1	0	0	1	2
Austin	81	12	66	0	159
Birmingham	0	0	2	0	2
Total	276	59	239	11	585

¹ Monitoring could not be completed in Eugene because there was no clipping service available for tracking Eugene newspapers.

Exhibit 3-8
Number of Newspaper Articles for Target and Comparison Sites: Pre-Campaign Period¹



¹Pre-Campaign is defined as the period of time prior to airing of ONDCP-sponsored anti-drug ads (October 1, 1997 through December 31, 1997).

4. CASE STUDIES

ATLANTA, GEORGIA

Two site visits have been made to Atlanta. The first baseline visit occurred during the week of December 8–12, 1997. The first followup visit took place during the week of March 30 to April 3, 1998.

Memphis, Tennessee, was selected as a comparison site for Atlanta because both cities have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Atlanta and Memphis also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Memphis constitutes a reasonable comparison site for Atlanta. Exhibit 4-2 (at the end of Section 4) summarizes youth, parent, and community findings for both sites.

The remainder of this report will describe data collected in Atlanta at baseline and at the first followup visit and key findings collected in Memphis during the first followup visit.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

Due to a large and growing drunk driving problem, the Georgia Legislature recently passed a 1997 “Teenage Adult Driver Responsibility Act.” This law provides for stiffer sentences and punishments for those caught driving while impaired by alcohol consumption. It also establishes a graduated licensing system for teenagers eligible for driving privileges and requires that youth remain in school to become licensed drivers.

A local media campaign in 1997, spearheaded by the Metropolitan Atlanta Council on Alcohol and Drugs (MACAD), targeted alcohol companies that market their products using Halloween images. The campaign has used radio and newspaper coverage, and more than 100 billboards in the metropolitan area in its effort to counter the widespread alcohol advertisements that condone alcohol use and link it with youth.

Another local coalition, Mission New Hope, teamed with the Partnership for a Drug-Free America (PDFA) and the United Way of Atlanta in 1997 to air a series of anti-drug advertisements on local television stations. Nearly 2,000 drug advertisements appeared on local television in 1997. Each ad was tagged with a telephone line for a United Way Information and Resource Center. Calls were categorized according to type and were referred to appropriate centers or programs depending on the needs of each caller. During the period when the ads were run, the United Way received a total of 950 substance abuse-related calls.

Mission New Hope is currently developing anti-drug ads, targeting pregnant women who drink, which it expects to run in late 1998.

Over the past 4 years, the State of Georgia downsized its statewide drug prevention unit from approximately 12 positions to a single position. Local substance abuse experts report that the resulting lack of staff has caused Atlanta's prevention efforts to lag behind other cities. As support has dwindled for prevention efforts, local grassroots programs have had difficulty working collaboratively to address area problems and have diligently guarded their turf and resources. In December 1997, state prevention representatives reported an effort had begun to recruit a new prevention chief.

This lack of leadership at the State level is echoed in a National Association of State Alcohol and Drug Abuse Directors (NASADAD) report that noted "the inadequate statewide and local advocacy for substance abuse services and that Georgia's new regions have not consistently emphasized substance abuse service needs" (State Resources and Services Related to Alcohol and Other Drug Problems for FY 1995, NASADAD, pp. 178-183).

During the baseline site visit in Atlanta, however, the research team did encounter a small but active group of specialists from the areas of prevention, criminal justice, and corrections who are connected to the drug problem and beginning to work together to fill the gap left by declining State involvement in prevention. They plan to lobby the State legislature to generate greater interest and support for this field.

Trends in the Atlanta Community

Atlanta has enjoyed rapid growth and major revitalization, in part because it hosted the 1997 Summer Olympics. Many areas throughout the city were torn down or renovated to make room for the crowds and facilities associated with the Olympics. The police force was increased and its vigilance reduced crime in most areas of the city.

Despite these efforts, a very high percentage of Atlanta's youth have been victims of violence. A 1997 Georgia Department of Education survey reported that 71 percent of 5th graders and 61 to 65 percent of middle school and high school students had been victims of violence in the past year. This pattern was corroborated by youth participating in baseline focus groups. Youth in the urban focus groups commented on the slow response by police to crimes in their neighborhoods. Non-urban youth appeared to be better protected from the random threat of violence.

According to Drug Use Forecasting reports and Uniform Crime reports, cocaine is a major problem in the Atlanta area, with approximately 60 percent of arrestees testing positive for this drug. Drug use has also contributed to a rapidly rising number of emergency room drug mentions for the Atlanta area throughout the 1990s.

Open-air drug markets in Atlanta and resulting high urban arrest rates have made drug use and trafficking appear to be primarily an urban problem. However, the drug trade (both visible and invisible) and its associated crime and violence are on the rise in many of the Non-urban locales. Informants reported that the incidence of youth substance abuse is as high in the affluent suburbs as it is in the urban Atlanta communities.

A great deal of attention continues to be placed on Atlanta's problem with alcohol abuse. The local newspaper, the *Atlanta Constitution*, published a series of articles on underage drinking in January 1997.

Drug Awareness and Behavior Reported by Youth and Parents

Focus groups were conducted with Atlanta youth and parents. The majority of the 4th–6th graders participating in the focus groups were African American. These youngsters learned about drugs from a variety of sources including school programs, teachers, television commercials, parents, and their neighbors. Children in this age group reported that they do pay attention to the messages they receive from school and other prevention programs. At the same time, they admitted to feeling strong peer pressure regarding the use of drugs. Three of the sixteen youth related horrifying stories involving drugs in their homes or neighborhoods. Two of the children had family members who had suffered violent deaths as a result of drugs. All youth in this age group reported that they talk about drugs a lot with their friends. They described a lot of drug-use playacting in school (i.e., shaving chalk to resemble cocaine or cutting up dried glue to use as pretend “rock”).

Students in the 7th–9th grades reported that a lot of their peers are involved in gangs. They reported on the high stress they experienced going to school: “Kids bring guns to school...and the metal detectors are not used until the end of school.” Non-urban youth in 7th–9th grade noted that their primary source of information about drugs comes from personal and family experiences. They also learn about drugs at school and at the Boys and Girls' Club. The urban 7th–9th graders learn about drugs from their friends, teachers, and parents.

The majority of these youth had either used or sold drugs, or knew someone who had. Students in both 7th–9th-grade focus groups identified “blunt” (i.e., marijuana or marijuana laced with cocaine inside a cigar), cigarettes, and marijuana as their drugs of choice. They also commented on the easy access they have to alcohol. They said that it is not unusual for older youth to buy alcohol for middle school students.

The drugs of choice among 10th–12th graders differed depending on whether youth lived in the central city or the suburbs. The central city youth identified marijuana, “powder” (uncooked crack-cocaine), and crack-cocaine as drugs that are commonly available. The non-urban high school students reported cigarettes, marijuana, and alcohol as the drugs most frequently used by their peers.

Parents participating in the urban focus groups reported that youth in their neighborhoods frequently use marijuana and cocaine-laced marijuana. These

parents did not consider alcohol to be a problem among their youth. Non-urban parents identified “alcohol, cigarettes, and drugs” as the problem among youth in their communities. Non-urban parents also were aware of youth using LSD and Ritalin.

Urban parents were aware of open street markets, neighborhood crack houses, and the role that drugs play in the lives of their children. A confusing factor for many youth is the fact that some parents depend on their children’s income from drug dealing. Parents also are hesitant to discipline their children for drug use because they fear the involvement of official authorities in their family life.

Non-urban parents reported a concern for being educated about the dangers of drugs. They repeatedly stressed the need to talk with their children early on, before the children are faced with deciding whether or not to engage in drug-related activity. Non-urban parents disagreed about the level of detail that should be shared with young children regarding the harmfulness of drug use.

All parents emphasized the need for more information, education, and other support for parents if they are to be effective in helping their children resist drug use.

Community Drug Problems as Perceived by Community Key Informants

The key informants interviewed all agreed that youth drug use is a very serious problem in the City of Atlanta and its surrounding suburbs. They noted that while statistics may focus on the problem in the inner city, the drug problem among youth in the suburbs is also serious.

Community respondents identified the following drugs as being commonly abused by youth: marijuana, alcohol, LSD and “designer drugs,” inhalants, tobacco, crack-cocaine, and methamphetamine and other amphetamines. They also noted that alcohol use and abuse is rampant among youth in the Atlanta area.

There was general consensus among community representatives that the age of first use of drugs was decreasing to approximately 12 years of age. Those working in the prevention field are particularly concerned about parental permissiveness toward youth drug use. They recounted stories of parents underwriting keg parties for teenagers in an effort to provide a safe drug alternative and to minimize potential dangers from drinking and driving. They also noted that many of the area’s parents are “baby boomers” who grew up in a generation of high drug use and experimentation. These parents, particularly those living in the suburbs, are less inclined to be informed about the dangers of drug use and to discuss drugs with their teenagers. Denial is a recurring theme among this group of parents. Urban parents were described as being more aware of drug-use trends, less tolerant of their teenagers using drugs, and more involved with local prevention efforts. Repeatedly, community informants stressed the need to educate and inform parents about the drug-use patterns of the area’s teenagers and to enable

them to have effective conversations with their children about the dangers associated with using drugs.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

Middle school and high school students reported seeing some anti-drug ads, primarily those focused on alcohol use. Although they remembered seeing ads and recalled their messages, they stated that the ads would not influence their opinions about drugs or their decisions to use drugs. The ads most often recalled by youth used either famous athletes or General Colin Powell to deliver the message.

Community representatives reported that anti-drug ads are most effective with younger children and that teenagers do not internalize such messages. Few of the ads they had seen targeted parents. They believed that the anti-drug messages need to be reframed to help parents and youth to talk with each another. They also recommended employing the same approach used with literacy and domestic violence issues: "Emphasize healthy life styles and community building as important factors in combating these issues."

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

At the end of the intermediate site visit, a 19-year-old was convicted of the premeditated murder of his mother. The *Atlanta Journal-Constitution* quoted the prosecutor as saying that the youth killed his mother "because she was tough on him, demanding that he improve his grades and stop peddling marijuana."

Other recent newsworthy events included a March cocaine-possession arrest valued at more than a million dollars, and several other drug arrests in surrounding counties. Two respondents also recalled brutal murders connected to drug trafficking in the suburbs.

Youths' and Parents' Reactions to the ONDCP Media Campaign

Both urban and non-urban 4th–6th graders remembered seeing several ads on television. These included the following: *Burbs*, *Frying Pan*, *Drowning*, and ads described as "a father and son at a fence" and "a boy on a couch." The urban children seemed to lose the focus of the message even when they recalled seeing the ads. Non-urban children reported seeing the ads on both cable and network TV stations.

Non-urban elementary youth remembered hearing two radio ads, one described as "nah" and one in which someone is playing a guitar and repeatedly saying "stupid." They found these ads amusing.

Non-urban middle school students reported seeing a number of new ads on television, including *Free Ride*, *Drowning*, *Alex/Straight A's*, *Long Way Home*, and one described as “a father and son at a fence.” Some of the students said that these ads made them think about the seriousness of drug use. Others disagreed, claiming that young people know the dangers of drugs and must make personal choices, and that ads cannot counteract the reasons that young people use drugs. Other 7th–9th graders said that the issue for them is not whether to use drugs, but whether to sell them: “It’s all about the money.”

High school students in both the urban and non-urban focus groups reported seeing the following ads: ads depicting a father and son at a fence and boy on couch, *Frying Pan*, *Girl Interview*, *Girlfriend*, *Layla*, and ads depicting a girl diving into an empty pool and a ballet dancer falling down. These teenagers understood the meaning of the messages and reported that they had seen them more frequently in “prime time” during the last few months. They also commented that the ads had not changed the way they think about drugs. As one youth commented: “If they’re gonna do it, they’re gonna do it.” Another youth said “We already know it’s bad for us.” Some of these youth said that they change the channel when the ads come on and that others laugh about them. Only one non-urban elementary boy had seen a billboard advertisement.

Parents reported seeing *Frying Pan*, *Drowning*, and an ad depicting a father and son at a fence. Parents reported that the ads had been on regularly and that they had seen more ads in the past 3 months than in the previous 2 years. Parents suggest using victims of drug abuse in ads, using children and teenagers to deliver anti-drug messages, and depicting the negative consequences of abuse like a “bad trip” or “what it’s like in jail.”

Parents reported that the ads are beginning to get their attention. However, in general they were skeptical about the ads inspiring other parents to talk with their children about drugs. They feel that anti-drug advertisements will not affect parents’ thinking or encourage them to talk to their children about drugs. Ads are perceived as unable to overcome the multitude of factors that influence youths’ use of drugs (parents’ inability to communicate, youths’ feeling that they have few other choices). For example, an urban parent said “drugs may be the least-talked-about thing in the home.” Parents living in non-urban Atlanta reported that most parents do not believe their children use drugs so they do not pay attention to anti-drug ads.

Key Informants’ Responses to the ONDCP Media Campaign

Most of the community informants interviewed reported that they do not watch television regularly. Therefore, they did not think they could comment accurately on major changes in ads shown in the past few months. However, when probed about which ads they did remember seeing, community informants recalled hearing or seeing a Media Campaign ad (14 of 16) on television or radio, and several recalled local newspaper ads or billboards.

Sixteen different ads were described, and community members praised several of them. One prevention worker gave the father and son at the fence ad very high marks, saying it prompted him to talk with his own son about drugs. Another service provider had heard several youth in his program discussing this same ad. Two other service providers thought the "I learned it from you" ad was very effective in helping parents to understand the consequences of their own behavior. The *Burbs* ad was praised because it helped publicize the drug problem in non-urban areas.

Community informants suggested that TV and radio ads will only be effective if they are aired in combination with prevention efforts in schools and with parents. They also believed that the ads are potentially effective with younger children who have never used drugs and with parents targeted as role models, but will be less effective with teenagers (who often react to peer pressure and believe that they can experiment with drugs without experiencing repercussions).

Aside from the kickoff ceremony for the Media Campaign in January 1998, community informants did not know of any local or regional efforts to support or supplement the Media Campaign.

Media Representatives' Reactions to the ONDCP Media Campaign

Representatives of two television stations report their stations are involved in a number of community public education efforts. Neither television station had received additional anti-drug ads from other sponsors in connection with the Media Campaign, and neither was aware of any other activity to support the Media Campaign.

One television station had recently received a new reel from PDFA and was showing *Drowning*, *Long Way Home*, *Burbs*, and ads described as "how to talk to your kids" and "average kid." They chose not to air another ad showing an addict slumped by a toilet. They were not aware of any response to the new ads they were airing.

The general manager of another television station in Atlanta airing the Media Campaign ads described the ads as "fabulous." The public affairs director liked the ads because they were "hard-hitting" and the station frequently showed an ad described as "a boy on a couch" and *Free Ride*. Both stations reported that the Media Campaign was having no negative effect on broadcasting PSAs for other causes.

Followup Findings in Comparison Site of Memphis, Tennessee

This section summarizes significant changes that occurred in Memphis between the baseline site visit conducted January 5–9, 1998, and the followup visit on April 13–17.

Focus group participants indicated that marijuana is now easier for minors to obtain than alcohol since liquor stores are now checking I.D. more frequently.

Regional prevention services have become more coordinated and have shifted from private operations to an agency under the Tennessee Department of Health.

Some key informants reported seeing more prevention ads airing, but doubted that ads would have any effect on changing attitudes and behavior if they weren't supplemented by increased interaction with role models.

The most frequently cited local effort is the Shelby County Sheriff's Office drug prevention campaign, initiated five years ago. The campaign features Anfernee Hardaway, a nationally recognized athlete from the local community in a series of anti-drug TV and radio messages.

In summary, there are many non-ONDCP sponsored activities and local public health/service campaigns currently underway, but there was little evidence to demonstrate that these efforts are producing the desired results.

Summary of Intermediate Findings

At Atlanta, one of 12 sites targeted by ONDCP, youth recall of the Media Campaign ads was very high several months after the Media Campaign had been initiated. Youth of all ages recalled specific ads on TV. Recall of radio and billboard advertisements was less common. Parents remembered seeing three specific ads on TV and commented that they had seen more anti-drug ads in the past 3 months than in the previous 2 years. Key community informants were also aware of the new Media Campaign, and a few of the prevention workers and service providers offered positive reactions to two specific ads, the father and son at the fence and the *Burbs* ads.

In Memphis, which was not targeted by the Media Campaign, there is little awareness of any national anti-drug campaign.

These preliminary findings suggest that youth, parents, and community representatives are aware of the anti-drug ads included in the Media Campaign and reported seeing these ads frequently. However, there is still little evidence of any supportive activities taking place in the community. In fact, no community representative reported knowledge of or involvement in any local or regional efforts to support or supplement the Media Campaign since its inception in January.

BALTIMORE, MARYLAND

Two site visits have been made to Baltimore. The first baseline visits occurred at various times between November 2, 1997, and January 28, 1998. The intermediate visit took place during the week of March 16, 1998.

Richmond, Virginia, was selected as a comparison site for Baltimore, Maryland, because both sites have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Baltimore and Richmond also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Richmond constitutes a reasonable comparison site for Baltimore. Exhibit 4-3 summarizes youth, parent, and community findings for both sites.

The remainder of this site visit report will describe (a) key baseline data collected in Baltimore at baseline and some 3 months later at intermediate, and (b) some key results collected in Richmond during the intermediate visit.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

Numerous drug prevention programs operate in the Baltimore Metropolitan Statistical Area (MSA). Some programs, such as the Safe and Sound Campaign, are coordinated among multidisciplinary federal, state, and local programs. Other programs are local and smaller in scale. The Baltimore MSA has received numerous federal, state, and local grants as well as private donations from philanthropists and foundations to address drug use and trafficking. For example, the Maryland Alcohol and Drug Abuse Administration (ADAA) funds research-based drug prevention programs that are tailored to the local needs of every Maryland county. All programs are based within communities instead of schools. To receive funding, each county must have a prevention coordinator who serves as a program administrator and liaison between the county and ADAA staff in Baltimore City. Baltimore's FOX 45-TV channel airs *Straight Talk* and *Steering Clear*, television programs hosted by Baltimore County's Bureau of Substance Abuse Director, Mike Gimbel. Each program addresses drug and violence issues, and features guest interviews. These programs are aired free of charge by the station. The programs will soon be added by Comcast Cable to six cable systems across Maryland.

Trends in the Baltimore Community

Baltimore has a well-documented youth drug problem. Though the drugs of choice differ among urban and non-urban environments, the drugs most commonly used by youth include marijuana, alcohol, and tobacco. It is commonly cited that non-urban residents purchase drugs in Baltimore City. As the legitimate job pool shrinks and the requirement for advanced educational attainment becomes the norm, urban youth see drugs as an economic opportunity.

The 1996 Maryland Adolescent Survey (MAS), a biennial drug prevalence survey conducted in Maryland's public schools and administered by the Maryland State Department of Education, indicates that current marijuana use in Baltimore City is down for 12th graders from 1994. However, the 1996 statistics are still 6.9 percentage points higher than those from 1992 (Maryland State Department of Education, 1996). Baltimore City's 8th graders reported the highest percentage of past-month use of any drug (23.2%) and marijuana (21.5%) in 1996 in Maryland (Maryland State Department of Education, 1996). Sixth graders in the City reported the third highest past month marijuana use at 4.1 percent (Maryland State Department of Education).

The 1996 MAS also shows that approximately 55 percent of Baltimore County 12th graders report lifetime marijuana use, while 26 percent of 8th graders and 3.8 percent of 6th graders in the County recorded similar marijuana use (Maryland State Department of Education, 1996). Six percent of Baltimore County seniors reported lifetime use of crack-cocaine, while 10 percent reported lifetime use of other cocaine (Maryland State Department of Education, 1996). Baltimore County seniors indicated that 6.1 percent of their population had ever used heroin (Maryland State Department of Education, 1996).

Drug Awareness and Behavior Reported by Youth and Parents

Non-urban 4th–6th graders had very limited knowledge about illegal drugs. They were well educated about the dangers of tobacco, which was stressed in their school's curriculum. In contrast, the urban 4th–6th graders said that they are aware of drugs, not from parents or school, but from seeing them being used in their neighborhoods, especially by teenagers. They also said that people can learn to use drugs from movies in which people use drugs and smoke. This year, the non-urban 7th–9th grade boys are learning about drugs in their health class. They appeared to be learning a lot about the science of drugs but disagreed over whether they were being given a strong anti-drug message in class. The urban 7th–9th graders brought more firsthand knowledge to the discussion. The urban 10th–12th-grade age group said that they learned about drugs primarily from “just being around, watching people on the street.” The non-urban 10th–12th graders said that youth their age know a lot about drugs, primarily through talking with their friends.

Parents do not necessarily know what to say to their youngsters about drugs. Urban parents tend to have a better understanding of the scope of the youth drug problem, but they possess fewer resources. Both urban and non-urban parents were concerned about what their children did in their free time and wanted them to participate more in organized activities. They were concerned about media influences such as television and rap music. Their reviews of anti-drug ads varied.

Community Drug Problems as Perceived by Community Key Informants

Every key informant agreed that the Baltimore area has a significant drug problem. Most informants stated that marijuana was the drug of choice for youth, but added that alcohol and cigarettes were common. One service provider stated

that “marijuana is not perceived as a substance, but as a cigarette. Kids (in Baltimore City) see their parents and don’t want to be addicts like them, but smoke marijuana because it is not perceived as a risk.” Youth seem to begin smoking marijuana either as a cigarette (i.e., “joint”) or a “blunt” (i.e., a Phillies Blunt type cigar filled with marijuana) and then move to cocaine powder and/or crack-cocaine. A non-urban law enforcement official reported that methamphetamine use is “very random and spotty.”

All informants agreed that there is no difference in drug use among ethnic or racial groups. There are also no reported geographic boundaries or areas of availability for specific drugs. One service provider stated that “there are no clean distinctions. You find the same drugs on different corners.” According to urban and non-urban law enforcement officials, polydrug dealing is now common, instead of having one drug dealt on one corner or in a specific neighborhood.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

The Maryland Governor’s Office is conducting an anti-drug media campaign which began in the fall of 1997. It relies on donated air time and resources for PSAs, and the Lieutenant Governor is involved in a series of meetings and appearances with local agencies.

Only one key informant remembered seeing any Media Campaign television ads prior to the Media Campaign. She said that she believed the ads had been run frequently enough to capture the attention of parents, teenagers, and children, but would not make them more aware of the risks and dangers of drug use. She stated that her sons, ages 14 and 17, are “pretty jaded with the same old stuff.” Another key informant recalled seeing the casts of *Friends* and *Suddenly Susan* on NBC’s *The More You Know* series. The remaining persons could not recall seeing any ads on TV, radio, or in print. Consequently, they stated that they did not think PSAs were aired often enough to be noticed.

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

Baltimore City, according to one key informant, is moving money out of programs such as housing and putting those funds, as well as the savings from reduced welfare payments, into drug treatment. This person said that funding for treatment increased from \$15 million to \$31 million in 2 years, and will increase to \$33 million in another year. A reporter for the *Baltimore Sun* stated that the expansion of city funding for drug treatment is “close to a national experiment of offering treatment on demand.” He stated that a foundation has pledged \$25 million over the next 5 years to fund drug treatment activities.

An informant from a civic group stated that the most significant trend is a growing awareness that the heroin problem has spread to the suburbs. He stated

that an elementary school teacher overdosed on heroin in a Baltimore suburb in January. The *Baltimore Sun* has published a series of articles on the spread of heroin to the suburbs and the effect it has had on non-urban youth. A newspaper reporter said that within the past 6 months, a small number of heroin overdose deaths in non-urban and rural areas sparked interest in heroin because the deaths occurred “where you wouldn’t expect overdose deaths.” He also said there were several articles on the Bill Moyers television special on addiction.

Youths’ and Parents’ Reactions to the ONDCP Media Campaign

Non-urban focus groups in all grades were much more aware of the Media Campaign than their urban counterparts. The urban 7th–9th graders did not report seeing many ads, though most of them felt that all the ads basically talk about is marijuana. They were much less positive about the Media Campaign than the other youth focus groups in Baltimore. A few participants said they saw the *Cannabis Stupida* billboard and stated that it was “real stupid” and “had no purpose.” One girl said that “they should not have spent money on it.” The group liked the *Frying Pan* ad because it caught everyone’s attention, and they were able to connect it to the fried egg ad. Some participants agreed that “some commercials seem like they are just making them to say ‘we put an ad out to make people aware.’ ”

None of the participants recalled ONDCP as the sponsor of the Media Campaign. The urban 7th–9th graders guessed “The American Drug Association.” The non-urban 7th–9th graders seemed certain that the American Heart Association and the American Cancer Society sponsored the ads; their confusion stemmed from seeing a plethora of anti-smoking ads and posters sponsored by these organizations. The non-urban 10th–12th graders were able to remember PDFA as the sponsor of the ads.

The urban parents agreed that they did not remember seeing that many anti-drug ads. Most participants stated that there were not as many as there used to be. Non-urban parents were very aware that anti-drug commercials were playing on TV between the evening news and prime time shows. They also reported hearing them on the radio, and seeing the *Cannabis Stupida* billboard. They were also able to describe the ad and correctly state the message. The parents reported seeing the following ads: *Frying Pan*, one depicting a teacher, one describing another missed opportunity, and *Burbs*. None had seen any ads on the Internet or in the newspaper. Most of the parents were aware that ONDCP was the sponsor of the ads.

Urban parents made the following suggestions to increase the effectiveness of the ads: make them stand out and boldly show the effects and consequences of drug use; tell children what it feels like to be on drugs; start with younger children before they become teenagers; and show the unglamorous side of drug use. The parents stated that “kids need to see what you lose” when you use drugs. Many urban parents also maintained that personal face-to-face contact with youth is required to influence their decisionmaking about drugs.

The non-urban parents recommended the following to make the ads more effective: aim parent-targeted ads at parents with young children; have “kids” like them promote the avoidance of drug use; modernize the ad that shows all of the entertainers who have died because of drugs; use black and white film to catch the eye; use silence to bring attention to the ad; and maintain the frequency of the ads so that the messages can get through to their audience. Most parents recognized ONDCP or PDFA as the sponsor of the ads.

Parents who had seen the ads agreed that anti-drug ads were needed because “the ads help you realize how bad the problem is.”

Key Informants’ Responses to the ONDCP Media Campaign

Most key informants recognized the commercials as Partnership for a Drug-Free America (PDFA) ads or said that they could not really recall but that they thought it was PDFA. Two people said that ONDCP sponsored the ads. Most of the key informants agreed that the ads were shown frequently enough and at the appropriate times to catch the attention of their intended audience. A city youth influencer said she thought that since youth talked a lot about the *Frying Pan* ad, it probably was appropriately aired. She also said that the billboard she saw was located in a “heavily trafficked area, so it was probably noticed.” Another interviewee stated that “if they are sticking out in my mind, they must be aired enough.”

The informants had mixed perceptions of the community’s response to the Media Campaign. Some of the informants said that they have talked about the ads with people, while others stated that they have not heard anything. A youth influencer said that youth are talking a lot about the fried egg ad, but that she has not noticed any other response. Another informant related that he thinks that people look at them as “just commercials and that’s what the mute button is for.” An urban service provider asserted that people do not generally talk about commercials and billboards. He said that “other prevention and treatment providers are more likely to talk about it, however, most providers don’t believe that a media Campaign is the appropriate way to get the message across.”

Media Representatives’ Reactions to the ONDCP Media Campaign

Site visitors were able to coordinate interviews with representatives from *The Baltimore Sun*, *The Afro-American*, and FOX 45-TV. According to one media representative, the community is offended and dismayed by alcohol advertising directed at youth. Older community members are afraid that young people and children are using drugs, and that youth drug use may be connected to violence. This person also said that she feels that “[t]he problem is not being ignored or dismissed, but perhaps it is being underestimated to keep people from being overwhelmed.”

The TV representative reported that public service campaigns have been increasingly sponsored by businesses, which allows the messages to be aired more often and at better times. The local FOX TV station still donates airtime, and the

ratio of unpaid to paid advertising is estimated at 60:40. The station also produces PSAs for nonprofits. The station's representative said that "[t]he [ONDCP] ads are excellent." She asserted that they are of great quality, address recognized problems, are localized, and come in different lengths. She stated that "they are exactly what I like in ads. PDFA does an excellent job producing parent-targeted ads."

Followup Findings at Comparison Site of Richmond, Virginia

The Richmond community appeared very uninformed about the Media Campaign or about any anti-drug commercials. The Richmond MSA is large and includes rural areas on the outskirts of the city. The non-urban areas appear to be rather separated from the poorer urban areas, yet common themes emerged. Throughout the site visit it became apparent that the community has the impression that drugs are only in the east end of the city. Yet the individuals we spoke with in both urban and non-urban areas have realized the severity of the drug problem in the suburbs, as well. They feel this is something the community needs to be enlightened on because they fear this misconception stigmatizes the urban areas and leaves residents of the non-urban areas ignorant of the problems facing their children. This might be the reason that the *Burbs* ad was continually mentioned as positive and effective by those who had seen it.

Probably due to the fact that Richmond is a comparison site, none of the informants appeared aware of the Media Campaign, although one informant had seen a number of the PDFA ads (most likely as PSAs). As a result, none of the informants were involved in Media Campaign-related activities. The majority of informants felt that ads had the potential to be effective, usually in conjunction with other prevention efforts. One informant said a commercial could make no difference, asserting that all change is going to come from a role model or mentor. Others felt that anti-drug ads would be particularly effective for young children.

Summary of Intermediate Findings

In Baltimore there is a growing community awareness that heroin use is spreading to the suburbs. Businesses in the Baltimore area appear to be supporting PSAs with their advertising dollars. One well-placed television media representative called the Media Campaign ads "excellent."

In general, non-urban youth and parents seemed to be much more aware of the Media Campaign ads than urban youth and parents. Furthermore, there was little recognition by any focus group participants (youth or parent) that ONDCP had sponsored Media Campaign ads.

The comparison site, Richmond, was generally found to be very uninformed about the Media Campaign or about any anti-drug ads.

BOISE, IDAHO

Two site visits have been made to Boise. The first baseline visit occurred in December 15–19, 1997. The first followup visit took place during the week of March 23–27, 1998.

Eugene, Oregon, was selected as a comparison site for Boise, Idaho, because both sites have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Boise and Eugene also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Eugene constitutes a reasonable comparison site for Boise. Exhibit 4-4 summarizes youth, parent, and community findings for both sites.

The remainder of this report describes key data collected in Boise at baseline and at the followup visits 3 months later, as well as key findings in Eugene collected during the 3-month followup visit.

Baseline Picture

Ongoing Anti-Drug Activities in the Boise Community

Over the past 18 months Boise has experienced a number of drug-related problems, such as youth-related shootings and a rise in the use of crack by youth. In response to these problems, the community has undertaken a number of collaborative activities. “Community In Action—Enough Is Enough” is an anti-drug and family responsibility media campaign initiated in 1997 through a partnership between Doug Armstrong, President and General Manager of KTVB-TV, Boise’s NBC affiliate, and Boise Mayor Brent Coles. The goal of the campaign is “To Help Kids Walk Drug-Free Through A Drug-Filled World.” The campaign targets 7th–12th graders and their parents. The foundation of the campaign rested upon a week-long visit in April 1997 by inspirational speaker Milton Creagh who spoke at the Boise State Pavilion, focusing on personal responsibility and the importance of educating youth and their parents about the drug problem in Boise.

Associated with the “Enough Is Enough” campaign, the Western Idaho State Fair held an “Enough Is Enough” day at its 1997 fair at which no alcohol was served. This 1997 fair, the first to have an alcohol-free day, had attendance 23 percent higher than usual. Idaho Outdoor Advertising is sponsoring a statewide campaign that features billboards that read “Be a Hero—Be a Role Model.” The billboards are prominently featured at major intersections in Boise and surrounding areas.

The Idaho Statesman, a local newspaper, did an evaluation of the “Enough Is Enough” campaign 4 months after Creagh’s visit. The newspaper reported that youth still remembered the messages brought by Creagh and that his message had helped change some of their attitudes and behaviors regarding drug use.

The U.S. Attorney's Office sponsors an outreach program in the Boise area, primarily through the efforts of Assistant U.S. Attorney Monte Stiles. Mr. Stiles spoke to more than 10,000 school children and made more than 60 anti-drug presentations in October 1997.

Parents and Youth Against Drug Abuse (PAYADA) is sponsored by Boise State University (BSU), the BSU Wellness Center, and the Boise Parks and Recreation Department. It shares information throughout the State of Idaho, provides alcohol and other drug education, trains youth and adult leaders, and promotes activities and builds partnerships within the community. PAYADA's occasional newsletter, *Attitude*, asserts: "BSU promises safe places and drug-free activities." The newsletter is distributed to 10,000 youth in Boise and Meridian, Idaho.

Youth Court involves youth, ages 8–16, who have committed their first alcohol, tobacco, or drug offense. They may opt to go to Youth Court to stand before a jury of their peers. If they fulfill their sentence, the offense will be struck from their record. Youth Court sentences always involve education, community service, and peer counseling.

Red Ribbon Week occurs nationally during the last week of October. Locally, it is promoted by Idaho Outdoor Advertising as well as local radio and TV stations.

Trends in the Boise Community

Boise was described by many community informants as a very conservative community in which people do not talk about drug problems. Most of these informants believed that parents do not think a drug problem can happen in their community and that it certainly would not touch their own children.

Other informants described the past year in Boise as a traumatic one, including the September killing of a Boise policeman. There were also a number of police-related shootings reported in the past 18 months, creating unusual stress in the community.

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. Youth in grades 4–6 seemed to have limited knowledge about drugs. However, when probed about their awareness of any anti-drug messages, some youth in this group did offer that ads on TV sometimes catch their attention for a minute or more. Some children in this age group reported that they had learned about the dangers of drugs from their parents or a school counselor. Youth in grades 7–9 asserted that anti-drug ads were dull and depressing. They claimed that "they already learn that stuff in school" and that "some ads strike fear, but they don't show the results." When asked how much they know about illegal drugs, youth in grades 7–9 indicated they know a lot about marijuana, acid, alcohol, cocaine, inhalants, rubber cement, and cleaning solvents. The 7th–9th-grade girls seemed especially knowledgeable about anti-drugs TV ads as well as other sources of pro-drug information and influences. Several of these youth reported that they know adults (e.g., a

successful businessman, parents, and a stepfather) who use drugs. A number of 7th–9th graders reported on the wide use of crank, offering comments such as “we are the biggest crank capitol.” Overall, the 7th–9th graders in the focus groups were very knowledgeable about drugs and illicit behavior.

Grade 10–12 youth reported that they usually learned about drugs from their friends. They also noted that their parents appeared to be uncomfortable talking

to them about drugs, and that their parents know less about drugs than they do. These high school students also commented on the double standard used for school athletes who are caught using drugs. They may be suspended, but they are not taken off the team.

Parents were very aware of the TV PSAs with Milton Creagh and of the “Enough Is Enough” campaign. They claimed that anti-drug messages will not affect youth unless parents are involved. At the same time, parents admitted that their children know more about drugs than they do.

Community Drug Problems as Perceived by Community Key Informants

The key informants interviewed uniformly stated that tobacco, alcohol, marijuana, and crank are the most prevalent drugs used by local youth. Use of heroin and LSD was thought to be relatively rare, while cocaine is used mostly by older people because it is relatively expensive.

The issue of drinking age was thought to be a contributing factor to the use of alcohol by underage youth. While the current legal drinking age in Idaho is 21, it used to be 19, and many people still behave as though the law has not changed. Key informants agreed that drugs are easy to get for people in any age group.

Several informants talked about the differences in drug use among young people. In general, they believed that drug use per capita is higher in rural areas. They also thought that a common parental attitude is that “what goes on in [our] family is our business.”

Some educators reported that youth obtain drugs from convenience stores and that marijuana is readily available on high school grounds. Local law enforcement officials confirmed the existence of small youth gangs in the community.

Awareness of Anti-Drug Advertising Prior to ONDCP Media Campaign

During the baseline site visit, key informants were asked to describe any anti-drug ads they had heard on radio or seen on TV or in local newspapers and magazines. Many local officials were supportive of the “Enough Is Enough” campaign and described it as a way to begin conversations about drug use in the schools at home. Even though the key informants were very aware of this and other community-initiated prevention efforts, they did not report any major media efforts other than the Creagh campaign being aimed at the drug problem.

Intermediate Findings Reported Three Months Into the ONDCP Media Campaign

The purpose of this section is to present information on respondents' perception of change related to drug awareness/attitudes in Boise since baseline, and respondents' awareness/views on the Media Campaign shortly after its implementation.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

During the followup site visit 3 months later there was tremendous activity underway to prepare for the next Milton Creagh appearance. Billboards promoting the "Enough Is Enough" campaign could be seen throughout Boise. "Enough Is Enough" materials, including sweatshirts and literature, had been distributed to the schools. Thousands of parents and youth were expected to attend meetings in school gymnasiums and at the city stadium in the next week. The Creagh campaign also was to include speakers from Promise-Keepers who were to participate in the weekend events.

It is important to note that the Creagh campaign has a policy of not allowing their efforts to be subordinated to other prevention efforts. They negotiate to have their name displayed in the most prominent positions on TV and on billboards. The emphasis on the Creagh campaign might potentially divert attention from the ONDCP Media Campaign. Some key informants were concerned about the emphasis on using charismatic speakers and one-shot events. They argued for the need to mount an ongoing prevention campaign, similar to the ONDCP Media Campaign.

Other recent events affecting awareness of the drug problem in the community included a number of teenagers being arrested for drugs and six teenagers arrested for gang-related activities the week before the site visit.

Youth and Parent Reactions to the ONDCP Media Campaign

Separate focus groups were held with youth and parents. Youth in grades 6–9 noted that there had been more anti-drug ads on TV and on billboards in the last few months. They reported seeing the ads on TV mostly late in the evening. They were able to list the topics of the ads and they understood their messages. They thought the ads would only convince those who had never tried drugs that drugs are dangerous. They also reported that the ads made them think that they would never use drugs. They noted that they had heard some of their teachers talking about the ads, but they had not heard their parents or other adults discussing the ads.

Youth in grades 10–12 also had noticed an increase in ads on TV, the radio, and on billboards. They were able to identify the messages of the ads. They commented that the ads on TV tended to be shown more often late at night and only two to three times during the early evening. They reported hearing them "every few minutes" on the radio. The high school students were able to distinguish between

the ONDCP Media Campaign ads and those that were part of the “Enough Is Enough” campaign. High school students thought the ONDCP ads would reinforce the anti-drug message, but they did not think that the ads would teach them anything new. They reported that at their age they already knew all the facts, that they had been hearing the message for years, and that these ads would not change their way of thinking. They did agree, however, that the ads got their attention and that the ads would probably be most effective with low-risk and non-user youth. Students in this age group had not heard their parents discussing the ads. In planning future ads, high school students recommended that ads be targeted to younger students. They also noted that telling horror stories is not an effective way to reach youth. They recommended that the ads show “normal kids” and youth in both the suburbs and the cities.

Some parents had noticed an increase in the number of ads on TV, but they did not know who had sponsored the ads. They were somewhat skeptical that the ads could change attitudes or opinions among youth, but they did believe the ads would reinforce parents’ ability to make decisions. They thought the ads they had seen were directed more at parents than at youth. Parents also recommended that mentoring programs be developed, asserting that the Media Campaign would only be successful if it was implemented in conjunction such programs.

Key Informants’ Responses to the ONDCP Media Campaign

Awareness of the ONDCP Media Campaign among community informants was mixed. Some community planners who were heavily involved with the Creagh campaign had not heard about the ONDCP Media Campaign. However, most of those interviewed had seen some of the TV ads. Members of the faith and Hispanic communities had heard parents and professionals in their respective fields talking about the ads. They believed that parents who had seen the ads had a positive reaction to them.

Few community-initiated activities appeared to be underway in support of the ONDCP Media Campaign. One exception was a local RADAR (Regional Alcohol and Drug Awareness Resource) center that had posted an 800 number. The local PAYADA representative had also sent speakers into the schools to prepare school counselors and administrators for the ONDCP Media Campaign and to ensure that the Media Campaign’s printed materials were distributed.

Key informants did report seeing more anti-drug ads on TV 3 months after the baseline visit. Generally, however, they did not know that they were sponsored by ONDCP. Over half of them thought the ads were part of the Milton Creagh campaign.

In terms of effectiveness, community informants generally agreed that the ads will not and cannot by themselves change behavior. What they can do is raise awareness; inform and reinforce ongoing positive actions by educators, parents, and youth; and stimulate debate. Community leaders believe that behavior change can only come about from continuous aggressive action and the influence of role models in the form of parents, educators, and community leaders. They

commented that the ads will not be effective unless parents begin to “practice what they preach” and school officials begin to deal with the problems in their own classrooms. They did believe that the ads had the potential to prevent drug use among those not currently using and that they would raise awareness and provide useful information to youth and parents.

Many key informants made suggestions for improving future ads. They noted that while the ads were being shown late at night, they perceived that a better time to air them was during prime time or during programs that youth watch such as *Party of Five* and *Beverly Hills 90210*. They also recommended putting more emphasis on realistic, hard-hitting messages; providing more facts on the dangers of drugs; showing ads that emphasize the pain of addiction; having a campaign that is continuous; and tailoring the ads to the local community drug problem.

Media Informants’ Response to the ONDCP Media Campaign

Media representatives reported that they do not generally target specific drugs when they run an ad. None of the media outlet representatives interviewed had a formal policy regarding their anti-drug advertising approach to addressing drugs, alcohol, or cigarettes. Anti-drug ads are aired on an ad hoc basis; they are reactive, not proactive. There is no emphasis on prioritizing PSAs by topic. Policies and strategies are driven by sales. Most media representatives reported that PSAs are treated like any other paid ad. However, they did note that paid anti-drug ads would be given the same level of attention as any other paid advertisements. Media representatives had no perceptible response to the ONDCP Media Campaign since it was launched in January.

Followup Findings in Comparison Site of Eugene, OR

While Boise, Idaho, and Eugene, Oregon, reported similar drug problems and concerns during the baseline visits, there is one notable difference reported both at baseline and at the intermediate visit in Eugene. There are influential citizen forces in Eugene dedicated to decriminalizing distribution and possession of marijuana. In fact, among many groups interviewed, it was reported that much of Eugene’s population tacitly approves of marijuana use. The most popular illegal drugs in the Eugene area are marijuana and methamphetamine. Local growing of marijuana has been a problem in Eugene for a long time. The local liberal attitude toward marijuana use was reported as having contributed to the problem. Annual events like the Hemp Festival and the Country Fair have been instrumental in fostering an air of legitimacy regarding the use of marijuana.

Since the baseline visit to Eugene, several local events had affected awareness and attitudes regarding drug problems. In Mapleton, a neighboring community, there had been law enforcement arrests of methamphetamine labs. News coverage of drinking problems among some University of Oregon football players also has been covered in the press. In addition, several drug- and alcohol-related crimes, and their associated court cases, had received media coverage in and around Eugene. Much local media attention had been paid to the movement to decriminalize possession of marijuana in the statewide election in November

1998. Finally, the most visible anti-substance use campaign in Eugene, the anti-tobacco war, is being waged using State tobacco tax dollars.

Youth focus groups were asked about their awareness of any new anti-drug ads on TV and radio, or in the newspapers. Youth did mention anti-drug commercials broadcast during Saturday and Sunday morning cartoon programs. Many youth were familiar with the anti-chewing tobacco radio announcements being aired. Parents in the focus groups acknowledged being exposed to many of the same announcements mentioned by their children. They were particularly aware of the anti-tobacco ads and had heard some anti-chewing tobacco radio announcements. Parents reported very little awareness of anti-drug advertisements other than the fried egg ad. This appeared to be a reference to the original PSA produced by PDFA and shown years ago, prior to the launching of the ONDCP Media Campaign.

Summary of Intermediate Findings

In Boise, one of the 12 target markets for the Media Campaign, there is a heightened awareness of the Media Campaign among youth and parents. Youth in the 7th–9th and 10th–12th grades in particular have seen the ads and remember their messages and the times they viewed them. They said they have mixed reactions to them and believe they may have the potential to change awareness and attitudes, but not behavior. The parents in Boise also remember the new ads on TV but believe that they must be accompanied by mentoring programs to be effective. Most youth, parents, and community informants who were aware of the new ads did not know that they had been sponsored by ONDCP. The recent and heavy influence of the Milton Creagh Campaign in Eugene undoubtedly accounts for some of these findings. In Eugene, which is not targeted by the Media Campaign, there was much recognition given to other anti-substance campaigns, primarily those targeting the tobacco industry.

DENVER, COLORADO

Two site visits have been made to Denver. The first baseline visit occurred during the week of December 15–19, 1998. The first followup visit took place during the week of March 23–27, 1998.

Albuquerque, New Mexico, was selected as a comparison site for Denver, Colorado, because both sites have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Denver and Albuquerque also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Albuquerque constitutes a reasonable comparison site for Denver. Exhibit 4-5 summarizes youth, parent, and community findings for both sites.

Further similarities between the two cities are evident: Both Denver and Albuquerque have experienced a rising methamphetamine problem in recent years and both communities have problems resulting from drugs flowing in from Mexico. The remainder of this report will describe key data collected in Denver at baseline and followup data collected there 3 months later, as well as key results collected in Albuquerque during the followup visit.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

Several ongoing anti-drug efforts were reported in the Denver area. One local television affiliate has established the Yes-to-Youth Foundation. In November and December 1997, a reporter for another local station joined a former Bronco player to carry an anti-smoking campaign to 21 area high schools. Local cable channels, which have formed the Metro-Wide Communication Consortium, produced a 2-hour feature titled “Colorado’s Teens: Society’s Scapegoats?” in March 1997 and also created a series of eight PSAs that target the use of tobacco, alcohol, and drugs by children and youth. In January 1998, local television stations were scheduled to start carrying spots on “Asset Building,” which includes prevention elements that would enable youth to reject drugs.

State and local government agencies currently fund an active network of prevention programs that are not necessarily focused on, but include substance abuse. Major State funding for these programs is provided by the Colorado Alcohol and Drug Abuse Division (CADAD) and by the State’s Community Partnership Office. This Office utilizes a community-based approach to asset building.

In addition to State agencies, the Colorado Trust recently funded a 5-year, \$10 million project with the Search Institute, which operates Assets for Colorado Youth to support communities in their implementation of the Asset Building

Model. The Safe and Drug Free School Program in the Denver area is heavily committed to the model.

The City of Denver has institutionalized prevention programs within its government structure. The Safe City Office, the District Attorney's Office, the Denver Juvenile Justice Integrated Treatment Network, and the Denver Housing Authority all operate primary or secondary prevention programs. The Safe City Office coordinates the SafeNite Curfew Program, administers the Mayor's Summer Youth Program, and sponsors the annual Safe City Youth Summit, conducted by the Colorado office of Just Say No. The Safe City Office also administers \$1 million in grants to other prevention programs in the city.

Trends in the Denver Community

Denver is recognized as the drug distribution center in the Rocky Mountain High Intensity Drug Trafficking Area, which includes Utah and Wyoming along with Colorado. Being a transportation nexus helps make Denver a drug trafficking center. Marijuana, methamphetamine, cocaine, heroin, and crack-cocaine come into Denver from Mexico via the Southwest border states and California. In addition, marijuana is grown throughout Colorado and the vast extent of sparsely populated areas in the State creates a haven for methamphetamine labs.

The Community Epidemiologic Work Group (CEWG) reports indicate that methamphetamine use has increased steadily in Denver from 1992 to 1997, and that cocaine and marijuana have been the predominant drugs of choice from 1991 to 1995, as measured by the percentage of drug treatment admissions. Marijuana is said to be endemic in all areas of the State.

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. The most significant variable determining youth's attitudes toward drugs was found to be their age, not their neighborhood or urban/non-urban or race/ethnic differentiation. In elementary and early middle school, students typically would respond to questions about drug use as follows: "I'll never do it. It's bad."

Most children in the Denver area are said to learn about the risks and dangers of drug use through the D.A.R.E. program, which is usually presented in the 5th grade. Youth in 4th–6th grade focus groups confirmed that this is their primary source of information about drugs. The middle school children also learned about drugs through D.A.R.E., and continue to learn about drugs in health class. When asked how children their age learn about drugs, one urban youth responded: "They smoke it," referring to the fact that children 9 and 10 years old are smoking marijuana. Middle school youth have also seen people in their neighborhood using drugs and said they can get marijuana anywhere.

Inner-city and non-urban high school youth have learned about drugs through D.A.R.E.; older siblings, friends, and parents who use; and their own experimentation and use drugs. Some parents reportedly talk to their children

about drugs, but “it depends on what kind of parents you’ve got” said one youth. Drugs are readily available at high school or on the streets. High school youth stated that alcohol is the main substance being used and that it can be obtained through older friends or siblings, by standing outside a liquor store and asking someone to buy, or by going to drive-through liquor stores where “they don’t even card you.” Parents stated they find it difficult to talk to their children about drugs and are concerned about how much their children are exposed to drugs.

Community Drug Problems as Perceived by Community Key Informants

Key informants in the Denver area perceived drug use/abuse as a big problem. One informant reported that approximately 30 percent of youth in the District Attorney’s Juvenile Diversion Program are in treatment for substance abuse, many of them for chronic use of marijuana.

Marijuana heads the list of drugs of choice mentioned by the key informants, with alcohol and tobacco also frequently mentioned. Several sources said the biggest problem is now in middle school rather than high school. Younger children are perceived as starting with cigarettes, beer, and marijuana, and sometimes inhalants and prescription drugs like Ritalin. Older youth continue to smoke, drink, and use marijuana, and some are also experimenting with LSD, methamphetamine, and heroin.

An informant who works with youth observed that urban youth are likely to use beer, marijuana, and some crack-cocaine, while non-urban youth are frequently polydrug abusers. In the city heroin is called Black Tar, but it is dubbed China White in the suburbs. School personnel in non-urban communities on either side of the city say that drug abuse is “a problem for everybody,” and that there may be differences in availability and cost, but “everything is everywhere.”

Informants agreed that high school youth could obtain drugs very easily in the schools, especially marijuana. Drugs are also accessible to middle school children, especially if they have connections with older children.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

During the baseline site visit key informants in Denver were asked to describe any anti-drug ads they had heard on radio or seen on TV or in local newspapers and magazines. The majority of the informants were able to recall either the anti-drug ads by the PDFA or other similar ads on television or radio; however, one-third of the informants did not recall having seen or heard any of these ads in the past few months. Most informants believe that the ads are not shown frequently enough to have an impact and they were not sure that the ads made their audience more aware of the risks or dangers of drugs. Some felt that while the ads were a start, they will not impact those youth who are using. They also felt the ads were not harsh or graphic enough to be effective with youth.

Most of the informants felt the ads had the potential to change attitudes toward drugs, but only if they are produced in a certain way. Suggestions for the ads included using musicians or athletes who relate their experience with drugs; focusing on the consequences of drug use to the body, personal performance, and relationships; using teenagers talking to teenagers; targeting ads to the most at-risk population; and using ads as part of a larger campaign that would provide after-school programs and other activities for youth.

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

This section presents information on respondents' views of changes related to awareness/attitudes toward drugs in Denver since baseline and their awareness/views of the Media Campaign shortly after it had been implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

Key informants reported the following recent events that might influence youth and parent attitudes regarding drug use, as well as awareness of the Media Campaign: a major statewide debate regarding cigarette smoking on school campuses, the issue being that students are being forced to cross dangerous streets to smoke; testimony of West High School students before a committee of the U.S. House of Representatives concerning a policy of no advertising for tobacco products in or near the school; media attention focusing on a teacher and teacher's assistant having drug paraphernalia in one of the schools and giving it to several students; and a major debate in the State legislature over a proposed measure on needle exchange intended to prevent the spread of HIV.

Youths' and Parents' Reactions to the ONDCP Media Campaign

Separate focus groups were held with middle school students, high school students, and parents during the followup visit. Middle school youth were able to identify 16 anti-drug television ads and several radio ads (e.g., a guy who says "nah," and two boys smoking marijuana who can't remember anything) and billboards (e.g., "Are you waiting for your kids to ask you about marijuana?" and a woman before and after—with no teeth). They understood the message of the ads and said they had seen the ads more frequently than before. They viewed the ads after school and during prime time, on major network channels as well as cable channels like MTV, ESPN, and BET. High school youth identified five specific ads and had similar responses.

The middle school children had mixed responses about whether the ads influenced the way they think about drugs or the issue of whether the ads would change other children's behavior. Some said the ads would not change the minds of those already using, but others felt that some ads "scare you out of doing it." The high school youth were unanimous in believing that the ads would not change people's minds.

Urban and non-urban parents identified seven anti-drug ads that were run on television, two on radio (e.g., *911*, and another about marijuana in a friend's drawer), several in newspapers, and one on a billboard. They stated that they had heard or seen the ads more frequently than previously and that they watched them during prime time. Parents did not feel the ads had changed their ideas about young people using drugs (e.g., didn't change their thinking about how all kids are susceptible, that is can happen to any kid, etc.) but they said that some ads had stimulated discussion between them and their children.

Parents agreed that minority youth need minority role models and that minority-targeted media are more effective for minority youth. Native American parents from Denver said that anti-drug ads would have more impact if they were published in Native American-owned magazines and newspapers.

Key Informants' Responses to the ONDCP Media Campaign

Representatives of Denver's community organizations, interviewed during the baseline visit, were reinterviewed during the followup site visit to learn about their awareness and views regarding the Media Campaign. The majority of key informants were able to recall television ads (e.g., *Frying Pan*, one showing a mentor, one depicting an average kid, one describing another missed opportunity to talk to a child about drugs, and *Deal*) or radio ads (e.g., *Girl Interview*, one describing smoking marijuana in a friend's room, one that asks "When will you talk to your kids about marijuana?" and one that asks "Who will talk to your kids about marijuana if you don't?").

In addition, four ads had been seen in the newspapers (e.g., grandparents, marijuana cigarette, easier to talk to kids about sex than drugs, and not as big a problem as you think/little boy) and one person had seen the *Cannabis Stupida* billboard. The Prevention Resource Center, whose number is provided in the print ads, generally receives calls the day the ad appears in the newspaper. Only a few of the informants were able to recall sponsors of the Media Campaign.

The key informants had mixed views regarding the ability of the ads to change attitudes. Some offered suggestions to improve the ads such as the use of music and rap mixed with frank discussion. They also suggested broadcasting the ads more frequently and using intensive and long-term advertising.

Media Representatives' Reactions to the ONDCP Media Campaign

Representatives of the media in Denver were interviewed to obtain their assessment of the community's response to the Media Campaign. The *Denver Post* has run feature articles on local drug issues including methamphetamine use, which ONDCP Director Barry McCaffrey had emphasized on a recent visit.

The airtime for PSAs at the national television network local affiliate was influenced by a variety of factors including a PSA schedule that cannot be preempted and which takes into account the event, the partner, and the priority; ads that are often time-sensitive; and sponsors that are often guaranteed a certain

amount of airtime. Other PSAs are broadcast as time is available, with ads from national organizations given low priority. At the Spanish-language television stations most PSAs come from national feeds, but some are local and are broadcast under contract. One of these stations devotes considerable energy to combating drug abuse. In addition to a campaign of 30-second spots, the station produces news specials on drugs (including interviews with youth and parents who have been on drugs), sponsors school-based anti-drug efforts, and sends representatives to visit schools to give talks to students.

The Media Campaign had no effect on the airing of PSAs at the national television network local affiliate because of the segregation of paid advertising from PSAs. The only additional anti-drug ads that were broadcast came via the regular spring rollout from PDFA. The Spanish-language television has run pro bono spots on a time-available basis in addition to the paid advertisements; otherwise no additional anti-drug ads have been provided by other sponsors. The Spanish-language radio station had not been approached about any spots to broadcast.

The network television affiliate is the only media outlet interviewed that systematically monitors responses to advertisements. The number of calls is reportedly greater if the ad provides a local or 800 number.

Followup Findings in Comparison Site of Albuquerque, New Mexico

While respondents in Denver and Albuquerque reported similar drug problems and concerns during the baseline visits, the youth, parents, and key community respondents in Albuquerque recounted different levels of awareness of drugs in the media during the followup visit 3 months later.

Several events had occurred in Albuquerque since the baseline visit that might have increased awareness of the drug problem: incidents of drug-related violence highlighted in the media; a battle in the State legislature over the proposal to close down drive-by windows at liquor establishments; an enforcement crackdown on DWI; the case of Gordon House whose sentencing appeal over a DWI fatal accident was publicized; and local activities timed to occur around the Bill Moyers TV special on addiction.

The key informants in Albuquerque had spotty recall of the ads in the media, and not all of the ads they did mention dealt with drugs. None of these informants could recall seeing any anti-drug messages in newspapers or magazines. Only one informant had heard an anti-drug message on the radio. Almost all of the informants said that the ads were not running with sufficient regularity, and some had to think back months to recall any ads. Most were not sure that the ads were effective or did not recall any ads that were particularly effective.

In focus groups with youth, elementary school children recalled some ads, but they were often older ads, ads focused on anti-smoking campaigns, or television programs or videos rather than ads.

Middle school youth had spotty recollection of ads. Urban high school youth remembered a few television ads and said that most radio ads focused on drunk driving. One youth said "Most commercials are old; they don't show them too much." Likewise, parents reported few anti-drug ads. Ads on Spanish television were more noticeable, although one parent said they focused more on issues of violence than drugs. A few non-urban parents remembered alcohol spots on the radio, but urban parents could not recall any in this medium.

Summary of Intermediate Findings

In Denver, one of the 12 target markets for the Media Campaign, the majority of the key informants were able to recall a variety of television, radio, and newspaper ads, and to a lesser extent, billboard ads after the initiation of the Media Campaign. In focus groups with youth and parents, participants were able to identify many television, radio, billboard, and newspaper ads and were able to comprehend the messages in these ads. Middle school youth and parents stated that ads were appearing more frequently than previously. Parents felt that the ads stimulated discussion between them and their children. Key informants, parents, and youth were able to provide many recommendations about how to improve the ads in the future.

In Albuquerque, the comparison site that received no intervention, there was very little awareness of any change in anti-drug messages or of the Media Campaign from the time of baseline data collection to the followup 3 months later. Key informants were not able to recollect anti-drug ads in television, newspapers, or magazines. They stated that such ads ran infrequently and they did not think that the existing ads were effective. Additionally, in focus groups of youth and parents did not recall many anti-drug ads.

HARTFORD, CONNECTICUT

Two site visits have been made to Hartford. The first baseline visit occurred during December 1–5, 1997. The first followup visit took place during the week of March 30, 1998.

Harrisburg, Pennsylvania, was selected as a comparison site for Hartford, Connecticut, because both sites have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Hartford and Harrisburg also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Harrisburg constitutes a reasonable comparison site for Hartford. Exhibit 4-6 summarizes youth, parent, and community findings for both sites.

The remainder of this site profile will describe key baseline data collected in Hartford at baseline, followup data collected there 3 months later, and some key results collected in Harrisburg during the followup visit.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

Two anti-drug media efforts were reported in the Hartford area: South Windsor youth have produced PSAs on drug and alcohol abuse for MTV and Nickelodeon with scripts written by middle and high school students, and Connecticut's Governor John Rowland and his wife have produced a TV PSA on drugs that runs statewide. Drugs Don't Work! also runs PDFA ads as a local partner.

The Connecticut Department of Mental Health and Addiction Services (DMHAS) is the single State agency devoted to addictions. DMHAS developed and funds five prevention resource links; these links collaborate among themselves and with DMHAS. The five are: Regional Action Councils (RAC), public-private partnerships to provide a continuum of care; the Connecticut Association of RAC Executives, the statewide collaborative; "The Center," a training institute on addictions located in East Hartford; Drugs Don't Work, which addresses substance abuse in the workplace, institutions of higher learning, and schools; and the Center for Cultural Literacy and Wellness, which strives to make prevention and treatment culturally appropriate. DMHAS also funds and supports Local Prevention Councils. Additionally, the D.A.R.E. and Safe Schools Programs are active in the Hartford area. The area also benefits from initiatives at the regional, country, town, and city levels.

Trends in the Hartford Community

Key trends that have had an impact on the Hartford area include: a 51 percent dropout rate between grades 9–12; increasing migration of professionals out of the city to the suburbs; the difficult assimilation of newly non-urban, ex-Hartford residents; a severe impact on the area's insurance business and its light industry as

a result of the early 1990s recession; and the virtual disappearance of retail business in Hartford.

No salient recent events that might have affected awareness or attitudes regarding drugs were recorded at baseline.

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. Urban 4th–6th-graders and 7th–9th-graders were predominantly Hispanic; 10th–12th-graders were African American and Hispanic; and parent groups were African American, Hispanic, and white. Non-urban groups were all white. Urban youth in grades 4–6 were aware of illegal drugs prevalent in the city, but it was unclear whether they saw them or were told about them in school. Non-urban focus group youth spoke of seeing middle and high school students smoking and using drugs. Neither the urban nor the non-urban youth mentioned talking to peers or teachers about drugs, but both said their parents told them of the dangers of drugs. They also learned about drugs from television.

Urban youth in 7th–9th grades reported hearing about the risks and dangers of drug use from health class, school activities, and Mi Casa, an after-school program for youth; they all agreed that drugs were readily available at school. Non-urban youth in 7th–9th grades heard about the risks of drug use from friends, siblings, cousins, and D.A.R.E.; they felt their parents did not make an effort to explain the consequences of drug use to them. They agreed that it is easy to obtain drugs in middle and high school, and that younger children easily get drugs from family members. They reported that in high school, pot, Ecstasy, mushrooms, and acid are used. They also said they feel pressured to be drunk at school dances.

Urban 10th–12th graders said they have a hard time finding somewhere to go without alcohol present. They felt that the best way to get information on the risks of drugs would be a friend or a nonprofit program; some were frustrated or disappointed by drug education programs in school. Their chief source of information was firsthand observation of the effects of drug and alcohol abuse by their families and friends. They emphasized the importance of parental support to keep young people off drugs. Non-urban 10th–12th graders reported learning about drugs from TV, radio, magazines, and media ads. They also get information on the dangers of drugs from D.A.R.E., SADD, teen magazines, the Internet, and their parents. They had mixed opinions of parents' effectiveness in addressing drugs. They were aware of where to get drugs, saying that it is easy for high school youth to obtain drugs but hard for middle school youth to obtain alcohol. Marijuana is their drug of choice because it is easy to transport and it is easy to cover up its use.

Both urban and non-urban parents agreed with their children's assessment of how they learn about drugs; both stressed parental accountability; and both made many constructive suggestions about programs to help youth resist drugs. Parents also agreed that they need information on how to talk with their children about drugs.

Community Drug Problems as Perceived by Community Key Informants

Key informants interviewed perceived drug use and abuse as a significant problem in the greater Hartford area; one service provider called the problem “epidemic.” Most informants said it is very easy for youth in all grades to obtain drugs. They named marijuana, alcohol, and tobacco as the most common drugs, and agreed that, in their opinion, while there is little difference in drug use among racial or ethnic groups, usage patterns differ among socioeconomic groups. Wealthier youth from the suburbs have the money and transportation to obtain harder, more sophisticated drugs, they said, while urban communities have more drug selling. They saw younger youth using marijuana, and older ones using crack-cocaine because it is cheaper. There was agreement that youth are experimenting with alcohol, inhalants, and marijuana at an earlier age. There was also broad consensus that youth use drugs due to loneliness and feelings of neglect, that they have a “hole in the soul” that needs attention. Most felt that parents were aware of the community’s drug problem but were in denial about their own children’s use. Informants generally expressed difficulty in involving parents in drug prevention efforts.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

During the baseline site visit, key informants were asked to describe any anti-drug ads they had seen on TV, radio, or in local newspapers and magazines. Most key informants were able to recall seeing PSAs, including those from the Salvation Army, The More You Know campaign, and the Church of Latter-Day Saints. Two non-urban service providers recalled PDFA’s fried egg ad. One youth worker had heard about Red Ribbon Week on TV and radio. None recalled any print PSAs. Only one informant said that the PSAs were shown often enough to catch the attention of their intended audience; most felt that pro-drug ads were more frequent.

Most believed that PSAs have the potential to be effective in changing attitudes, but under certain conditions. They suggested ads of increased variety; a “social marketing approach;” ads in after-school time slots and set to music that young people of varying ages like; ads containing more information and more realistic pictures; and airing ads on cable network channels.

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

The purpose of this section is to present information on respondents’ views of changes related to drug awareness/attitudes in Hartford since baseline and their awareness and views regarding the Media Campaign shortly after it had been implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

Key informants reported several recent events that might influence youth's and parents' attitudes toward drug use and awareness of the Media Campaign: in a non-urban town, a teenager's party caused more than \$10,000 worth of damage while his parents were away; a student athlete was involved in a drug-related crash; a large group of people in their twenties were arrested on drug-related charges in the city; and there were a number of alcohol-related overdoses at area universities.

Youths' and Parents' Reactions to the ONDCP Media Campaign

Focus groups were held with 7th–9th and 10th–12th graders during the following visit in Hartford. Urban and non-urban youth recalled the following TV ads: *Frying Pan*; *Drowning*; one showing a little brother and his role model (Spanish); others described as brother died/why I don't want to do it (Spanish), father and son, the fried egg ad, party girl, and a mother denying her daughter's marijuana use (Spanish). Non-urban 7th–9th graders reported hearing “just say naah” on the radio; both they and their urban counterparts reported seeing *Cannabis Stupida* billboard ads. None recalled any newspaper ads. The non-urban middle school students admitted that they frequently laugh at the ads, and their urban counterparts said that they change the channel when the ads come on. In general, students in this age group did not think the ads would affect the thinking of those already using drugs or encourage them to change their behavior. As one student said, “people don't want to stop if they have already started.”

With the exception of some non-urban 10th–12th graders who did not understand the *Drowning* ad, all correctly understood the ad messages. Most of the youth said the ads would not affect thinking or intent to act. High school students reported that what matters the most for them is “what their friends say, not what they see on a commercial.” Youth offered several recommendations on how to improve the ads: “show that drugs are deadly,” “use local kids in the ads,” “air more Spanish ads,” “place the ads during the soap operas on the Spanish TV stations,” “show the physical effects of drug use,” “use teens to speak to teens,” “show the ads more frequently,” and “target younger kids in the ads.”

Urban parents recalled many ads on Spanish TV; they clearly understood the ads as showing that strong family bonds are important and that parents need to talk to their children before someone else does. They recalled seeing *Drowning*; *Frying Pan*; and others described as the “fried egg ad” and “teacher”; none had seen billboard or newspaper ads or heard radio ads. Non-urban parents had seen the following: *Drowning*; *Frying Pan*; *Burbs*; and ads described as “party girl,” “birthday/inhalants,” and “teacher”; they correctly understood the ads' messages. One non-urban parent also commented that the *Burbs* ad had “enlightened” her because the youth in the ad was the same age as her own son.

No parents recalled billboard, newspaper, or radio ads. Most urban parents agreed that the ads served as an opportunity to talk with their children, but a few noted that in some cultures parents are not supposed to talk about drugs until a child is

21 “because those subjects are taboo.” A few non-urban parents used the ads as an opportunity to talk about drugs with their children.

While parents were more aware of anti-drug ads than they had been during the baseline visit, they were not aware of their origin or the sponsorship of these ads. Many of the urban parents, who were Hispanic, said that having commercials in both Spanish and English raises the awareness of parents who speak only one of the two languages. The non-urban parents focused on holding parents more accountable for their children, rather than relying on ads to change behavior. Parents, in general, agreed that if anti-drug ads were going to be effective, they had to be shown frequently, show real-life consequences of using drugs, and provide a greater focus on parenting skills and better communication between parents and children.

Key Informants’ Responses to the ONDCP Media Campaign

Representatives of community organizations interviewed during the baseline visit were re-interviewed in the followup site visit to learn about their awareness and views regarding the Media Campaign. Not quite half of the informants were aware of the Media Campaign, though most remembered seeing the ONDCP paid ads. TV was the most frequently mentioned of the media, followed by radio. Only two key informants recalled a newspaper ad. Recall of the following TV ads was reported: *Drowning*; *Frying Pan*; *O’Connor*; *Burbs*; and ads described as “teacher,” “let’s meet at four,” “peer pressure,” and “average kid.” Radio ads mentioned were described as “birthday/inhalants,” “gameshow,” “teacher,” and “just say naah.” Six informants recalled seeing billboards in the area: *Cannabis Stupida*, and one described as “are you waiting for your kids to talk to you about marijuana?”

Most community respondents thought that the sponsors of the ads were one of the following: PDFA; ONDCP; Drugs Don’t Work!; ONDCP/PDFA; or PDFA/Drugs Don’t Work!

Most informants saw the ads as “part of package” to keep young people off drugs, and felt the ads would be more effective if they told parents how to talk to their children and served as an avenue for more information. Other respondents urged that the ads would be more effective with more strategic collaboration and the development of comprehensive programming. They also recommended that the ads be more on youths’ levels and come out of their own experiences—“true, credible, reality-based messages.”

Only one informant said that minority ownership would make the ads more credible; most felt ownership was less important than the effectiveness, demographic appropriateness, and credibility of the message used.

Media Representatives’ Reactions to the ONDCP Media Campaign

Representatives of the media were interviewed to obtain their assessment of the community’s response to the Media Campaign. The radio station’s representative reported using one-for-one advertising for the Media Campaign, and using the

same ads in the match as with the paid campaign. The TV stations reported not providing a one-for-one match or being confused about the match. The media representatives said that the paid ads did not displace any other anti-drug ads; one TV station representative reported the paid ads had displaced PSAs for other causes. Only one TV executive said that they moved other ads out of their rotation to make room for the ONDCP ads; no other changes were reported.

None of the media representatives reported any public response to the ads. Their own responses were generally positive but they were unsure whether the Media Campaign would change things. Two informants singled out *Frying Pan*; one said the Media Campaign “did a great job” and that the ads are “hitting the mark.”

Media trafficking decisions varied slightly: the radio station reported no set philosophy on PSAs; the two TV stations said PSAs run in their unsold inventory by rotation. One station said it gave priority to youth- and education-related ads. Neither TV station had an anti-drug ad strategy.

Followup Findings in Comparison Site of Harrisburg, PA

While Hartford and Harrisburg reported roughly comparable drug problems and concerns during the baseline visits, it is worth noting that at followup, key community respondents, youth, and parents reported substantially different levels of awareness of drug prevention activities and the Media Campaign in their communities at the followup visits 3 months later.

Only one event had occurred in Harrisburg since the baseline visit that might have increased awareness of the drug problem: the local newspaper published an article discussing the results of a national drug use survey that found parents unaware of the extent of their children’s drug use. The article was repeatedly mentioned by key informants.

Among community representatives interviewed, there was no awareness of any media campaign focusing on drug problems. There was recall of several anti-drug TV ads, with 11 different messages; sponsors were rarely remembered. No radio ads and only one billboard ad were recalled; the local newspaper does not run PSAs. No key informant was involved in supportive activities.

Focus group characteristics duplicated those of Hartford, except that urban 4th–6th and 7th–9th grade groups had some African American participants. None of the youth in the focus groups were aware of any media campaign about drugs. Urban students in general and non-urban 10th–12th grade students were most aware of anti-drug ads on TV; no other media were mentioned by youth. Likewise, parents’ responses reflected no awareness of any anti-drug media campaign. Parents were able to describe fewer ads than youth, but they comprehended the messages of those they saw. Parents felt the ads were too general to be effective.

Summary of Intermediate Findings

It is clear that in Harrisburg, Pennsylvania, which was not targeted by the Media Campaign, there was no awareness of any change in anti-drug messages or a media campaign from the time of baseline data collection to the time of the followup 3 months later. In Hartford, one of the 12 target markets for the ONDCP Media Campaign, a very different picture is presented. Key community influencers were aware of the Media Campaign, recalled specific ads and messages, and made recommendations on how to improve it. Media representatives were also aware of the Media Campaign and provided useful suggestions on how to work better with the broadcast industry in their community as new ads are planned and launched. Youth of all ages and parents reported a high level of awareness of the Media Campaign ads, particularly those on TV and radio and, to a lesser extent, those displayed on billboards. They, too, provided substantial recall of specific messages, and offered concrete recommendations on how to improve the Media Campaign in the future.

HOUSTON, TEXAS

Two site visits have been made to Houston, Texas. The baseline visit occurred the week of December 15–19, 1997. An interim site visit was conducted 3 months later the week of March 23–27, 1998.

Dallas, Texas, was selected as a comparison site for Houston, Texas, because both sites have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Houston and Dallas also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Dallas constitutes a reasonable comparison site for Houston. Exhibit 4-7 summarizes youth, parent, and community findings for both sites.

This report describes key data collected in Houston at baseline and 3 months later at the followup site visit. Certain key data collected in Dallas at the followup site visit is also presented.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

There were several drug prevention media efforts reported in Houston. However, most key informants mentioned that there are not sufficient drug prevention media efforts in place, and those that do exist are not sustained over time.

Houston ranked 3rd among 75 major media markets in 1996 in the total number of anti-drug PSAs it aired. Houston Crackdown, the Mayor's official community anti-drug coalition, maintains a close relationship with local radio, television and print media staff and serves as regional media liaison for the Partnership for a Drug-Free America (PDFA). The month of October has been designated "Drug Prevention Month" by the city of Houston. During October, Houston Crackdown coordinates the city's "Drug Prevention Month" activities, which include planning community events and ensuring that the campaign receives substantial media coverage on local radio and television and in print media. Houston Crackdown in collaboration with area schools, Federal and local law enforcement agencies, the Houston Museum of Natural Science, the City of Houston Parks and Recreation Department and Zoological Gardens also sponsors Red Ribbon Week in October. Red Ribbon Week, which honors the late Enrique Camarena, a DEA agent slain in the line of duty, includes a myriad of drug prevention activities such as a fun day in the park for youth to celebrate being drug free.

The Drug Enforcement Agency's (DEA) local Demand Reduction Office in conjunction with the Greater Houston Community Foundation sponsors a "Drugs Kill" campaign that was launched in 1996 and targets youth and parents. Media utilized by the campaign include PSAs, billboard ads, T-shirts, newspaper ads, bumper stickers, and posters. The print materials are distributed via schools and community organizations.

The Houston Independent School District's (HISD) Safe and Drug-Free Schools Program is actively involved in drug prevention efforts. These efforts include sponsoring an anti-drug billboard contest for HISD students. Four billboards designed by HISD students are selected and displayed throughout the city for one year. HISD also uses Channel 1, a closed circuit television channel, to air anti-drug programs in schools.

The National Inhalant Prevention Coalition sponsors National Inhalant Awareness Week, a media-based, community-level program that takes place the third week of March. The campaign is designed to increase understanding regarding the risks and dangers of inhalant use among youth and adults. The program involves youth, schools, media, police departments, health organizations, and civic groups.

Houston's Drug-Free Business Initiative (HDFBI) sponsors Drug-Free Workplace Week and collaborates with businesses throughout the city to provide employees with drug prevention education via print materials and a number of activities. HDFBI also co-sponsors volunteer-driven conferences with the Employee Assistance Professional Association and other drug-free workplace events.

In addition to those previously mentioned, there are a variety of public and private organizations who have developed and implemented drug prevention and intervention programs targeting youth in general and at-risk populations in particular. Some of these programs are provided through government agencies as well as grassroots community-based organizations. These include interfaith programs (e.g., Families Under Urban and Social Attack (FUUSA), Somebody Cares Houston, Good Gangs); civic organizations (the Elks Drug Awareness Program); drug prevention collaboratives/coalitions (Houston Crackdown; Children at Risk; Houston's Drug-Free Business Initiative); school-based programs (HISD's Safe and Drug-Free Schools Program; Kick Drugs Out of America; Police Athletic League; D.A.R.E.); nonprofit agencies (Houston Council on Alcoholism and Drug Abuse; Prevention VI Resource Center); community-based programs (MLK, Jr. Community Center, Chicano Family Service Center, GANO, Shape Community Center, Boys and Girls' Clubs, YMCA; AAMA; Youth Advocates); law enforcement programs (D.A.R.E., DEA); and treatment programs (Montrose Counseling Center).

Trends in the Houston Community

Located on the southeast border of Texas and 50 miles inland from the Gulf of Mexico, Houston is one of the larger seaports in the United States, which makes it a major destination for drug trafficking. Houston's shipping ports, airports, railroad lines, and major interstate highways make it a transshipment point for all types of heroin from sources around the world. Houston's proximity to Mexico makes it a dominant transshipment point for Mexican and Colombian cocaine. The international airport in Houston is also a major port for the distribution of drugs in and out of the city. The border of Mexico and the coastline along the Gulf of Mexico have been the major routes for the transshipment of illicit substances into Texas, and trafficking has increased with NAFTA: several trucks

cross the Texas border each day and few of them are searched; thus, there is an influx of illegal substances on Texas interstate highways.

At the time of the baseline site visit to Houston, the mayoral election had recently been held and resulted in the election of a new Mayor, Lee Brown. Mr. Brown, former Chief of Police in Houston and national “Drug Czar,” defeated former Mayor Bob Lanier. Many of the key informants as well as focus group participants (youth and adults) expressed support for Mayor Brown and were hopeful that he would enhance the local drug policy, strategies, and prevention efforts in place and implement new efforts as well.

Houston has a diverse population consisting predominantly of whites. The inner city areas of Houston are mostly occupied by Hispanics and African Americans although there is a significant number of whites residing in the inner city. Most informants from both urban and non-urban locales agreed that the drug problem in Houston is not just an “inner-city problem” and that there is a “real and identifiable” drug problem in the non-urban areas as well.

According to several key informants, the Texas is a “big drinking state.” Alcohol consumption, particularly by males (youth and adults), is not out of the norm for most Texans and, according to one key informant, young males are even coerced/encouraged by adult males and females alike to drink “to prove their manliness.” The informants correlated this to the concept of alcohol and tobacco serving as “gateway” drugs that lead to the use of illegal substances.

When asked about recent events that might have affected awareness or attitudes regarding drugs, several respondents mentioned the death of Hilary Farias, a very intelligent and athletic high school student in LaPorte, an area within Houston’s MSA, who died from an overdose of GHB that was slipped into her drink at a party.

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. Youth and parents generally agreed that youth are quite knowledgeable about drugs. Both urban and non-urban 4th–6th graders indicated that they obtain their information from school-based programs (D.A.R.E., Safe and Drug-Free Schools and Communities, and PAL), parents (mostly mothers in the urban area), and television. However, most of the urban children said that they do not stop to watch the ads on television. The urban youth also indicated that they learn about drugs through movies, church, older youth, peers, siblings, and teachers.

The 7th–9th graders reported that they obtained their information from school-based programs and friends. The urban youth in this age group reported that they learn about illegal drugs mostly in their neighborhoods. However, they did admit that they learn about the dangers and risks of using illegal drugs from their parents, teachers, school-based programs and television. Several non-urban youth indicated that they do not discuss drugs among themselves. Most of the urban and non-urban youth said that the ads they see on television make them think about

not wanting to use drugs. One non-urban student stated that the ads make her “want to talk to people who do drugs and tell them about the dangers of illegal drugs.”

The urban 10th–12th graders received their drug knowledge from witnessing drug use in their neighborhoods, as well as from television, parents, and a coach (mentioned by one student). The non-urban 10th–12th graders learned about drugs from school courses (health class), parents, and friends. A few of the non-urban students mentioned learning about drugs from television. One student said that there needs to be more anti-drug ads on television, “especially now that parents don’t have enough time to really talk to their children due to their need to work all the time.”

Urban parents emphasized that their children learn about drugs from witnessing drug activity and observing the consequences firsthand. They also mentioned that children learn about drugs from their friends and school. Non-urban parents (mostly Hispanic) noted that their children know about illegal drugs through friends and school. Both urban and non-urban parents voiced the concern that parents do not discuss drugs with their children as much as they should.

Community Drug Problems as Perceived by Community Key Informants

Most key informants perceived drug use and abuse to be a significant problem among youth in the Houston area. The most commonly abused drugs mentioned were alcohol, tobacco, marijuana, and inhalants—in that order. Tobacco and alcohol were perceived by most informants as gateway drugs to harder drug use. According to the majority of the informants interviewed, African American youth primarily abuse alcohol, marijuana, and crack-cocaine; Hispanics predominantly abuse alcohol, marijuana, inhalants, and cocaine; and whites abuse alcohol, marijuana, and designer drugs. Some informants indicated that marijuana use among youth is on the rise and attribute the increase to its accessibility. One informant also mentioned the use of Rohypnol among certain ethnic groups.

According to the majority of key informants, elementary school children experiment with mostly alcohol and tobacco, while a few experiment with inhalants. Middle school students tend to use alcohol, tobacco, and marijuana. High school students tend to use alcohol, tobacco, and marijuana (in various forms); however, at this age, some youth also begin to experiment with and use harder drugs such as cocaine, crack-cocaine, heroin, and designer drugs (used mostly by youth from wealthier neighborhoods). All of the key informants agreed that drugs are easily accessible to middle school and high school youth, mostly in their neighborhoods (via peers and older siblings), and sometimes even in school. However, the informants agreed that elementary school youth have less access to drugs at school and that drugs are more accessible to them at home or via older siblings.

Most key informants indicated that the drug problem is as prevalent in the suburbs as it is in the inner city. The difference in drug use among youth in urban and non-

urban areas is that non-urban youth and parents hide drug use by doing it “behind closed doors.” The majority of informants agreed that drug use/abuse among youth does not vary with ethnicity; they attributed differences to socioeconomic status, instead. Several informants mentioned that alcohol abuse is more prevalent among youth in the suburbs due to the accessibility of alcohol in their homes (i.e., in their parents bars). One informant stated that “it is not unusual for some parents to allow beer drinking by underage youth.” A couple of key informants also mentioned that methamphetamine is “making a comeback” in Houston, particularly among middle- to upper-class white youth. They also said methamphetamine is popular in the club scene.

Most informants acknowledged a lack of drug prevention and intervention education for parents. One informant stated that “we need to educate and empower parents so that they are able to prevent and/or deal with their children’s drug use/abuse.” Parents’ tolerance of children’s alcohol and tobacco use and their denial of children’s drug use are huge contributing factors to the problem, particularly in affluent and middle-class non-urban areas.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

During the baseline site visit key informants were asked to describe any anti-drug ads they remembered on TV, the radio, or in local newspapers and magazines. Although most informants mentioned that they felt the media has an important role in prevention efforts, they also felt that the media’s role was not being fulfilled. All of the informants mentioned that the media is providing “mixed messages” and one informant cited a *Murphy Brown* episode involving the use of marijuana for medicinal purposes as an example.

Several informants recalled seeing or hearing anti-drug ads on TV or radio. Those mentioned were ads sponsored by PDFA and Houston Crackdown, which included: friends don’t let friends drive drunk, the fried egg ad, a Spanish language ad regarding a teacher telling a young boy to take care of himself and go straight home after school, and an ad stating “If you smoke marijuana, there are things you cannot do” while showing an athlete and a college student. One informant indicated seeing an ad that was sponsored by Nike. Several informants mentioned hearing ads on the radio during Drug Prevention Month in October. A few of the informants mentioned hearing radio ads during the Drugs Kill campaign sponsored by DEA. Only one informant remembered seeing a newspaper ad sponsored by the Texas Prevention Partnership during Drug Prevention Month in October.

Most of the informants felt the ads had not caught the attention of the audience because they were not shown enough or because they were shown too late at night or in the middle of programming that few people watch. Some of the informants indicated that there is a myriad of media advertising during specific times of the year (e.g., Drug Prevention Month, Alcohol Awareness Week, etc.), but they notice an immediate decrease in anti-drug ads once these events or campaigns

end. The informants believed that the ads that they had seen or heard could definitely be effective in raising awareness.

Suggestions for improving the ads' effectiveness were provided by most of the informants and were as follows. The ads need to be of good quality, and they need to be shown more frequently during prime time and on major networks. The ads also need to consist of more than just slogans and should demonstrate simple, real-life situations, and ads need to demonstrate parents caring about their children to touch viewers' emotions.

Although ads can be effective, to have a greater impact they should be part of a more comprehensive campaign involving all interested parties (e.g., public entities, grassroots organizations, parents, churches, etc.). The ads need to be sustained over time and should be culturally sensitive and tailored to target populations (i.e., age, race, and gender appropriate). The ads should demonstrate and relate why children use drugs instead of just providing messages that tell them not to use drugs. As well, the ads should be tagged with referral and contact information so that people know how and where to access additional resources, and, furthermore, anti-drug ads should be placed at the beginning of every movie, video game, CD, and music video to target middle school and high school youth.

Intermediate Findings Reported After Initiation of the ONDCP Campaign

The purpose of this section is to present respondents' views of changes in awareness and attitudes regarding drugs in the Houston area since baseline. Also presented here are the respondents' views regarding awareness of the ONDCP Media Campaign shortly after it had been implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

In response to the question "What has happened in the last few months that might have affected awareness of or attitudes toward drugs?" several of the key informants immediately identified the new "media blast" of anti-drug advertising in Houston. Several of the informants also mentioned a Bill Moyers PBS-TV special on addiction, which received special publicity in Houston because some of the forums involving educators were scheduled to be taped there.

Other events mentioned were: a conflict between the Governor and Attorney General over where the money from the State's lawsuit with tobacco companies should go; the recent election of Lee Brown as Mayor of Houston; a conference for at-risk youth highlighting an after-school program convened by Houston Crackdown; drug arrests that one informant claimed were "over sensationalized" by the media; the issue of community policing in the news; the reorganization to improve the Texas Commission on Alcoholism and Drug Addiction; the activities of various social service coalitions; the death of a child in a case of gang violence; a series of heroin overdoses among high school students in the affluent Texas community of Plano; a fatal accident in non-urban Houston involving an 18-year-old alcohol/drug impaired driver who wrecked a car containing 11 teenagers; and

a network story over the issue of someone getting into an accident who had been drinking but was not drunk by legal standards.

Youths' and Parents' Reactions to the ONDCP Media Campaign

Separate focus groups were held with youth and parents. Most of the elementary school youth in both the suburbs and the inner-city had good recollection of the ads. The following television ads were remembered by elementary school youth as airing frequently both day and night: the *Frying Pan* ad, *Long Way Home*, an ad showing a substance on a plate being offered to a kid, an ad with a girl talking about her brother, and an ad with a girl making a sign of the cross. Some of the 4th–6th graders mentioned hearing ads on the radio; however, they could not remember the details of the ads. The elementary school children understood that the messages were meant to deter them from taking drugs. They responded that the messages were “Just Say No,” “no matter how much peer pressure, don’t do it,” “drug free is the way to be,” “a bad influence,” “drugs will affect your life,” “kids need to resist,” “some steroids can be dangerous to your health,” “what crack does to the brain,” “don’t be a junkie,” “it can kill,” “don’t do drugs,” “the mind is a terrible thing to waste,” and “make the right decision.”

One-half of the 7th–9th graders recalled the ads and the other half could not remember any. The ads that were mentioned were *Frying Pan*, *Long Way Home*, an ad that describes what crack does to the brain, and an ad that presents a boy on the basketball court with some celebrities. The students remembered seeing the ads both day and night on more than one television channel. Most of the youth recalled hearing one radio ad about a man trying to sing a song but he could not remember the words. All of the students understood the messages of the ads; however, most of them felt that youth their age “don’t pay attention” to anti-drug messages because the ads do not reflect the context in which they decide to use drugs. Only one participant felt that the ads could be effective only if they were aired over and over.

All of the 10th–12th graders were aware of the ads and mentioned the following: *Frying Pan*, *Long Way Home*, a cartoon ad with a dog, and ads described as “a kid telling his father that he learned about drugs from him,” “a man offering drugs to someone,” “a father playing basketball with his son,” “a boy circling a room,” and “a little boy saying ‘beat it.’ ” Some of the non-urban high school students also remembered hearing the following radio ads: one about DUI and another ad that repeats the word “stupid.” Several students mentioned seeing anti-drug billboard ads such as “Just Say No,” “D.A.R.E.,” “Up With Hope, Down With Dope,” and *Cannabis Stupida*. The non-urban high school students did not like most of the ads and were quite critical of some. For example, they expressed dislike for the fried egg ad that uses a frying egg as a metaphor for the effect of drugs on the brain. They also felt that the cartoon ad that depicts characters smoking pipes might encourage young people to believe that smoking is cool instead of discouraging them from smoking.

Parents reported seeing many anti-drug ads on television particularly during prime time. They stated that, of the ads they had seen, some targeted parents/adults and

others targeted youth. The ads that they could recall included the *Frying Pan* ad and an ad with a “kid saying no to a man pushing drugs to teens on a basketball court.” The parents also commented that they had heard a radio ad about inhalants in which a mother is talking about her son’s birthday. The parents generally considered the ads educational for both parents and youth and felt that the ads help keep the drug issue at the forefront in the minds of both. One parent commented that the ads reminded her of the seatbelt ads, “If you love me, you’ll buckle up.”

Key Informants’ Responses to the ONDCP Campaign

A few of the key informants were very cognizant of the Media Campaign. One of those informants actually provided youth participants for the Media Campaign kickoff in Houston. Another said that he was asked to preview some of the ads. A third informant reported that he was not directly involved in the Media Campaign kickoff but he had heard about it from someone on the technical team of advisers. Of course, the baseline informants from Houston Crackdown were fully aware of the Media Campaign since their agency was responsible for organizing its large kickoff in Houston, which included an appearance by ONDCP Director General Barry McCaffrey. Most of the other informants reported that they were aware of the Media Campaign because they had seen some of the TV spots or “heard of it” through other sources.

Most of the informants had seen ads on TV. The TV ads that were identified included *Frying Pan*; *Burbs*; *Drowning*; *Long Way Home*; and ads described as “a child and parent in the park,” “sports celebrities (that aired during the Super Bowl),” the “fried egg ad,” a “nursery skit,” and “two young women talking.” A few of the informants mentioned radio ads including *Cannabis Stupida* and others referred to as “Bronx ’97,” “kids on crack-cocaine,” and a Spanish ad, “Es un Buen Chico.” One informant vaguely recalled five radio ads but was unable to describe them. Another informant reported that “we are seeing three times as many ads in the *Houston Chronicle*”; she said that she had seen three full-page ads. Only one informant reported seeing a *Cannabis Stupida* billboard. One key informant could not recall seeing any ads in the media.

Of the ads that were identified by some of the key informants, most recognized the sponsor of the ads as Houston Crackdown; a few remembered the sponsors as ONDCP and Partnership for a Drug-Free America; and the following three sponsors received one mention each: Prevention Resource Center, Center for Substance Abuse Prevention (CSAP), D.A.R.E., and TCADA.

Both the baseline and new key informants agreed that the ads were impressive, as was the frequency with which ads aired during prime time. Some of the comments regarding the frequency of the ads include “massive advertising,” “something not seen before,” “a huge media blast,” and a “big campaign.” Most of the respondents also agreed that “You can’t make a strong enough statement”; “It says a lot about the commitment to prevention by the media and general community,” “It was overdue and needed.” The Spanish-speaking informants commented positively on the fact that the ads ran on Spanish-language TV and

radio. Most of the informants felt that the ads are effective and “speak to kids where they are.” Another informant commented that the “ads are exceptionally well done and kids pay attention to them.” Although most key informants generally felt the ads could be effective with youth, one informant expressed concern regarding their effectiveness with hardcore drug users.

Some of the suggestions informants made for improving the ads/campaign were: a greater focus on parenting skills and bonding of parents and children; avoidance of mixed messages; citing alcohol as a gateway to hard drug use; inclusion of tobacco; inclusion of Latino and Asian role models; fewer alcohol and tobacco advertisements in minority media; constant repetition of ads; ads in Asian languages; greater use of peers in ads; ads more “hardcore” or “real” (graphic) to impress “today’s youth;” and greater responsibility taken for drug deterrence by disk jockeys that youth listen to.

Media Representatives’ Reactions to the ONDCP Media Campaign

Representatives of the media were interviewed to obtain their assessment of the community’s response to the Media Campaign. A TV station program manager, an editor of the *Houston Chronicle*, and a service director/program assistant at a radio station in Houston all reported running the ads. The television and radio informants indicated that the ads have no effect on their broadcast of PSAs for other causes.

The editor from the *Houston Chronicle* reported that the community’s attitude toward drugs and alcohol in general was “at a low ebb, not like the ’80s when it peaked.” He attributed the greater awareness in the ’80s to the “heyday” of Mothers Against Drunk Drivers (MADD). The TV station program manager reported that most of the responses they receive from the community come from the nonprofit groups who have worked with the station previously to run PSAs for their causes. A program assistant at a radio station indicated that they receive “lots of letters” with statements of general support and appreciation for the station’s efforts with regard to airing PSAs. With respect to specific feedback from the community regarding the Media Campaign ads, most media informants indicated that the Media Campaign was “still too new” to have any impact on any other anti-drug activities in the community.

Media trafficking decisions are made on the basis of perceived benefit to the community; education and volunteerism were described as the primary focus in Houston. In addition, radio and TV informants alike said that sponsors are always a factor in deciding which ads/PSAs to broadcast, particularly in relation to paid advertising. For example, the radio station has a specific policy regarding tobacco products and will not accept any advertising from the tobacco industry. Similarly, the TV informant reported that the station has a policy not to advertise hard liquor. The newspaper informant was unaware of any such policy at the *Houston Chronicle*.

When the TV informant was asked “What effect does the Media Campaign have on your broadcast of other PSAs?,” he responded that “It puts others on the back

burners.” On the contrary, the radio informant responded that “just because the ads came from Washington, they are not given any particular priority because the station tries to keep the PDFA ads and other ads equal depending on the length of the campaign.”

The TV informant’s response to the ads can be described as lukewarm as evidenced by her comment that “many of the ads look alike.” The radio informant commented that the ads were “well done and placed very well” particularly for the “younger demographic and our more mature listeners.” The newspaper informant expressed his admiration of the *Frying Pan* ad, stating that the spot “hits pretty hard” and would be effective with youth. A TV station manager thought that *Frying Pan* might draw attention from youth.

Followup Findings in Comparison Site of Dallas, Texas

Dallas and Houston reported similar drug problems and concerns during the baseline visits, but at followup, key community respondents, youth, and parents reported very different levels of awareness of drug prevention activities and advertising campaign efforts in their communities.

There were no discernable contextual changes in Dallas since the initial site visit. The only local event reported at the followup visit to Dallas was the heroin-related deaths of several teenagers in Plano, Texas—an event that was initially reported and discussed at the baseline site visit. The teenagers overdosed after using an exceptionally potent “black tar” heroin and pseudoephedrine combination being marketed as “cheeva.” The most notable local activities mentioned by informants were those initiated as a result of the Plano incident. These activities include an increase in parent groups, community meetings, school assemblies, and “drug summits” sponsored by local and state elected officials.

Youths’ and parents’ awareness of anti-drug ads were limited. Some of the participants in the youth focus groups reported seeing the following TV ads: *Long Way Home* and ads described as “McGruff” and “fried egg.” Most of the youth who had seen these ads felt that they were not realistic enough. The younger youth suggested using more cartoons because “kids like them.” The older youth suggested that the ads must be realistic to have the greatest impact because just telling young people not to use drugs was ineffective and “makes us curious.” Parents recalled the *Fried Egg* and the *Long Way Home* ads. However, they said that they had not seen much else in the way of anti-drug messages. Parents agreed with older youth that in order for ads to be heard, they need to be more realistic. Some parents did feel that such ads could have an impact on youth who watch a lot of TV, while others believed that TV and movies were not as effective as other methods, such as one-on-one contact with the children. There was little awareness of the ads’ sponsors among both youth and parents. Only one parent cited the PDFA as the sponsor of an ad.

Among community representatives interviewed, most were unaware of any media campaign with the exception of a few who had seen some anti-drug ads (e.g., ads described as “father and son at fence,” “fried egg,” and “will you stand for me?”)

via satellite dish on stations in other areas. However, those individuals gave no indication that they believed the ads were part of a media campaign. Several commented that the ads were of good quality and had the potential to affect parents and young children. However, they did not feel the ads would be effective with older youth who have already formed opinions about drug use. They expressed the need for more ads to be shown more frequently. Other informants felt that the money spent on the ads could be better spent elsewhere. When asked who the sponsors of the ads were, the informants identified the following: Dallas Police Department, TCADA, National Federation of Parents, and PDFA.

Media informants had very little knowledge of any other anti-drug ads running other than an occasional old PDFA ad. The general impression of those who had seen the ads was favorable.

Summary of Intermediate Findings

Although Dallas has a variety of ongoing prevention and treatment programs, as does the Houston area, there is only minimal anti-drug focus in the Dallas media. The lack of awareness of any anti-drug ads in Dallas was in stark contrast to the high awareness of ads in Houston, where most key informants and nearly all focus group participants recalled numerous ads and made specific recommendations on what they liked and how to improve the Media Campaign.

Because the Dallas community has been taken hold of by the problems being faced in Plano, Texas, there are many prevention activities currently being planned. Thus, the Media Campaign should be a timely addition to their efforts to educate children, parents, and the community at large regarding the dangers of drug abuse.

MILWAUKEE, WISCONSIN

Two site visits have been made to Milwaukee. The first baseline visit occurred during the week of December 15–19. The first followup visit took place during the week of March 23–27, 1998.

Nashville, Tennessee, was selected as a comparison site for Milwaukee, Wisconsin, because both sites have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Milwaukee and Nashville also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Nashville constitutes a reasonable comparison site for Milwaukee. Exhibit 4-8 summarizes youth, parent, and community findings for both sites.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

There have been several anti-drug efforts in the Milwaukee-area media. The Wisconsin Alliance Media Group is responsible for reviewing commercials. Since 1990, the Hang Tough program has sponsored media campaigns. In addition, there have been ads sponsored by the Partnership for a Drug-Free Wisconsin. Also, “Teen Forum,” a teen TV talk show sponsored by STRIVE, is aired bimonthly.

Twelve organizations sponsor “Don’t Smoke, Don’t Drink,” an outdoor billboard design contest involving children ages 10–12, 13–15, and 16–18. The designs these children create are meant to counterbalance ads for products that promote unhealthy lifestyles.

A wide variety of prevention programs exist in the Milwaukee area. These include interfaith programs, civic organizations (the Elks Drug Awareness Program); drug prevention collaboratives (Community Alliances, Prevention Provider’s Collaborative); nonprofit prevention agencies (Fighting Back, Milwaukee Council on Alcoholism and Drug Dependence); school-based programs (Cooperative Education Service Agencies, Milwaukee Public Schools Drug-Free Schools Program); neighborhood-based programs (YMCA, Boys and Girls’ Clubs of Greater Milwaukee, Lincoln Park Community Center, Weed and Seed Project, Safe Night) and prosecutor-led programs (Milwaukee Metropolitan Drug Enforcement Group Community Drug Prevention Program).

Trends in the Milwaukee Community

Key trends that have impacted the Milwaukee area in recent years include gains in the number of minority residents and losses in white and other populations; an increase in the number of unemployed individuals and those living below the poverty line; an increase in female-headed households; a decrease in homeowners corresponding to a decrease in area property values in the 1990s; and an increase in violent and nonviolent crimes.

When asked about recent events that might have affected awareness or attitudes regarding drugs, several community respondents reported that an elected official was arrested in a middle-class suburb for purchasing \$500 worth of crack-cocaine. He was allowed to enter treatment rather than being charged with a felony crime. This resulted in outrage and a debate within the community because the poor and minorities often receive jail sentences for similar offenses.

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. Inner-city youth in grades 4–6 were aware of illegal drugs and they reported learning about them in their own neighborhoods. Children in these grades reported that they talk with their parents or teachers about drugs. Non-urban 4th–6th graders reported learning about drugs from the D.A.R.E. program at school. Both groups of elementary school students spoke more about cigarettes rather than drugs. Both urban and non-urban youth in grades 7–9 were very aware of the availability of illegal drugs, but the non-urban group was more subdued in talking about drugs. When asked whether they talk with their parents about drugs, youth in this age group provided mixed responses. Several characterized their parents' efforts as "speeches." One said "They'll drive me crazy." Another said she talks to her father only when he suspects she has been using drugs and asks her about it. Several youth reported that their parents tell them to "do it in front of me, if you are going to do it."

Both inner-city and non-urban 10th–12th graders reported learning about drugs in a school setting. They described drug arrests in the school; violent drug-related incidents in the school restroom; students using drugs near school; and hallways smelling of drugs.

Parents of inner-city children pinpointed the streets, family members, and peers as sources of information on drugs for their children. They described typical scenes of youth standing on street corners, shooting dice, and watching for the police and other youngsters selling drugs rather than using them. They commented on mothers who "cook dope" rather than dinner. They were also concerned about movies that glorify the use of drugs.

Non-urban parents focused on discussing school-based programs and thought these were the primary sources of information on drugs for their children. They reported that D.A.R.E. is the only program in their community that works to teach children about the dangers of drugs. Some parents believe that they should be more involved in D.A.R.E. themselves and that D.A.R.E. should teach parents how to talk with their children about drugs. Several of the non-urban parents believe that textbook-type material is not adequate to inform children about drugs. Instead, they recommended reality-based information such as having a young person speak directly with youth about real life stories and the dangers of drugs.

Community Drug Problems as Perceived by Community Key Informants

The majority of key informants interviewed perceived drug use/abuse as a big problem. They thought that younger children primarily used drugs that were available in their homes; however, they perceived older children as having access to a greater variety of street and sophisticated drugs including marijuana. Community informants felt that neighborhoods differed by amount of poverty and that this factor is correlated with drug trafficking and use. They perceived the inner city as having an underground economy including gangs that makes it easier to get involved in a lifestyle of drug use, whereas in more outlying non-urban neighborhoods, parties and binges occur.

All key informants interviewed perceived that access to drugs in high schools was very easy. They also said it was easy to get drugs in the middle schools and that some youth in this age group were obtaining drugs from their parents or relatives. Many key informants reported that parents were not sufficiently involved with their children.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

During the baseline site visit, key informants were asked to describe any anti-drug ads they had seen on TV, radio, or in local newspapers and magazines. The majority had seen TV ads (e.g., those provided by PDFA, Hang Tough, and Public Access); however, a few had heard radio commercials pertaining to drug treatment at a hospital. A few of the interviewees mentioned newspaper coverage of drug-related stories rather than ads, and few described anti-drug/smoking billboards or posters. Most of the informants did not feel that the ads they described were shown frequently enough to catch the attention of parents or children; however, they were divided when considering if the ads had been shown often enough to attract teenagers. They commented that culturally relevant ads should be aired when children come home from school, on Saturdays, on stations playing rap and alternative music, and during prime time.

Key informants believed that the ads they described had the potential to change the attitudes of parents, teenagers and children regarding drugs. They often qualified their answers by saying that the ads would have this positive potential only if they were repeated at critical time periods; were culturally relevant and involved peers of the target group; addressed children at an early age; tailored to fit messages with a child's developmental stage; and addressed nonusers. Other suggestions included the use of music videos, of normal people rather than heroes, and of approaches that encourage people to think about the issue.

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

The purpose of this section is to present information on respondents' views of changes related to drug awareness/attitudes in Milwaukee since baseline, as well

as their awareness and views regarding the Media Campaign shortly after it was implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

Key informants reported several recent events that might influence youths' and parents' attitudes toward drug use: tobacco billboard legislation passed in March 1998, prohibiting billboard advertising in publicly visible locations in Milwaukee; in February 1998, a broad-based group of 30–40 community representatives brought together through Fighting Back began work on the Keep Milwaukee Youth Substance Free: Community-Wide Substance Abuse Prevention Plan. There have been enhanced law enforcement efforts pertaining to violent crime in north and south Milwaukee; since November 1997, there has been a Federal investigation of the Latin King gang for homicide, racketeering and other charges, driving the leadership into hiding; and Hillside Terrace, a subsidized housing project on the north edge of downtown, has undergone a federally financed overhaul, which included a crackdown on troublemakers that is dramatically reducing crime.

Youths' and Parents' Reactions to the ONDCP Media Campaign

Separate focus groups were held with youth and parents. Elementary school children reported very good recall of TV commercials. Most of the TV ads they had seen were broadcast repeatedly during the day and night. Middle school children also reported good recall of TV ads and some ads on billboards. They perceived the ads to be focusing on: the effects of drug use; coping strategies used by students to resist drugs; and how to communicate with parents. High school students were very aware of the TV ads and several radio ads. These older students were more likely than the younger youth to identify ads that pertained to specific drugs; for example, inhalants, marijuana, and heroin. They were most likely to remember messages that focused on the effects of drugs, youth coping strategies, and parental involvement. High school students recommended that future ads show the real negative effects of drugs on youth (e.g., a son watching his addicted mother using drugs) and should relate youths' personal and true stories about drug use. They also suggested using local youth in these ads.

Parents were very aware of the ads aired on TV and radio, and those displayed on billboards. Parents' recall of specific messages was very good; the most common message that they recalled dealt with the physical or social effect of drug use. Parents also reported that while the commercials did not change their views on the use of drugs by young people, they did view them as good opportunities to discuss the drug issue with their children. They also thought the periodic airing of the ads would be effective in reinforcing the message and in "tipping the balance" for youth who are considering using drugs.

Key Informants' Responses to the ONDCP Media Campaign

Representatives of community organizations, interviewed during the baseline visit, were reinterviewed in the followup site visit to learn about their awareness

and views regarding the Media Campaign. Television was the most frequently mentioned media mentioned by these key informants. Recall of the following TV ads was reported: *Frying Pan*; *Girl Interview*; *Burbs*; *Drowning*; and ads described as “mentoring/my reward,” “average kid,” “kid is offered marijuana at party and realizes it’s OK to say ‘no thanks,’ ” “multicultural on school steps,” and “baby in intensive care unit.”

Key informants recalled seeing four billboards. The most commonly mentioned of these was *Cannabis Stupida*. They were also aware of other billboard ad messages, including those with the messages “It’s Easy to Say No to Drugs” and “Have you talked to your Kids about Pot?”; and messages from the winners of the student poster contest. They also recalled seeing full page ads in the *Journal Sentinel* and two radio ads, one about marijuana and memory, and one about Michael Jordan’s mother reminding parents to talk to their children about drugs.

Most of these key informants did not remember who had sponsored the ads they had reported seeing or hearing. However, most of the informants believed these ads had the potential to be effective in changing attitudes regarding drugs. They recommended that the ads be shown more frequently; that new ads include minorities and local people; that some ads be done using the Spanish language; that there be greater input from community-based organizations in developing new ads; that ads be aired on minority-owned stations; and that messages ask “Why do you want to get high?” and then show other ways of feeling good.

Most of the key informants interviewed were able to recall seeing some parts of the Media Campaign and they believed that the Media Campaign could be effective in changing attitudes about drugs. However, they cautioned that this could occur only if changes in the timing, content, dissemination, and community involvement occurred. Many community informants also believed that the use of minority-owned outlets would make ads more credible to minorities.

Media Representatives’ Reactions to the ONDCP Media Campaign

Representatives of the media were interviewed to obtain their assessment of the community’s response to the Media Campaign. Station managers reported that they were broadcasting the Media Campaign ads and that these ads had no effect on their continuing to broadcast PSAs for other causes. Their comments suggested that the different time periods used for paid ads and PSAs are unrelated and have different purposes.

Radio and TV station representatives said that they had no public response to the Media Campaign ads to date. However, their own responses were mixed. Some thought the *Frying Pan* ad and the ad with a Black child and father eating breakfast together were well produced and visually arresting. A radio station manager reported that the ads enabled him to present an image of a family station to his target audience of adults between 25 and 44 years of age. A minority station manager was very concerned that his station was not approached in terms of broadcasting the ads, and he thought the ads had to be more relevant to his community members to be effective. He noted that Blacks from the community

should be used in the ads and that radio is the primary medium that African Americans pay attention to. A newspaper editor had similar concerns. He recommended that new ads be developed using Black actors and real-life stories. A TV station manager said that it was very important for those wanting to broadcast ads to find the appropriate person to speak with at the station. In his station, it would be necessary to contact three departments—news, public affairs, and commercial advertising—to implement a successful campaign. Unless the appropriate person(s) are contacted, the information may be lost, he said.

Media trafficking decisions were found to be influenced by a variety of factors including time available, content of the ad, personal contact with the station, and the prior effectiveness of an ad.

Followup Findings in Comparison Site of Nashville, Tennessee

While Nashville, Tennessee and Milwaukee, Wisconsin, reported similar drug problems and concerns during the baseline visits, it is worth noting that at followup, key community respondents, youth, and parents reported very different levels of awareness of drug prevention activities and Media Campaign efforts in their community at the 3-month followup visit.

Only one event had occurred in Nashville since the baseline visit that might have increased awareness of the drug problem: a promotional/legislative breakfast for a preview of the Bill Moyers TV special. A handful of drug arrests, a continuation of the city's record murder rate, and an apparent shift in law enforcement toward stronger enforcement were also reported.

Among community representatives interviewed, only one mentioned any media campaign focusing on drug problems. When probed about this, it was determined that this resulted from his attendance at a press conference in a neighboring community where a campaign was announced.

In focus groups with youth, there was very limited awareness of any media campaign about drugs. Most of the information the youth were receiving came from the schools or the street. Likewise, parents reported very little awareness of any anti-drug media campaign. Outside of anti-drug PSAs already being shown, and a few advertisements sponsored by The American Cancer Society and The Alcohol and Drug Council of Tennessee, there was no mention of any new campaign effort.

Summary of Intermediate Findings

It is clear that in Nashville, which was not targeted by the Media Campaign, there was very little awareness of any change in anti-drug messages or the Media Campaign from the time of baseline data collection to the time of the 3-month followup. In Milwaukee, one of the 12 target markets for the Media Campaign, a very different story is reported. Key community informants were aware of the Media Campaign, reported recall of specific ads and messages, and made recommendations on how to improve it. Media representatives were also aware of

the Media Campaign and provided useful suggestions on how it could work better with the local broadcast industry as new ads are planned and launched. Youth of all ages and parents reported a very high level of awareness of the Media Campaign ads, particularly those on TV and radio, and, to a lesser extent, those displayed on billboards. They, too, provided good recall of specific messages, and offered concrete recommendations on how to improve the Media Campaign in the future.

PORTLAND, OREGON

Two site visits have been made to Portland. The first baseline visit occurred during the week of December 1–5, 1997. The first followup visit took place during the week of April 6–10, 1998.

Spokane, Washington, was selected as a comparison site for Portland, Oregon, because both cities have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Portland and Spokane also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Spokane constitutes a reasonable comparison site for Portland. Exhibit 4-9 summarizes youth, parent, and community findings for both sites.

The remainder of this site visit report will describe data collected in Portland at baseline and at followup, as well as certain key results collected in Spokane during the followup visit.

BASELINE PICTURE

Ongoing Anti-Drug Activities in the Community

Several ongoing anti-drug media efforts were reported in the Portland area. In 1996, the Partnership for a Drug-Free America named Portland's Regional Drug Initiative (RDI) as the State affiliate for the Partnership for a Drug-Free Oregon. Through RDI, all ads are distributed around the state. RDI sponsors a community-wide media program, some of which includes print ads locally created and produced by Portland teenagers to encourage a drug-free workplace.

Also running in Portland is the statewide anti-tobacco campaign whose ads are displayed on billboards and buses. The billboards are the primary source for the campaign and mainly use humor to change norms about smoking.

In June 1997 in Forest Grove, Oregon, a suburb 40 miles outside of Portland, Milton Creagh's "Enough Is Enough" campaign (a 1-week series of lectures presented in the school gym) reached 5,000 citizens, the Chamber of Commerce, and many churches. The catalyst for this event was the death of several teenagers in a drug- and alcohol-related auto accident.

A wide variety of prevention programs exist in the Portland area. These include interfaith programs (Temple Beth Israel), civic organizations (Elks Drug Awareness Program and the Lions-Quest Program); drug prevention collaboratives (Community Coalition to Prevent Drug Abuse, RDI & Gresham Area Prevention Partnership); law enforcement-sponsored programs (D.A.R.E. and Community Policing); school-based programs (Safe and Drug-Free Schools of Portland, school-based health education classes, and parent resources/pilot programs for Portland public schools); and nonprofit prevention programs (RDI Youth Coalition, Big Brothers/Big Sisters-Urban League of Portland, and Portland House of Umoja).

Trends in the Portland Community

Portland is on a major north-south route linking the borders of Canada and Mexico. It is rumored that there is heavy trafficking in marijuana between the two borders of Oregon, including significant foot trade along ancient mountain trails. It is also believed that large quantities of marijuana are grown by groups in remote areas outside Portland. The drug trade is largely conducted by whites; some trafficking allegedly comes from gang members from Californian cities.

There appears to be a high societal acceptance of marijuana use in Portland. This is reflected in key findings from the 1996 Portland Public School Survey, which shows that since 1990, recent (past month) use of marijuana has tripled among 8th graders, and increased 68 percent among 11th graders.

When asked about recent events that might have affected awareness or attitudes regarding drugs, several community respondents reported that four youth in the Forest Grove community died in a drug- and alcohol-related auto accident in the summer of 1997. That accident was the impetus for Milton Creagh's visit to the Portland metropolitan area.

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. Youth in grades 4–6 reported no real direct knowledge of drug use among youth their age, but they said they did hear a lot of drug-related rumors regarding cigarettes and sometimes marijuana among their peers. The urban group reported awareness of drug use and gang violence in their neighborhoods. Youth in this age group reported that parents, teachers, or other adults simply told them, “don’t do drugs; drugs are bad for you!”

Youth in grades 7–9 report more direct exposure to family drug abuse, or to friends and peers using alcohol and drugs at parties. These youth said these substances were available from older siblings, friends, and sometimes parents of peers. These groups reported learning about drugs from school health classes or D.A.R.E. programs and from their parents warning them about the dangers of drugs. Some 7th–9th graders said their parents would not bring up the subject of drugs. Urban 7th–9th graders mentioned they were confused when they saw adults campaigning for drug (marijuana) legalization. The non-urban youth focus group reported seeing drugs used in their neighborhoods.

Youth in grades 10–12 reported that their peers attend parties with no parents present mainly to drink alcohol. The urban high school students know youth who use marijuana, methamphetamine, mushrooms, LSD, cocaine, and crack-cocaine, while the non-urban group mentioned only methamphetamine, inhalants, and steroids among athletes. The urban group implied that drug use is common among all 10th–12th graders and that drugs are readily available anywhere. The non-urban high school students implied that it is the youth who are not involved with other activities that use drugs. The urban group reported that they learned about drugs primarily from school, and only the boys reported learning about the

dangers of drugs from parents; the group perceived that half of parents use marijuana or have family members who are drug-addicted. The non-urban youth reported that most of their peers' parents are not strict enough and do not teach them about the dangers of drugs. They reported that drug education in health classes is minimal and that most of their peers learn about drugs from other youth in school who use drugs.

Urban parents report that youth learn about drugs from their parents because the drug culture is so pervasive in their community. They also believe that parents have no choice but to use the opportunity to talk to their children about drugs when local drug violence incidents are mentioned by their children. They reported that the presence of drug violence is so strong, that most youth do not expect to live long, and that youth are stressed out or fearful about drug violence and death. Non-urban parents report that most parents do not talk to their children about drugs because they are nervous, they do not know what to say, and they are unaware of the pervasiveness of adult use. They reported that youth usually obtain their information about the dangers of drugs from their peers at school, and that their children are also constantly stressed about the drug violence and gang violence in schools.

Community Drug Problems as Perceived by Community Key Informants

Key informants reported that drug use is widespread and a serious problem for the Portland metropolitan area. The informants unanimously agreed that alcohol is the most serious problem among youth, with marijuana being a close second. They also believed that alcohol has been related to many youths' deaths.

Informants reported that while the community perceives that drugs are more prevalent in the African American communities, a recent survey of schools in the MSA shows that the drug problem does not differ by race, ethnicity, socioeconomic status, or urban/rural residence. The State population-based surveys also support these findings.

Community informants perceive that drugs are available to all age groups and neighborhoods. They believe that younger youth obtain drugs from older siblings rather than from their peers. They reported that drug activity is a problem among all youth today because of a lack of supervision in households where both parents work. They also perceive that gang activity is on the increase in some Portland neighborhoods.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

The perception among all respondents is that there have been some excellent anti-drug ads, but they are not shown often enough or at the right times. Community informants believe the ads are not effective in the face of the overwhelming and constant pro-drug messages promoted by mainstream media programming. The consensus was that Budweiser ads, sports events, and action movies all promote

and glamorize substance use. Many youth listen to alternative radio and read the alternative press. Current drug-related efforts do not reach youth through these media.

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

The purpose of this section is to present information on respondents' views of changes related to drug awareness/attitudes in Portland since baseline and their awareness and views regarding the Media Campaign shortly after it had been implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

Four local events increased awareness of the local drug problem in Portland since the baseline site visit. First, there was a large-scale marijuana arrest in Forest Grove, a rural-suburb of Portland. Second, a well-known anti-drug speaker, Tom Johnson, addressed the community. Third, the five measures of legalization that were part of a pending ballot to legalize marijuana were in the forefront of the media. Finally, a number of drug-related crime stories have recently dominated the press. Although informants could not recall specific stories, their impression was that the news was constantly covering drug-related crimes.

In direct response to the Media Campaign, a press conference was planned for the week following the intermediate site visit. The speakers included a representative from the local sheriff's department and a U.S. Senator. The conference was coordinated by the Regional Drug Initiative and focused on the forthcoming five measures of legalization that are sending youth the wrong message. Program participants, with help from RDI, emphasized that the Media Campaign presents an important and exemplary message to the community. Local youth participated in the program and discussed media messages that they believe are effective with their peers.

Youths' and Parents' Reactions to the ONDCP Media Campaign

Separate focus groups were held with youth and parents. The urban elementary school group had limited recall of anti-drug ads and identified the message of such ads by the old adage, "Just Say No." The non-urban elementary school group often confused pro-drug ads with anti-drug messages. Although they viewed drug messages as telling them that drugs were bad, they often had incorrect interpretation of specific ads. These groups said that they received a lot of their anti-drug information from D.A.R.E. rather than anti-drug commercials.

The urban middle school group (all boys) identified four different types of anti-drug ads they had seen on TV and billboards. They were able to identify the intended meaning of the ads, but described the ads as "stupid" or "unrealistic." The non-urban middle school group reported that anti-drug ads "are never on." The urban 7th–9th graders reported that anti-drug ads cannot change youths' opinions. However, they did emphasize that they would like to see ads of this

nature present more facts about consequences of drug use. The non-urban 7th–9th graders reported that some of their peers might listen to these ads, but others will choose to ignore them.

High school youth reported a high level of exposure to anti-drug messages in the media. Some of them had screened Media Campaign ads through their affiliation with RDI. They reported seeing ads mostly on TV and billboards but had limited exposure to radio ads. They were able to clearly interpret the intended anti-drug messages in the ads they saw. Moreover, they reported that the ads could provide a “mental image about drugs that can stay with you.” They also reported that the recent ads educate through humor, and that some youth their age seek out the ads, hear the slogans repeated by peers, or hear talk about the ads from fellow students.

The urban parents reported minimal exposure to anti-drug messages in general, explaining that the television ads are shown infrequently or too late at night. The non-urban parents were able to recall several ads from a variety of advertising mediums and readily identified their intended meanings. Both groups felt the ads were important in spreading the message about the dangers of drugs, and that they constitute an important tool in “breaking the ice” with their children. They reported, however, that the ads did not change their ideas about drugs in any appreciable way. Parents in Portland recommended that future ads feature community youth, be appropriate for their regional area, include representation of minority groups, and address the serious issues of heavy marijuana use and parental use of drugs in the presence of their children.

Key Informants’ Responses to the ONDCP Media Campaign

The Regional Drug Initiative, the organization whose phone number was posted on the ONDCP Media Campaign ads, reported a significant response from the community to the recent ads. They reported an influx of calls, especially in response to the “Grandparent” print ads. The response was larger than they anticipated, and they reported sending out information to parents, grandparents and youth in Portland and the surrounding areas. As a result, RDI has begun keeping record of all the calls they receive.

Community informants from Portland were more aware of the general existence of the ONDCP Media Campaign than they were of specific television and radio ads. Many of the respondents reported that they did not watch television with any regularity, and they did not recall many specific television ads. However, the ad most frequently mentioned by all respondents was the “fried egg” ad. Even those who watch very little television had consistent recall of this ad. Some informants also reported seeing “an ad about small children and peer influences [where] there is a message to parents to raise awareness about this topic,” and “an ad about the toxic ingredients in methamphetamines.” Respondents did not recall any specific radio ads.

Informants recalled seeing billboards with regularity, especially *Cannabis Stupida* and a “billboard asking parents if they had taken the time to talk with their kids

about drugs.” They believed that the use of billboards was quite effective in spreading the anti-drug message. Moreover, the print ads were also noted with frequency, with some citing the ad contrasting the protective care gorillas bestow upon their young vs. humans, and one referred to as the “grandparent” ad. Print ads also prompted the majority of call-in responses to RDI, especially from parents and grandparents who were responding to the “grandparent” ad. One respondent reported specifically that the print ads were well done, large, readily detectable and run with frequency.

Sponsorship was more clearly recognized by those interviewed who had a direct relationship with RDI. Most of the other interviewees had little, if any, awareness of the sponsor; some mentioned D.A.R.E., or Partnership for a Drug-Free America.

Community respondents recommended that the billboard and print ads continue to be used and that ads be used to promote communication between parents and youth, as well as to provide referral numbers. Several of those interviewed reported that some teenagers may respond only to seeing their peers hurt. One respondent commented that the Asian audience may respond to ads if the language is very direct and overt with no hidden message. Informants also suggested airing ads that show that there are many teenagers who are doing well and not using drugs. They also noted the need to air commercials frequently and to continue posting phone numbers so further information can be obtained.

Media Representatives’ Reactions to the ONDCP Media Campaign

Representatives of the media were interviewed to obtain their assessment of the community’s response to the Media Campaign. On the whole, media representatives reported that children’s issues are an important topic and that their stations always air anti-drug PSAs targeting youth. All media representatives reported that their station or newspaper ran prevention ads on a regular basis. One TV station manager did mention that his station avoids airing anti-drug ads with celebrities, noting that “research has shown this to be ineffective with youth.” That station’s preference is to use peer group members to reach teenagers.

One TV station and a local newspaper received the Media Campaign contracts. Both continue to broadcast and run the ads and related PSAs. Other media representatives were not affiliated directly with the Media Campaign. No specific PSAs that are aired were mentioned by either the TV station or newspaper manager. All of the media representatives interviewed who had seen the ads reported that the ads were professionally done and offer a variety of anti-drug messages. Those affiliated with the Media Campaign reported no changes in their pro bono policies for advertising.

Followup Findings in Comparison Site of Spokane, Washington

While Spokane and Portland reported similar drug problems and concerns during baseline visits, at the followup site visit, key community respondents, youth, and

parents reported very different levels of awareness of drug prevention activities and advertising campaign efforts in their community at the followup visit.

A few events that may have increased awareness of drugs in Spokane include a continuation of serial murders, which involve women in high-risk (drug using) lifestyles. Also, respondents mentioned Red Ribbon Week, a districtwide event where youth learn about drugs, and Self-Esteem Month when the motto is that "drugs take a back seat." More generally, informants mentioned news stories or fatalities that were related to drugs, alcohol, or gang crimes.

The majority of ads and media efforts remembered by key informants were either from national media youth-related campaigns, local youth-related campaigns, or old PDFA or Ad Council ads such as the "fried egg" ad. A number of informants also mentioned ads from a local anti-drinking and driving campaign sponsored by the Greater Spokane Substance Abuse Council (GSSAC).

In separate focus groups with youth and parents there was limited awareness of any anti-drug media campaigns except for the GSSAC anti-drinking and driving ads and old national ads such as the "fried egg" ad. The GSSAC ads were reported as powerful and "hitting home." Youth also reported that anti-drug commercials are only effective for younger "kids," and "don't show what happens from using drugs." Parents reported seeing the GSSAC ads and old national ads like "the girl diving into the swimming pool." They noted that anti-drug commercials do allow parents to broach the subject of drugs with their children, and sometimes make them think about the topic more seriously.

Summary of Intermediate Findings

It is clear that in Spokane, which was not targeted by the Media Campaign, there was very little awareness of any change in anti-drug messages or a Media Campaign from the time of baseline data collection to the time of the followup.

In Portland, one of the 12 target sites for the ONDCP Media Campaign, very different levels of awareness occurred. Not only did youth and parents mention specific ads more readily, but community support activities, such as a press conference held by a local sheriff's department representative and U.S. Senator, were launched. Overall, there was a significant increase in individual and community awareness in Portland about the issue of drugs and the Media Campaign.

SAN DIEGO, CALIFORNIA

Two site visits have been made to San Diego. The first baseline visit occurred during the week of December 1–6, 1997. The first followup visit took place during the week of March 30, 1998.

Phoenix, Arizona, was selected as a comparison site for San Diego, California, because both cities have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both San Diego and Phoenix also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Phoenix constitutes a reasonable comparison site for San Diego. Exhibit 4-10 summarizes youth, parent, and community findings for both sites.

The remainder of this report will describe key baseline data collected in San Diego at baseline and at followup 12 weeks into the Media Campaign, as well as certain key findings collected in Phoenix during the followup visit.

Baseline Picture

Ongoing Anti-Drug Activities in the San Diego Community

Both State and local government agencies currently fund an array of prevention programs in the San Diego area. Alcohol and Drug Services is one of the major services within the County of San Diego Health Services Department. This office provides alcohol and other drug prevention, pre-treatment, treatment, and recovery services to county residents, usually through contracts with private, nonprofit, community-based agencies, but also through collaborative arrangements with private and public agencies. The County Board of Supervisors recently allocated \$1 million to fund 27 “Critical Hours” programs, which provide free, supervised, after-school activities for youth. The free programs offer teenagers supervised activities between 2 and 6 p.m. These activities include sports, homework assistance, and drug and alcohol education.

Other prevention programs include those administered by the Police Department such as D.A.R.E. (Drug Abuse Resistance Education). There is also a D.A.R.E. day camp held at various recreation centers throughout the City of San Diego. Other police-sponsored programs include the Police Athletic League and Program Star, which includes after-school programs. The county also sponsors efforts that deal with youth drinking and smoking such as a Border Task Force to address 15–16-year-old youth crossing the Mexican border to consume alcohol. The County Office of Education (COE) provides school districts with a variety of services and it also operates juvenile court and community schools that target at-risk, middle, and high school-age students. These programs include violence prevention and parent education training.

The Union of Pan Asian Communities (UPAC) targets services to the low-income Pacific Islander population. The program has a Juvenile Crime Prevention

component that focuses on decreasing youth access to alcohol and other drugs and increasing family-focused, alcohol- and drug-free alternatives. The Boys & Girls' Club provides after-school and summer programs in education, vocational training, health and physical education, social recreation, citizenship and leadership development, outdoor and environmental education, and cultural arts. The clubs serve youth in high-risk neighborhoods and provide alcohol, tobacco, and other drug (ATOD) education. The San Diego Youth & Communities Services (SDYC) is a private, nonprofit organization that provides services to youth and their families to enhance their social, economic and political options. The agency provides an array of services for youth that include case management and counseling, tutoring, drug and alcohol education, and emergency shelter for homeless, runaway and "street" youth. SAY San Diego, Inc., a private, nonprofit agency that provides supportive services to youth and their families, offers juvenile delinquency prevention and diversion programs, substance abuse and gang prevention programs, and school and community-based social services.

Trends in the San Diego Community

San Diego has a large student population and a laid-back "beach culture," which makes it a popular vacation spot. The city is located at the borderline that separates Mexico and the U.S. The border has been a battleground where the U.S. authorities have mobilized against northbound immigration and narcotics flow. For that reason, San Diego has been designated as a High Intensity Drug Trafficking Area (HIDTA). Unfortunately, the increased anti-drug efforts do not appear to have reduced the flow of drugs and violence into the San Diego community.

The Mexican border offers easy access to inexpensive drugs. Youth who travel to Mexico are able to buy drugs in small quantities for small amounts of money.

Most community respondents interviewed suggested that drug use and experimentation among youth is increasing, with marijuana being the preferred drug. They noted that drug experimentation and use is not unique to high-risk neighborhoods but is prevalent throughout the San Diego area. For example, drug-sniffing dogs have been used in the Grossmont and Poway school districts to reduce the availability of drugs on school campuses. Both school districts are considered to be middle-class communities.

Alcohol use and binge drinking are reported frequently among youth crossing into Mexico. The San Diego Police and the U.S. Customs estimate that 10,000 young people come back into San Diego each night and that half of them are "drunk" (Indian Housing Authority, 1997).

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. Most youth in grades 4th–6th reported learning about drugs from friends, the D.A.R.E. program, or from other in-school activities, like health fairs. Many youth in this age group reported that their parents do talk with them about drugs and encourage them not

to use them. Youth in grades 7–9 reported that they learn about drugs in school, at education programs through the hospital, on TV, and from their parents and church groups. Youth in grades 10–12 reported that most of their peers learn about drugs from their friends. A typical response offered by this age group was that “you learn about drugs watching people who are messed up.” Most high school students reported that they could obtain drugs from their friends and that they recognize who, among their peers, is a regular user.

Parents believe that their children learn about drugs in school, primarily from the D.A.R.E. program. Other parents referred to the health fairs sponsored by the schools to educate youth and their parents. A fair number of parents admitted that they do not know much about drugs and that they would not recognize a drug or a person under its influence.

Community Drug Problems as Perceived by Community Key Informants

Almost all community respondents described San Diego’s drug problem as “moderate” or “serious.” They noted that marijuana use has increased among youth in recent years. While marijuana appears to be the drug of choice, they also noted that nicotine and alcohol are very popular among young people in their community.

All community respondents agreed that drugs are easily accessible in the schools and that the number of teenagers crossing the border to buy beer has increased. Most community respondents see a direct link between the drug problem among their youth and San Diego’s proximity to the Mexican border.

Some respondents believe that there is a denial of the drug problem in some of the more affluent neighborhoods. One school official noted the passing of Proposition 215, legalizing marijuana for medicinal purposes, as an example of how apathetic the community is. Police officers noted the lack of citizen support and involvement as another example of public and parent apathy. Many community respondents observed that parents tend to think it is someone else’s child who is using drugs. Most informants agreed that school officials are under a lot of pressure from parents to protect a school’s image regarding drug use among its students. In spite of these reports of apathetic behavior, most community respondents believe that parents are concerned about drug use and that many parents need more information in order to talk with their children.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

Community respondents agreed that youth are receiving mixed messages about drugs. Some of these messages, which encourage drug experimentation and use, come from parents, other youth, the media, entertainers, and celebrities who are viewed as trendsetters. All respondents agreed that young people are under increasing stress and that they are surrounded by drugs in the schools, in their neighborhoods, and at home.

Respondents were aware of an effort sponsored by the Methamphetamine Strike Force that included a media campaign. This campaign has generated 5 billboards with anti-drug messages, 46 PSAs, 78 print media and 24 radio outputs from September 1997 to October 1997. The Strike Force also implemented a hot line that refers users for treatment and receives confidential tips that can lead to the arrest of producers and traffickers. There was no mention of any other anti-drug advertising effort in the community.

Intermediate Findings After Initiation of the ONDCP Media Campaign

The purpose of this section is to present information on respondents' views of changes related to drug awareness/attitudes in San Diego since baseline and their awareness and views regarding the Media Campaign shortly after it had been implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

During the week of the followup site visit, a local radio station dedicated the week to the topic of substance abuse. The Bill Moyers TV special, *Close to Home*, also received considerable attention in the San Diego community.

A recent document produced by the Suicide Homicide Audit Committee focused on critical issues influencing youth suicide and homicide. That report increased awareness among some respondents of the alcohol and drug problem. Many of the respondents interviewed during baseline continued, during the followup visit, to talk about the Border Project, which is focusing on border crossings of under-age drinkers. Many of the respondents believe that young people who drink alcoholic beverages are more likely to use illegal drugs than are nondrinkers.

Youths' and Parents' Reactions to the ONDCP Media Campaign

Separate focus groups were held with youth and parents. Elementary school students were not very familiar with anti-drug advertisements. There were only a few references to a cartoon anti-drug ad.

Non-urban middle school students were more familiar than their urban counterparts with anti-drug spots on TV. They had not heard any anti-drug ads on the radio and they had not seen any anti-drug billboards. The middle school youth did not seem to be aware of any ONDCP or PDFA sponsorship of the TV ads they had seen. Middle school students more frequently mentioned their awareness of anti-smoking advertisements. Several Asian middle-school students would like to see Asians portrayed in the ads.

Both urban and non-urban high school students were very aware of anti-drug advertisements on television. They were able to identify specific ads and recalled their messages. They also remembered that these ads had been sponsored by ONDCP and the PDFA. Only a few of the urban high school students recalled hearing any anti-drug messages on the radio, and they were not able to identify the sponsoring agency. Only non-urban high school students remembered seeing

any anti-drug billboards. Generally, high school students thought that the new advertisements they had seen were more effective than older ones, but they still described them as “preachy.” The new *Frying Pan* ad drew attention, but some youth did not understand whether the girl in the ad was on drugs. These youth recommended that new anti-drug messages should use the same approach used by the Budweiser commercials, which is to build from one commercial to the next, creating some suspense. Most of the youth agreed that the ads had made them think seriously about the dangers of drugs.

Parents were less familiar with the ONDCP Media Campaign ads than were the high school students. Awareness of specific ads was more common among inner-city parents than among non-urban parents.

Parents agreed that new ads should show the physical harm done by drugs, showing persons with permanent disabilities, parents who had lost a child to drugs, and bomb threats.

Key Informants’ Responses to the ONDCP Media Campaign

The response to the Media Campaign among community respondents was generally positive. As a group they were able to identify specific advertisements, including the *Frying Pan* ad, one about a Hispanic woman, and one about a father talking with his son. They also recalled seeing the Cannabis Stupida billboard. Most of the respondents did not recognize ONDCP as the sponsor of the ads, but they were familiar with the PDFA affiliation.

A number of community informants were surprised that they had not seen any ads on methamphetamine given that San Diego is considered the “capital of meth.”

Key informants’ perceptions about the ads were mixed, ranging from those who thought the ads were helpful to those who did not think the ads would reach their intended audiences. Several respondents suggested that for a media campaign to be successful, it must be part of a multi-level strategy and the ads must be localized. Several informants also commented that the advertisements are not shown at the right times of day or night to reach youth.

Members of a local coalition in San Diego charged with monitoring the Media Campaign said that some ads generated more calls than they expected and that “we are reaching an incredible number of people.” They received more than 100 phone calls and in 2 weeks sent out 300 booklets to parents and educators (from whom most of the calls were received). One mother called and said “it scared me to death because it showed me how much I don’t know.” Opposing views came from a few callers who feel the ads encourage young people to try drugs.

In planning new ads, informants recommended that the ads be localized, that ONDCP should piggyback on local issues, and that the ads should target methamphetamine and the border-crossing problem among youth.

Media Representatives' Reactions to the ONDCP Media Campaign

Representatives of the media were interviewed to obtain their assessment of the community's response to the Media Campaign. The major local newspaper was reported to be running six ONDCP print ads, averaging two full-page ads per month. They had not made any effort to monitor reaction to the ads.

A representative from a Spanish TV station reported that drug use among youth in the Latino community is a very serious problem. The station favors the topics of educational and academic achievement, health, and substance abuse when selecting PSAs to air. The station is currently working with a local school district to develop PSAs for school drop-out prevention because they believe this is a real issue with young Latinos. The station rejected several Media Campaign ads because the staff thought the ads had little connection with the Hispanic audience in San Diego. For example, one advertisement portraying a Caribbean-looking girl in a New York barrio did not reflect the reality of the Hispanic population in San Diego, which primarily includes immigrants from Mexico and Central America.

A local radio station manager reported that his station airs anti-drug ads from the California Department of Health Services year-round. They are also running seven versions of the PDFA ads that originated from an agency in Los Angeles that places ads according to a certain schedule. This station manager reported that he has not yet had any feedback from the public on the PDFA ads.

One of the local TV station managers reported that his station is airing the new anti-drug paid advertisements, but they are identifying the sponsor as "Drug Free America." To date, they have not received any feedback on these advertisements.

Followup Findings in Comparison Site of Phoenix, Arizona

Since the baseline visit to Phoenix, several local events have occurred that might influence the community's awareness of the drug problem. Local incidents of drug-related violence have been extensively reported in the media. County officials are also targeting "slumlords" in south Phoenix and recently raided a rundown apartment complex as part of an effort to eliminate substandard rental properties. These apartments were often used as drug dens.

On April 15, 1998, a Children and Violence Town Hall Meeting was hosted in Phoenix by CBS News anchor, Dan Rather. The attendees examined the issue of children and violence from a variety of perspectives. Gang and drug problems were addressed before a live audience of about a thousand people.

A notable news event was the death of two youth, ages 17 and 20, who died after ramming two police cars while high on methamphetamine. A related event in the community was the hearing conducted in Phoenix in April 1998 by the United States Senate Judiciary Subcommittee on Technology, Terrorism and Government Information. This hearing addressed the rapidly increasing methamphetamine problem in the Phoenix community.

Two major anti-drug campaigns are currently underway in Phoenix: the anti-tobacco campaign funded by the Arizona Department of Health Services and the anti-methamphetamine campaign directed by the National Guard.

Newspaper managers reported that their newspapers have focused PSAs on local activities and problems rather than on national events. These PSAs are primarily related to charities they want to promote, including the local fundraiser for the Boys and Girls' Club.

Youth of all age groups were very aware of the anti-tobacco commercials being aired in their community. They also recalled seeing posters at school sponsored by the Arizona Tobacco Education and Prevention Program. A few elementary school students recalled seeing an anti-drug commercial on cable television and a cartoon commercial. Urban high school students reported seeing the *Frying Pan* ad on television, while non-urban high school students were not aware of any anti-drug ads shown on TV.

Parents in focus groups appeared to be very aware of the anti-smoking campaign. Some parents also had seen anti-drug ads on television.

Summary of Intermediate Findings

In Phoenix, which was not targeted by the Media Campaign, there is very little awareness of any anti-drug campaign. At the same time, recall of the local anti-smoking campaign is very strong. In San Diego, media representatives and community informants were aware of the Media Campaign messages, but they had mixed reactions to the advertisements. There was a relatively low level of awareness of these ads reported by parents. Youth in grades 4–6 did not recall the anti-drug ads on television, radio, or in any print medium. Non-urban middle school students recalled some of the anti-drug ads being shown on TV, but they did not recognize ONDCP as the sponsor. High school students reported good recall of the anti-drug ads and many of them recognized ONDCP or PDFA as the sponsor of these ads. Only non-urban high-school students were aware of the anti-drug billboards mounted in their community. Community informants, parents, and students of all age groups offered recommendations about how to improve anti-drug advertising in the future. There was a heavy emphasis on localizing ads and addressing the border-crossing problem in their community.

SIOUX CITY, IOWA

Two site visits have been made to Sioux City. The first baseline visit occurred during the week of December 15–19, 1997. The first followup visit took place during the week of March 23–27, 1998.

Duluth, Minnesota, was selected as a comparison site for Sioux City, Iowa, because both cities have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Sioux City and Duluth also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Duluth constitutes a reasonable comparison site for Sioux City. Exhibit 4-11 summarizes youth, parent, and community findings for both sites.

The remainder of this site visit report will describe data collected in Sioux City at baseline and 3 months later during followup, as well as some data collected in Duluth at followup.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

The most well-known media prevention activity in place during baseline was the local television station's PSA campaign. This annual campaign, coined "Operation Kid-Vid," is a collaborative effort among local businesses, media, prevention programs and hospitals. It provides area youth the opportunity to speak out against the dangers of alcohol and other drugs and promote a drug-free lifestyle by developing ideas for a PSA. The youth who are selected are given the opportunity to help produce the PSA featuring their prevention concept in a storyboard format. This appeared to be a well-known and highly popular event in the Sioux City community.

In addition to the "Kid-Vid" campaign, the local media are regarded as active and involved members of the community who take their community service requirement quite seriously. The prevention community in Sioux City concurred that PSAs of various subjects are a constant in the area. Specifically, in terms of drug prevention, it appeared that the media ran local PSAs, such as those produced from Kid-Vid, or more generic national ads.

The Sioux City area offers a range of prevention programs. The most visible and prominent of these programs is Siouxland CARES, a community coalition that provides technical assistance and administrative support to smaller prevention programs in the area. The program also tracks the changing face of the drug problem in the community by compiling current data and reporting it back to the community. This program receives the support of community leaders and serves as a nexus for prevention assessment and programming.

There are numerous other prevention programs in the area. The school system (counselors, student/teacher assistance teams, mentoring programs, social health

teams, action teams), and numerous neighborhood-based programs (Boys and Girls Club, Indian Youth of America, Siouxland Y, Boy/Girl Scouts, 4-H, Salvation Army) offer outreach to youth in the community. Also, civic organizations (Elks Club), community coalitions (Dakota County Interagency Team) and cultural centers

(La Casa Latina) provide related services. St. Luke's Gordon Recovery Center provides numerous prevention programs, such as "Media and Advertising," "Tip Dart: Target Interactive Project-Drug/Alcohol Responsibility for Teens," and "Zero Tolerance/Driving Under the Influence." The center also distributes pamphlets and fact sheets, in addition to providing treatment services.

Trends in the Sioux City Community

A major employer in the area is the meat-packing industry. Due to the industry's reported recruitment near the Mexican border, the main employees in this industry are Hispanic. This changing demographic is reflected in the Sioux City public school system where minorities (mainly Hispanic) make up approximately 25 percent of the students. This growing diversity is a common topic of conversation among informants, most of whom are proud of their city's increasing multiculturalism. However, when addressing the topic of increasing drug trafficking and gangs in the community, it is often the Hispanic community that is blamed.

Sioux City is located at the junction of the states of Iowa, Nebraska and South Dakota. This tri-state location provides the local law enforcement officials with the challenge of conflicting State legislation that is often easily manipulated by criminals who cross State lines. This, along with numerous waterways and interstate highways, places Sioux City in a precarious position with drug trafficking. Local officials are working to make tri-state policies that would facilitate cooperation across State lines.

One recent event mentioned by several informants that appeared to raise awareness in the community was a local arrest at a methamphetamine lab in the rural outskirts of Sioux City. Interestingly, a local law enforcement official involved with the arrest indicated that it did not involve a major confiscation of drugs, and that, in fact, the lab probably only produced enough to support one person's drug habit, without any profit. However, since the community reaction was so strong and widespread it appeared that the community saw it as a symbol of the gravity of the methamphetamine problem in the area.

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. Elementary school youth did not appear to have much exposure to illegal drugs. When probed, most children discussed tobacco use by peers or their parent's alcoholism. The majority of these children had recently completed the D.A.R.E. program, often indicating that school is their primary source of drug prevention information. Middle school youth appeared more knowledgeable, often mentioning that they had encountered alcohol, marijuana, and inhalants; some made isolated references to other illegal

drugs. High school youth listed a plethora of drugs including alcohol, marijuana, heroin, and methamphetamine. These youth indicated that they encountered these drugs regularly and that tobacco and marijuana were commonly smoked in the schools. Many discussed close friends who were abusing “hard” drugs. Alcohol appeared to be more prevalent in the rural areas where they discussed parties in the cornfields (to avoid law enforcement).

Parents’ role in discussing drugs with their children ranged in degree from limited to highly involved. One respondent seemed to summarize the perceptions of all respondents by placing parents into four categories: (1) parents who have substance abuse problems of their own and do not care about their children’s use; (2) parents who do not want their children to use drugs, but have other priorities and are too busy to talk with their children; (3) parents who are concerned, but do not have the knowledge and skills to talk with their children; and (4) parents who are educated, have skills, and are somewhat successful with discussing drugs with their children.

Community Drug Problems as Perceived by Community Key Informants

The perception of key informants was that alcohol, tobacco, marijuana, and methamphetamine are the drugs most commonly used by youth, and that use follows a natural progression, beginning with tobacco and alcohol in middle school and the use of illegal drugs in the high school years. Informants frequently commented that alcohol use was seen as a rite of passage for youth. Also, many informants expressed concern about parents who provided alcohol or drugs for their children on the premise that they use these substances within the house.

Generally, respondents perceived differences in drug use to be associated with economic levels rather than race, ethnicity, or specific neighborhoods in the city. Drug use may be more visible among minority populations, but the feeling was that the visibility is not necessarily indicative of differences in drug use. A few respondents commented that the use of inhalants seems to be more prevalent among Native Americans, but this, too, may be due to economic factors and the relative affordability of inhalants. One respondent mentioned that the use of crank and marijuana seems more prevalent among the Hispanic population.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

During the baseline site visit key informants and focus group participants were asked to describe any anti-drug ads they had seen recently. The majority of informants were able to recall either national or local PSAs on television, and there was some recollection of PSAs on radio. A couple of informants mentioned that the newspaper provides crime statistics, covers drug-related arrests and accidents, and writes about drug prevention efforts, such as Red Ribbon Week, but no one recalled any anti-drug ads in the paper. In addition, a couple of informants said that they had seen ads in magazines, but they did not recall their content.

Although informants recalled some drug-related media efforts, they were doubtful of their effectiveness. They offered some suggestions to make ads more effective. Suggestions for improving anti-drug messages on TV related to time aired, stations targeted, and content of messages. Several respondents noted that youth receive mixed messages about drugs during prime time and suggested that anti-drug messages are needed during this time, perhaps as part of popular sitcoms. Some of the informants felt that ads would reach youth more often if they are aired on cable channels such as MTV and Nickelodeon, rather than on major networks.

Informants also suggested alternative media sources that they perceive as having more potential than TV. These suggestions included video games, the Internet, and interactive CD-ROMs. One informant felt that interactive CD-ROMs were an effective medium for parents and youth, providing a one-on-one experience that combines entertainment and education. Web sites on the Internet are also seen as having potential, provided that youth are given the opportunity and encouragement to access them. Most informants did not think the newspapers or radio were effective media sources because youth generally do not read the newspaper or listen to the radio; they listen to compact discs instead. While some parents read the newspaper, the feeling was that newspaper ads may not reach the parents who need to be targeted with drug-prevention messages.

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

The purpose of this section is to present information on respondents' views of changes in awareness/attitudes regarding drugs in Sioux City since baseline and their awareness/views of the Media Campaign shortly after it had been implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

A number of local events were recalled that might impact youth and parents' attitudes toward drugs as well as their awareness of the Media Campaign. First, a number of informants mentioned crime incidents that were well covered in the local news. These included more arrests at methamphetamine labs, as well as the recent kidnapping and murder of a local youth that was believed to be associated with a drug debt.

The Midwest HIDTA has implemented a local methamphetamine campaign that appears to consist mainly of posters for the schools. In addition, many of the local TV and radio stations have either matched the funds provided by ONDCP and aired more ads, or donated the money back to the community. The local radio station KGLI, following the format of the "Kid-Vid" program used in other cities, is allowing middle school students to produce radio PSAs. Most of the informants involved in prevention were aware of the generosity of the local stations in relation to the campaign, which also increased their awareness of the Media Campaign.

Many of the Sioux City schools had engaged an Iowan to speak to the students about drugs. Mentioned in particular was a speaker named Pop Right, an athlete who is a recovered drug abuser. His presentation appeared to be well-publicized in the community and was strongly supported by the school system.

Youths' and Parents' Reactions to the ONDCP Media Campaign

During the intermediate site visit, separate focus groups were held with youth and parents. The majority of youth were able to recall most, if not all, of the ads included in the Media Campaign and noted seeing them frequently (from once to several times daily). The youth often were able to repeat the dialogue, as well as explain the message. They summarized the messages of the ads as follows: parents should talk to their children more about drugs; drugs contain "nasty stuff" (i.e., the ad described as "the coffee and battery acid" ad); and don't use drugs because they can kill you (i.e., the *Drowning* and *911* ads).

While all age groups recalled the ads similarly, they had different impressions about the potential effectiveness of these ads for their age groups. The elementary school children believed they would have an impact on others their age and possibly make them think about what they would do if someone offered them drugs. The middle school students were more doubtful about the effectiveness of these ads, often relating that they do not watch advertisements or that they make fun of the ads when they see them.

The majority of high school students expressed that, at this point in their lives, they have already learned about the risks and dangers of illegal drugs and made decisions about whether to use or not; they doubted that an advertisement would have any influence on them. A number of high school students described the anti-drug messages as remote. An urban high school student in Sioux City stated "It's like a nickel a day to save the starving families in Rwanda. I have a nickel a day; I don't pay 'em because you're not connected with what's going on. It's no way involved in your life. You just let it go in one ear and out the other." Two other participants in the same group said, "It has to be more real than just on TV because everyone knows TV's not real," and "TV is not teaching them. If something happens to their friend or interview someone like it's personal, then [they] will listen."

Parents appeared to be highly aware of the commercials associated with the Media Campaign. They recalled that the ads that appeared to be directed at parents carried a message to remind them to talk to their children. They agreed that ads were probably more effective for younger children who were more impressionable. In terms of impact on parents, many commented that they could not speak for the entire parent community, but a few commented that they found the parent-focused ads to be a good initiator for a drug dialogue with their own children. They also thought future ads should be more graphic, use local youth, and focus on local programs and news events that are relevant to the Sioux City community.

Key Informants' Responses to the ONDCP Media Campaign

Many leaders of community organizations that were interviewed at baseline were re-interviewed during the followup site visit to learn about their awareness of the Media Campaign. Researchers also interviewed new informants that were not reached during baseline, but who play a role in local prevention efforts.

Those interviewed appeared to be highly aware of the Media Campaign. As one prevention leader stated, “you would have to be living under a rock in order to not have noticed the campaign.” The ads generally mentioned included *Frying Pan*; *Drowning*; *Noses*; *Long Way Home*; *Burbs*; and ads described as “another missed opportunity” and “young girl/playing with matches.”

Billboards were mentioned less frequently. A handful recalled one that asked “Have you talked to your kids about pot?” and the majority mentioned *Cannabis Stupida*. A number of informants were confused by this billboard and did not deem it clear or effective. For example, a local business leader remarked that his business’ billboard was featured next to *Cannabis Stupida* and he has had community members make negative comments to him without realizing that it is an anti-drug message.

Most informants were aware of the ONDCP Media Campaign, yet frequently they perceived that local agencies were the sponsors. This is partly due to Gateway (Waite Family Foundation) and UPS’s highly visible and generous involvement with the campaign there.

Frequency and airtime did not seem to be an issue. Those who have seen the ads felt that they are run both frequently enough and at times where they are most likely to be seen. Several commented on seeing an ad during the Super Bowl.

Community response has been generally positive. Interviewees reported hearing their neighbors speak about the ads at church and at various social events. Impressions regarding the impact of the ads varied depending on the presumed target audience. When ads seemed to be speaking to the parents they were viewed as having the most impact. Several people referred to the “missed moment” ad and its impact on them personally.

Media Representatives' Reactions to the ONDCP Media Campaign

Representatives of the media were interviewed to obtain their assessment of the community’s response to the Media Campaign. Researchers met with staff at all of the local TV stations, the most prominent radio stations, and the local newspaper.

The Sioux City media community takes pride in its strong commitment to airing PSAs as frequently as possible, depending on fiscal pressures and perceived community need. These PSAs are both national and local, and cover a number of different subject areas, including drug abuse. Several local TV and radio stations are donating the fees paid by ONDCP for airtime to local community-based

prevention programs, but they are not sure how much longer they can afford to run these ads in commercial spots and donate the money.

A prominent concern among the prevention community in Sioux City is that paying for airtime will limit the opportunities for PSAs of nonprofit agencies who cannot compete for time paid for by the Federal Government. In response, some media informants indicated that they were not comfortable with the ads being paid for, since they thought stations should comply with their community service requirements and air them free of charge. However, the Media Campaign ads did not decrease airtime for other PSAs because they were filling paid time slots, not PSA time slots. One station manager pointed out that no matter how seriously they take community service, “this is still a business, we could not run ads at this rate for very long and continue to make a profit.” So it appeared that local PSAs were not being negatively impacted by ONDCP’s payment policy, despite valid concerns from the local community.

Followup Findings in Comparison Site of Duluth, Minnesota

At baseline Sioux City, Iowa, and Duluth, Minnesota, reported similar drug problems and concerns involving youth use of alcohol, marijuana, methamphetamine, and inhalants. However, it is worth noting that at followup, key community respondents, youth, and parents reported different levels of awareness of drug prevention efforts and advertising campaign activities.

When asked about recent local events that might have changed community awareness about drugs, Duluth had very little to report. The main issue appeared to be the possible loss of 20 community police officers due to a change in funding. Apparently, this was resolved with the implementation of a local tax. The concern about losing law enforcement official is reflective of the fears of violence in Duluth, and the more serious spectrum of gang- and drug-related crime in larger neighboring cities such as Chicago and Minneapolis-St. Paul. Some informants also mentioned recent Alcohol Compliance checks conducted by police departments in both Duluth and Minneapolis-St. Paul. This check found that over half the stores sold alcohol and tobacco to underage youth. Informants suggested that local law enforcement is hesitant to crack down on the small businesses due to their reliance on local merchant support for the D.A.R.E. program. Duluth also held a town meeting with over 80 people in attendance, in support of the Bill Moyers TV special.

The majority of key informants had little information to offer about specific national advertisements they had seen recently. Few of those interviewed were aware that the national Media Campaign existed at all, though some key informants recalled older ads that no longer run locally, or the occasional national spot that airs (presumably as a PSA run by a local or network affiliate station).

In focus groups with youth, there was very limited awareness of the Media Campaign. Some youth remembered random ads, such as the old “fried egg” ad or the NBC-TV “More You Know” campaign. Specifically, youth were able to recall three of the Media Campaign ads: *Burbs*, *Drowning* and *Alex/Straight A’s*.

Parents were also relatively unaware of the Media Campaign. Most of them admitted to consuming very little media. However, they did recall two anti-drug ads, one of which, *Burbs*, was a Media Campaign ad. This ad depicts a non-urban teenager and tells parents that only 40 percent of youth who smoke marijuana live in urban areas. The ad seemed to create confusion; the mother in the focus group who explained the ad misinterpreted it, seeing it as a pro-drug advertisement encouraging young people to smoke marijuana. Parents agreed that more anti-drug ads are needed to combat the successful advertising campaigns launched by alcohol and tobacco companies.

Summary of Intermediate Findings

It is evident that Duluth, which was not targeted by the Media Campaign, perceived very little or no change in anti-drug messages and little awareness of the Media Campaign in the period beginning at baseline and ending with the followup 3 months later.

In Sioux City, a selected target site for the Media Campaign, a different picture was presented. Key community informants were aware of the Media Campaign and were able to recall specific ads, explain their messages, and provide suggestions for improvements. Parents and youth also had a high level of awareness of the Media Campaign and were often able to describe a plethora of ads and their messages. These groups of community members provided numerous suggestions for improving the effectiveness of the Media Campaign from their perspective. The parallel data collection efforts in both Sioux City and Duluth illustrate the increased awareness of drug prevention in Sioux City as compared with Duluth.

TUCSON, ARIZONA

Two site visits have been made to Tucson. The first baseline visit occurred during the week of December 15–18, 1997. The first followup visit took place during the week of April 13–17, 1998.

Austin, Texas, was selected as a comparison site for Tucson, Arizona, because both cities have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Tucson and Austin also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Austin constitutes a reasonable comparison site for Tucson. Exhibit 4-12 summarizes youth, parent, and community findings for both sites.

The remainder of this site-visit report describes data collected in Tucson at baseline and at followup 4 months later, as well as key results collected in Austin during the followup visit.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

Arizona TV and radio stations have shown support for drug prevention efforts by airing PSAs. Recently, the Arizona Broadcasters Association reported that TV stations in the State ran a median of 126 PSAs per week and radio stations ran a median of 82 per week. Of these PSAs, which varied in length and could have been part of a newscast, 100 percent of the television spots and 87 percent of radio spots addressed the topic of drug use/abuse.

A wide variety of prevention programs exist in the Tucson area. These include programs sponsored by health and human service agencies; a statewide initiative called CHAMPS (Champs Have a Model Positive Peer Skills); Community Partnership of Southern Arizona-funded projects (CODAC Behavioral Health Services, Information and Referral, La Frontera Center, Luz Social Services, Inc., Parents Anonymous, Pima Youth Partnership, Providence Services Corporation, Tucson AIDS Project, Tucson Association for Child Care, Tucson Council on Alcoholism and Drug Dependence); a nonprofit prevention agency (Project YES), the Federal Office of Juvenile Justice and Delinquency Prevention program focused in gang prevention (Our Town); law enforcement-sponsored programs (D.A.R.E., Pima County Juvenile Court); school-based programs (Project TARGET, the Family and Children Services Program of the Tucson Indian Center, and a sting operation funded by the Robert Wood Johnson Foundation that targets stores selling cigarettes to minors). Additional programs include border projects sponsored by the Arizona-Mexico Border Health Foundation (Juntos Unidos/United Together; Puentes de Amistad/Bridges of Friendship; Companeros, Vecinos and Guia).

Trends in the Tucson Community

Key events in the Tucson area over the past several years include: the constant influx of illegal immigrants crossing the border from Nogales, Mexico into Tucson, the first contact point in the mainland for drug trafficking; and the recent legalization of marijuana for medical purposes in Arizona.

When asked about recent events that might have affected awareness or attitudes regarding drugs, several community respondents described the 1997 death of a 12-year-old girl from a heroin overdose. Through media attention to this event, the community was made aware of the multi-generational aspects of drug use. The incident also heightened awareness of drug use by youth, creating tension that some Tucson residents feel has led to parents “getting tough” with their children regarding drug use. Other recent drug-related events that have been publicized by the media and/or have generated formal community discussion include the case of a high school security guard in Nogales who was caught dealing drugs, and an incident in which two youth were killed during a drug deal at a local shopping center.

Drug Awareness and Behavior Reported by Youth and Parents

Separate focus groups were held with youth and parents. Youth in grades 4–6 were aware of illegal drugs and they reported learning about them from their parents, from the D.A.R.E. program, and from other students and neighbors who talk about drugs and/or use them. Most of these children have been cautioned about the dangers of drugs by their parents, and recognized that, as one student stated, “drugs can kill you.” Youth in grades 7–9 were very knowledgeable about various illegal drugs and ways they could obtain them in their own neighborhoods. These students learned about drugs from a variety of sources that include teachers, school programs, parents, and friends. They also cited movies, television programs, and commercials as a major source of information about drugs. When asked what makes people stop using drugs, middle school youth responded that parents and law enforcement officials could intervene sometimes by placing youth in a juvenile detention center.

High school students reported learning about drugs from many of the same sources as younger students; they also mentioned other youth whose parents condone their drug use or use drugs themselves. Despite acknowledging their thorough knowledge of drug risks, non-urban teenagers cited the following reasons for using drugs: personal problems, the availability of drugs, curiosity, peer pressure, and having fun.

Parents observed that all children get the same message about drugs, yet some get involved with drugs and others do not. They noted that paying attention to children is critical to reducing the chances that they will try drugs, and they offered numerous suggestions of ways parents could build youths’ self-esteem and knowledge in order to discourage drug use.

Community Drug Problems as Perceived by Community Key Informants

All key informants agreed that Tucson has a serious drug problem that is augmented by its proximity to the Mexican border. Drugs are very accessible in Tucson, making their cost lower than in other states, and a high level of tolerance for marijuana use has led to the prevalence of what one respondent termed “the marijuana culture” of the city. Community informants also described drug use and abuse among youth as a serious problem, evident by the volume of drug trade in the community, the incidence of usage in the home, and the increase in young people’s willingness to talk about their drug use. Drugs most frequently used by youth of all ages include alcohol, marijuana, and tobacco; some cite inhalants such as spray paint, glue, and gasoline.

Informants identified different patterns in drug accessibility, preference, and use between teenagers and younger children. Teenagers reportedly have better access to drugs, use more drugs, and experience more advanced stages of chemical dependency. While younger children are using “gateway” drugs such as cigarettes, alcohol, and marijuana, older teenagers often use cocaine or methamphetamine in addition. The consensus of most informants was that children in Tucson are using drugs at younger ages than ever before, and that some drugs, particularly marijuana, are available in the elementary and middle schools. A wide variety of drugs is available in high schools, especially in neighborhoods in south Tucson, where dealers stand on the street corners. Some youth obtain drugs from friends, siblings, parents, and other family members. Informants agreed that the use of drugs in both urban and rural areas varies in relation to the availability of alternate activities.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

During the baseline site visit, key informants were asked to describe any anti-drug ads they had seen on TV, radio, or in local newspapers and magazines. The majority had seen one or more of five anti-tobacco commercials produced by the Arizona Tobacco Education and Prevention Program (Department of Health and Human Services), to support an intensive media campaign it launched in January 1996. This campaign creates TV, radio, and print ads in both English and Spanish, which feature intense, humorous, or graphic images along with the campaign slogan: “Tobacco. Tumor causing, Teeth Staining, Smelly, Puking Habit.” Respondents viewed the campaign as potentially very effective in developing a mindset in children over time that tobacco is dangerous.

Community informants recalled a few other anti-drug TV commercials (created by Mothers Against Drunk Driving or PDFA), but stressed that they had seen fewer ads than in years past which target drugs other than tobacco. Most felt that more attention should be focused on other drugs. One respondent applauded the strategy of emphasizing aesthetics that is employed in the State-sponsored anti-tobacco campaign, asserting that such an approach would benefit other anti-drug presentations. Several key informants said that previous campaigns have been too

humorous—drawbacks cited to this approach were that it trivializes the drug problem to children or that it lacks the sophistication needed to appeal to teenagers and adults. If campaigns do not “talk down” to youth, respondents felt that they could influence non-users to avoid starting to use drugs, although they would not stop those who are already using. Respondents felt the task of the ads was to create the perception in youth that drugs are “uncool” before they are faced with the opportunity to try them. Some thought that some posters and television ads gave mixed messages. One respondent cautioned that the majority of young people are not drug users, but that the media portrayal of drug proliferation actually makes them believe they are in the minority if they do not use drugs.

All informants agreed that a media campaign could be an effective component of a larger, community-coordinated effort that would offer education and treatment services, address the root causes of drug use, and offer solutions to meet young people’s needs. They stressed the need for coordinating ads with available drug treatment services. They added that the media, though useful in creating awareness, could not provide what youth at risk for drug abuse often need the most—a nurturing person to become involved in their lives and positive activities to occupy their time and energy.

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

The purpose of this section is to present information on respondents’ views of changes related to drug awareness/ attitudes in Tucson since baseline, as well as their awareness and views regarding the Media Campaign shortly after it had been implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

The majority of key informants were unable to recall a recent local event that might affect community attitudes toward drugs. However, two recent events were reported that might influence youths’ and parents’ attitudes toward drug use and awareness of the Media Campaign: a methamphetamine campaign was launched by the National Coast Guard Methamphetamine Control Strategy; and there recently was a large, high-profile drug arrest and confiscation of a truckload of marijuana on Interstate 19.

Youths’ and Parents’ Reactions to the ONDCP Media Campaign

Separate focus groups were held with youth and parents. Elementary school children reported very good recall of TV commercials, especially anti-tobacco ads. Middle school children were also very aware of anti-drug commercials shown regularly at school on Channel 1 and during after-school programs they watched at home. Middle school children recalled seeing a greater variety of drugs depicted in the ads—they particularly responded to ads that have targeted methamphetamines and discussed how battery acid and drain cleaner are primary ingredients for street drugs. The message the ads portrayed was reported as “Don’t use drugs because they are disgusting, and try to focus on your future.”

High school students reported seeing and hearing a wide variety of anti-drug commercials at regular intervals on television and radio. These older students claimed that the commercials might make them think twice about using hard drugs like crack-cocaine and methamphetamine, and described the message as self-explanatory: "Don't use drugs because they can be dangerous." These students suggested that the ads are most effective with young children and those that have little education about drugs.

Both urban and non-urban parents were aware of ads on major TV networks, Spanish-speaking television stations, radio stations, and area billboards. They were also aware of posters in the schools. Parents had a general awareness of the anti-drug messages that were aired and they recalled a wide variety of drug ads. Some reported that the ads made them think of the importance of talking to their children about drug use and visiting school to find out more information. Parents agreed that the ads provide positive information, that the accompanying toll-free referral numbers are particularly helpful, and that the commercials provide them with a natural lead-in for a discussion with their children.

Key Informants' Responses to the ONDCP Media Campaign

Representatives of community organizations, interviewed during the baseline visit, were reinterviewed in the followup site visit to learn about their awareness and views regarding the Media Campaign. Informants reported different levels of awareness of the Media Campaign—some had direct involvement in it, others had read about it in a substance abuse journal, and others were not aware of it at all. Radio and television were the most frequently mentioned media noted by key informants who were familiar with the Media Campaign. Most of the radio ads recounted by those interviewed were part of the anti-tobacco campaign sponsored by Arizona's Tobacco Education and Prevention Program. Television ad mentions included both State-sponsored anti-tobacco ads and Media Campaign anti-drug ads. Anti-tobacco ads described include the following: "Dog Urinates on a Cigarette"; "Girl is thrown out of a concert due to her cigarette breath"; "I run—I don't smoke"; "What I learned from smoking, I learned from my mother"; and "boy has negative response to girl's smoking and a 12-year-old speaks to him." Ads in the Media Campaign that were remembered were the *Frying Pan* ad and one described as "my brother/my hero." One key informant recalled seeing the billboard for *Cannabis Stupida*.

Most of the interviewees had limited or no awareness of the ads' sponsors, though ad sponsorship was clearly recognized by those who had a direct relationship with the Media Campaign. Key informants aware of the Media Campaign reported the ads had sufficient exposure on television programming directed toward youth. They also mentioned that the ads were frequently run on Spanish-speaking TV and radio programs. Informants with direct knowledge of the minority community stressed the need for Spanish-language broadcasting of anti-drug messages to reach this portion of the target audience.

The Pima County Prevention Partnership did report receiving continuous telephone calls for information and referrals. A staff member described calls from grandparents who have seen the Media Campaign ads.

Key informants offered several suggestions to enhance the Media Campaign's effectiveness: that billboard ads be displayed on buses (since many people depend on mass transit); that ads include a local number that refers audience members to counselors, rather than a recorded message; that ads specifically targeting youth include alternative activities, counselors and treatment as part of the prevention/intervention effort; that some ads promote communication between parents and youth; and that ONDCP distribute posters and other publicity materials to the schools. Despite the fact that some respondents saw physically graphic advertisements as powerful and effective, others suggested making ads less graphic, as some people find the anti-smoking ads offensive. Most of the key informants interviewed were able to recall seeing some parts of the Media Campaign and they believed that it could change attitudes about drugs. However, they cautioned that this could only occur with the help of appropriate timing, content, dissemination, and community involvement.

Media Representatives' Reactions to the ONDCP Media Campaign

Representatives of the media were interviewed to obtain their assessment of the community's response to the Media Campaign. One Spanish-speaking television station has aired paid Media Campaign ads with a negotiated agreement to run a matched free PSA with each ad bought. Representatives from this station were impressed with the quality of the ads included in the Media Campaign, and they reported that the airing of these ads had not affected the station's pro bono policies for advertising. Though other local TV station representatives interviewed have not aired paid Media Campaign ads, they agreed that their stations placed importance on airing programs, PSAs and ads that support the anti-drug message and educate the public.

Media station representatives said that they had not monitored public response to the Media Campaign ads to date, though they did note that on occasion people call for further information or for a referral number. There has been little positive or negative public feedback available regarding anti-drug messages in general, but this could be attributed to the lack of a system to record such calls. The PIMA County Prevention Partnership, however, mentioned that it has received continuous calls requesting information and referrals in response to the ad urging grandparents to get involved with their grandchildren to prevent their drug use (described as "the power of Grandma").

Media trafficking decisions were found to be influenced by a variety of factors including time available (varies seasonally), content and quality of the ad, subjective choices made by the PSA director, and the decision to run a range of different topics that include a mixture of local and national sources.

Followup Findings in Comparison Site of Austin, Texas

While Austin, Texas, and Tucson, Arizona, reported similar drug problems and concerns during the baseline visits, it is worth noting that at the followup visit, key community respondents, youth, and parents reported very different levels of awareness of drug prevention activities and advertising campaign efforts in their community.

Only a couple of events have occurred in Austin since the baseline visit that might have increased awareness of the drug problem: a local TV station panel discussion of community individuals who work in some capacity with substance abuse issues, aired during the week of the Bill Moyers's TV special; and a sting operation called "Operation Big Dog," resulting in the arrest of over 500 Austin gang members. One informant attended the Central Texas Youth Summit in early April, and reported that the topics chosen by more than 2,000 high school students for the event were, interestingly enough, "violence" and "teen pregnancy," rather than "drug and alcohol abuse." He viewed this as an indication of the general lack of interest in the topic in Austin, and commented that "no link between substance use and violence is being made in most people's minds."

Among community representatives interviewed, only one was aware of the national Media Campaign focusing on drug problems and youth. This respondent worked at an organization in a suburb of Austin devoted to youth chemical dependency prevention, and maintained a bulletin board displaying clippings of Media Campaign ads from the local newspaper. Community informants were able to recall at most only one or two anti-drug advertisements, and often remembered no specific ads at all.

In separate focus groups with youth and parents, there was no awareness of any media campaign about drugs. Outside of a few PSAs already being shown about drugs, ads for McGruff, the Crime Dog, and recollections of older ads from the Reagan-era "Just Say No" campaign, there was no mention of any new campaign effort. The most familiar with anti-drug ads were Hispanic focus group participants who watch the Spanish channel and could recall ads they had seen on it.

Summary of Intermediate Findings

It is clear that in Austin, which was not targeted by the Media Campaign, there was very little awareness of any change in anti-drug messages from the time of baseline data collection to the followup visit. In Tucson, one of the 12 target markets for the Media Campaign, a much higher level of awareness of the Media Campaign and its specific messages is evident in discussions with both parents and youth. The majority of key community influentials had at least some familiarity with the Media Campaign and were often involved in support activities to supplement it, including: the creation and dissemination of supplemental information on alcohol and drugs, extensive media communication, newspaper article submissions, speaking engagements in local schools, and coordination with the local teen court.

Media representatives were aware of the Media Campaign and provided useful suggestions on how it could work better with the broadcast industry in their community as new ads are planned and launched. Youth of all ages and parents reported a high level of awareness of both the highly successful anti-tobacco campaign, which has been operating since January 1996, and the Media Campaign, which has been in place only since January 1998. They particularly provided good recall of specific messages from TV and radio commercials and offered concrete recommendations on how to improve the campaign in the future.

WASHINGTON, D.C.

Two site visits have been made to Washington, D.C. The baseline visit occurred during late December 1997 and early January 1998. An intermediate site visit took place during late March and early April 1998.

Birmingham, Alabama, was selected as a comparison site for Washington, D.C., because both cities have similar demographic and community characteristics. The quantitative data collected from in-school surveys completed by students in both Washington, D.C., and Birmingham also showed similar patterns at baseline. These patterns, displayed in Exhibit 4-1 at the end of Section 4, further demonstrate that Birmingham constitutes a reasonable comparison site for Washington, D.C. Exhibit 4-13 summarizes youth, parent, and community findings for both sites.

The purpose of this report is to describe key data collected in Washington, D.C. at baseline and 3 months later at the intermediate site visit. Some key information collected in Birmingham at the intermediate site visit also is presented.

Baseline Picture

Ongoing Anti-Drug Activities in the Community

The major drug prevention programs operating at baseline in metropolitan Washington, D.C. include the following:

- The D.C. Community Prevention Partnership, one of Washington, D.C.'s leading substance abuse and violence prevention agencies, empowers individuals, families, businesses, institutions, and neighborhoods in D.C. to work against substance abuse and violence. Its youth programs include Youth Action Teams (to involve youth in prevention activities throughout the city), Black Pearls (for adolescent African American girls), Southwest Youth Empowerment Teams (for youth in public housing communities), and College Prep (to help high school seniors prepare for and apply for college).

A wide range of school-based programs is provided. The D.A.R.E. program, mentioned by nearly all key informants, provides a standardized prevention curriculum to a large number of elementary and middle school students. Other important programs include peer mediation/conflict resolution; Ready, Set, Go; Just Say No; Safe; MORE clubs; peer mediation; student assistance programs; poster contests; special assemblies; School Community Coalition (Fairfax County); conflict resolution programs; drug and alcohol zero use policies; and life skills training programs.

- The Metropolitan Police Boys and Girls' Club, operating 10 clubhouses across Washington, D.C., offers culturally sensitive programs and activities to keep youth out of trouble.

- Various local health departments operate community-based parenting and mini-grant programs that focus on strengthening families.
- Law enforcement agencies operate prevention programs such as speaker programs; RAP, Inc.; SANDS (Sports Activities Not Drugs); Cadet Explorers; and COPS in the Community.
- Boys and Girls' Clubs provide a wide range of recreational and educational activities, including drug abuse prevention programs.
- The faith community operates a variety of community- and neighborhood-based programs to meet the needs of parishioners.
- The Elks, the largest fraternal group involved in drug awareness programs, distributes drug education materials to schools, libraries, Boy Scout troops, and other organizations. A local lodge produces a 30-minute public television program called "Know the Enemy," which presents drug awareness information and airs 20 to 25 times a month.
- The Latin American Youth Center, a teenage youth leadership group, is located in a heavily Latino area of Washington and offers ESL and acculturation activities to middle school and high school students.
- Young Urban Voices, a multicultural youth leadership group, focuses on leadership development. Participants produce a newsletter and learn advocacy skills.
- The Northwest Youth Alliance, composed primarily of white teenagers, participates in art and cultural activities.

Trends in the Washington, D.C., Community

In the past 30 years, Washington, D.C. has experienced a steady flow of middle-class residents, especially African-Americans, from the city to the suburbs. The African Americans left behind are disproportionately poor, undereducated, and underemployed. That migration was in part due to a changing job market, as major employers (including Federal agencies) relocated to the suburbs. The decline of jobs in the city has contributed to the deterioration of many parts of the District.

Drug use in the Washington, D.C. area reportedly has become more risky in recent years due to uncertainty about the purity of drugs, increased drug-related violence, and the spread of HIV associated with intravenous drug use. The use of marijuana is high and on the rise, especially among youth, and the availability and use of high-quality, low-cost heroin is rising. Cocaine and crack-cocaine use are declining except among juveniles in low-income neighborhoods. Heroin has become the "glamour" drug in Washington, D.C. among young, upper-middle-class adults ages 20–25.

Drug use is not confined to struggling inner-city environments, or to any particular racial or ethnic group. The 1996 Maryland Adolescent Survey revealed that adolescents in Washington's Maryland suburbs (Montgomery and Prince George's Counties) reported a higher use rate for marijuana, crack-cocaine, and LSD than the national rate. Recent articles in the *Washington Post* documented drug use in non-urban Fairfax County, Virginia, which is noted for its affluence, high levels of education, good school systems, and relatively low crime rate. The articles noted that juvenile drug arrests in the Washington, D.C., metropolitan area generally rose from 1991 to 1996; the only exception was in Washington, D.C., itself, probably due to the District's population decline during that period, especially among males ages 15–29.

Drug Awareness and Behavior Reported by Youth and Parents

Youth and parents generally agreed that youth are quite knowledgeable about drugs. Both urban and non-urban 4th–6th graders reported that they obtain their information from school-based programs and parents. The urban children said that they also learn about drugs through television and movies, although the non-urban children said that the media was not an important source of information for them.

The 7th–9th graders reported that they obtained their information from school-based programs and friends. The youth in this age group reportedly receive little of their information from their parents.

The urban 10th–12th graders had received drug information from witnessing drug use in their neighborhoods, as well as from television and, to some extent, from their parents. The non-urban 10th–12th graders learned about drugs from schools, parents, and friends.

Urban parents emphasized that their children learn about drugs from witnessing drug activity and consequences firsthand. Non-urban parents noted that their children know about where to get and how to use illegal drugs, but not necessarily about the risks and dangers of using the drugs; for example, they reported that many youth believe that marijuana is not physically addicting. Both urban and non-urban parents voiced the concern that parents do not discuss drugs with their children as much as they should.

Community Drug Problems as Perceived by Community Key Informants

Many key informants reported that they considered the drug problem to be the most serious social problem in the community—and they asserted that it is increasing. They implored that funds be increased for prevention, intervention, and treatment programs that are dealing with community-based drug problems (alcohol, tobacco, marijuana) and not the political drug of choice (cocaine or heroin), which often does not correspond to the most significant drug problem in the community. They reported that key weapons in fighting the drug problem are increasing parent involvement and helping parents and youth understand the dangers and risks of using drugs.

Informants related that elementary school children usually start with beer, wine, and cigarettes, which they obtain from their homes or older siblings. The primary motivation is curiosity. Also, inhalant use is more prevalent at this age because of accessibility. Middle school children are more vulnerable to peer pressure, and marijuana use begins at this level. Drugs are more accessible at this age and can be obtained through peers or older youth in their neighborhoods. By the time children reach high school, they are experimenting with a broader range of drugs and also tend to be poly-users. Access to drugs is very easy, especially at the high school level.

Many informants pointed out that drug use is more obvious in poorer neighborhoods because of the prevalence of drugs on the street. However, they added that there is more drug use in affluent areas, but it is hidden behind closed doors.

Some informants emphasized the importance of youth experiencing consequences for their drug activity; when there are no consequences, youth see anti-drug laws and norms “as a joke.” They pointed out that one of the results of dropping the age of adult responsibility is that drug dealers recruit younger children to do the “running.”

Most informants discussed the problem of lack of parent involvement in drug education and prevention. Some reported that parental denial of youth drug use and tolerance of the use of “soft” drugs are the biggest problems. Differences in parental attitudes were linked to class, ethnicity, family composition, and residence. Upper-class and middle-class parents were considered to be in greater denial than working and lower-class families. Wealthy families were described as wanting someone else to solve their problems.

Many informants were alarmed at the media’s negative impact on youth. Television movies and movie videos glorify drugs, drug lifestyles, and violence. Television commercials advocate the use of alcohol. Radio was perceived to be almost exclusively negative, as the music promotes sex, drugs, and violence. Newspapers and magazines promote alcohol and cigarette use, as do billboards. School posters were rated as having some effect, but several informants mentioned the need to change them often.

Awareness of Anti-Drug Advertising Prior to the ONDCP Media Campaign

Ads produced by the Partnership for a Drug-Free America have aired in the Washington, D.C. area. Several ads have aired in which the captain of the Washington, D.C. professional soccer team gives various prevention-oriented messages, such as avoiding drugs and staying in school. One key informant remembered a DWI prevention ad in which a man talks about the fees he has to pay and the time lost in court due to his DWI conviction.

One key informant discussed a trend in local media news coverage over the past year. In response to community complaints that news coverage focused on

negative events and bad news, one of the major TV stations began focusing more on positive stories and less on violence and drug problems. The informant believed that these stories would give young people more positive images of their community, as well as their future, but it “pulls attention away from violence and its connection with drugs, so that drugs don’t seem to be a problem any more.”

The Maryland Governor’s Office is conducting an anti-drug media campaign that began in the fall of 1997. It relies on donated airtime and resources for PSAs, and the Lieutenant Governor is involved in a series of meetings and appearances with local agencies.

Intermediate Findings Reported After Initiation of the ONDCP Media Campaign

The purpose of this section is to present information on respondents’ views of changes related to drug awareness/attitudes in the Washington, D.C. area since baseline and their awareness and views regarding the Media Campaign shortly after it had been implemented in their community.

Recent Local Events Affecting Awareness/Attitudes Toward Drugs

A number of key informants referred to a growing awareness that heroin use has spread to the suburbs. For example, an elementary school teacher overdosed on heroin in January 1998. Students complain about marijuana smoke filling the halls of schools. Middle-class neighborhoods are littered with marijuana rolling papers and blunts.

Youths’ and Parents’ Reactions to the ONDCP Media Campaign

The following television ads were remembered by youth and parent focus groups: *Frying Pan*; *Long Way Home*; *Drowning*; *Teeth*; *Alex/Straight A’s*; *Burbs*; and others described as “fried egg,” “missed opportunity,” “role playing to say ‘no’ to drugs,” “Latina woman who lost her children because of drugs,” “McGruff ads,” “baby shot,” “boy who uses marijuana cuts his hand,” “boy at basketball court who says no to marijuana,” “little girl who knows what to say about matches and other hazards but not drugs,” “head coughing from cigarettes,” “red dog party (no alcohol),” “deteriorating liver,” “listing of youth killed by drunk drivers,” “talk to your kids about drugs,” “marijuana at your child’s friend’s house,” and “boy on sofa.”

Radio ads remembered included the “Nah” commercial, Michael Jordan’s mother talking about inhalants, a youth keeping marijuana in a friend’s drawer, ad encouraging parents to talk to their children about drugs, a 15-year-old with brain damage from inhalants, a Black girl who wants to be a teacher, this is your life, and sound off on drugs.

Billboard ads remembered included a student in a graduation gown saying “there are better things to go do than drugs,” a bright yellow billboard asking parents if they were waiting for their children to ask them about pot, what are you waiting

for to talk about drugs with your children, puppet on strings, an orchestra and the headline “what you do when not on drugs,” Just Say No to Drugs, and pregnant women should not use drugs or alcohol.

The youth focus group participants at all grade levels were very aware of the anti-drug television commercials. The *Frying Pan* ad was recalled by nearly all participants, and was characterized as having a “powerful message.” Other ads recalled favorably by the youth were *Free Ride* and the “nah” radio ad. They perceived that the messages of the ads were that drugs hurt everyone, drugs are very dangerous, and life on drugs is boring. Posters and billboards were remembered by very few youth. They reported that commercials that relate youths’ personal stories about drugs and their effects are more likely to “make people stop and think.”

The parent focus group participants recalled an extensive list of television commercials and a few radio ads. They perceived that the messages of the ads were to say no to drugs and that parents should take a more active role in talking with their children. Rarely were the parents able to identify PDFA or ONDCP as the sponsor of the ads. They felt that commercials showing the actual effects of the drugs on the brain and body were the best; they considered the graphic commercial showing the woman taking off her eyelashes, hair, and makeup to be effective. They also liked the ads about parents needing to be aware and involved. They pointed out that what is shocking to adults may not be shocking to youth, who are desensitized by the news. Some parents remembered seeing billboards and bumper stickers but could not remember what they said. One parent concluded by saying “ONDCP is doing its job, I just hope the family and community are doing theirs.”

Key Informants’ Responses to the ONDCP Media Campaign

A few of the key informants were aware of the Media Campaign, but most were either totally unaware of the Media Campaign or were aware in a general way that a campaign was going on and did not recall having seen or heard any ads. Many informants reported that they watched little television and rarely listened to the radio. Two were involved in the Media Campaign or the kickoff. A few informants knew the Media Campaign was sponsored by either the Partnership for a Drug Free America or ONDCP, but the majority could not recall the sponsor. Most of the informants said that constant reminders that drugs destroy families and kill people are needed, although one said that the ads were run too often. The informants were not aware of any community reaction to the Media Campaign.

The general consensus was that the ads should show the graphic and actual consequences of drug use because youth often think they are indestructible. Respondents’ suggestions for improvements included: show anti-drug commercials at school assemblies and in movie theaters before movies start; place posters in emergency rooms, neighborhood health clinics, recreational centers, libraries, and any place where youth congregate; and produce and air television shows with anti-drug themes.

The respondents indicated that minority-owned media outlets might reach more minority youth because those youth might be more likely to watch and listen to the minority-owned outlets. However, the general response was that the message counts more than the person delivering it.

Media Representatives' Reactions to the ONDCP Media Campaign

Representatives of television and radio stations and newspapers reported that the ads were well-received and other staff were talking about them, although they had received no comments or feedback from the public. In general, the media representatives said that the ads were delivering a good message but should explain more about what the actual effects of drugs are on the body and brain, as well as on a person's actions.

Television and radio station representatives reported that PSAs usually are not aired during prime time because the slots are too expensive. Traffic decisions are often made on the basis of benefit to the community; critical issues such as drug abuse, foster care, and special community events are more likely to be shown often. The minority-owned stations (the Latino television station and African American radio and television stations) are particularly focused on public service and community education, although the commercial station contacted (ABC) has an educational component, sponsors a charity, and runs ads for special children's projects.

The African-American radio station and the Latino newspaper reported that they experienced an increase in anti-drug activities and ads since the beginning of the Media Campaign. The other media representatives reported that there was no increase in anti-drug activities or ads.

Followup Findings in Comparison Site of Birmingham, Alabama

In the comparison site of Birmingham, several events in early 1998 might have increased awareness of the drug problem. A high-profile murder trial of four youth had been in the news. The defendants, the oldest of whom is 19, were on trial for the murder of one of the youths' father, his girlfriends, and two small girls. At the time of the interim site visit, there had not yet been testimony implicating the role of drugs in the case, but it was widely believed that drugs played a major role in the four youths' behavior leading up to the murders.

In addition, there has been a recent increase in juvenile crime and gang-related problems in the city of Birmingham, much of which is related to drug and alcohol use and trafficking. A Birmingham community development organization, in conjunction with local media leaders, is developing an anti-drug media campaign for the Birmingham area that will include video, television, radio, and print ads. The *Birmingham Times* (a minority-owned newspaper) has begun a series of articles and editorials addressing drug and alcohol abuse issues in the inner city community.

Outside the city, a county task force is sponsoring sting operations to curb drug and alcohol use. Strategies being used include road blocks and license checks; the use of helicopters to detect drivers who may be under the influence of drugs or alcohol; and the use of “drug dogs” to sniff school lockers for drugs. Finally, the Alabama Beverage Control Board has begun creating anti-alcohol posters and posting them throughout Alabama.

In general, key informants believed that media ads could change youths’ behavior and attitudes regarding alcohol and drug use. However, the ads need to be frequent, realistic, consistent with other societal messages, and relevant to the target audience. Some informants felt that parents and peers have a greater effect than the media.

Key informants and focus group participants were not aware of the Media Campaign. However, a few informants had seen some anti-drug PSAs that they felt were not effective because the messages were short, infrequent, and inconsistent with other messages which promote (or at least do not discourage) drug and alcohol use.

Summary of Intermediate Findings

Although the Birmingham area has a variety of ongoing prevention and treatment programs, as does the Washington, D.C. area, there is only minimal anti-drug focus in the media. The lack of awareness of any anti-drug ads in Birmingham was in stark contrast to the high awareness of ads in Washington, D.C., where some key informants and nearly all focus group participants recalled numerous ads and made specific recommendations on what they liked and how to improve the Media Campaign.

Exhibit 4-1

Baseline In-School Survey Results

Target/ Comparison Sites	Percentage of 4th–6th grade students who:		Percentage of 7th–12th grade students who:		
	have heard of cocaine	believe marijuana is very dangerous	believe marijuana carries a moderate-to- great risk of messing up their lives	have tried marijuana one or more times in the past 12 months	claim to have learned at least a little about drugs from TV ads
Atlanta	90.8	86.6	71.3	32.6	75.3
<i>Memphis</i>	85.0	78.3	71.3	35.1	84.7
Baltimore	91.9	87.4	70.3	44.3	70.5
<i>Richmond</i>	94.4	84.0	72.9	31.9	77.9
Boise	94.1	87.9	84.4	27.1	81.1
<i>Eugene</i>	86.8	78.2	73.8	36.3	70.8
Denver	88.1	83.8	78.6	35.4	77.2
Hartford	89.9	87.0	77.4	36.4	68.9
Houston	86.6	87.9	76.4	31.1	86.3
<i>Dallas</i>	94.5	85.3	80.5	33.2	84.7
Milwaukee	88.5	86.0	79.1	28.6	84.7
<i>Nashville</i>	95.4	82.9	78.4	31.1	75.2
Portland, OR	92.6	77.5	77.6	31.1	71.6
San Diego	72.8	75.0	75.5	34.6	78.4
<i>Phoenix</i>	92.2	86.0	75.3	37.1	78.5
Sioux City	87.2	82.5	83.4	29.2	82.2
<i>Duluth</i>	83.4	85.8	82.6	28.9	73.6
Tucson	92.6	80.6	75.7	37.4	76.2
<i>Austin</i>	90.7	82.8	76.3	37.1	77.5
Washington, DC	86.6	78.6	75.7	31.9	74.2
<i>Birmingham</i>	88.2	85.7	77.2	29.6	82.8

Notes: In-school surveys were conducted in all 12 target sites and in 9 comparison sites (school districts in three comparison sites did not wish to participate). The final report for Phase I will present the pretest and posttest findings and will fully document the data collection instruments and procedures used.

These numbers are weighted to population totals using design and balancing elements. The design element of the sample weight accounts for the fact that schools were selected with probability proportional to enrollment (i.e., variation in the actual number of interviews obtained in each school). The data were further weighted within two areas (i.e., city and noncity) for each of the 21 markets for which the data were gathered. For each of the 42 segments, the estimate of 4th–6th or 7th–12th grade enrollments are equal to the proportion of grades in the school that those grades represent times the total enrollment in the school. The total of these estimates for all schools in the segment will be the estimated universe size. The universe estimate for each grade will be calculated by using the ratio of U.S. enrollment in grades 4, 5, and 6, and grades 7, 8, 9, 10, 11, and 12 from the latest U.S. Census School Enrollment data.

Exhibit 4-2

Summary of Findings for Atlanta - Memphis

Atlanta - Target Site	Memphis - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban youth use drugs at unsupervised parties because of peer pressure because they think it is "cool" Urban elementary school students talk about drugs with friends Nonurban high school students do not perceive drug use as an integral part of their lives or the lives of those with whom they associate 	<ul style="list-style-type: none"> Urban and nonurban youth use drugs after school at parties in their neighborhood with their friends because of peer pressure for the "high" as a status symbol Middle school students think that youth would use drugs despite prevention efforts of parents and teachers Elementary school students are against food stores selling tobacco products and parents smoking in the presence of children; they are in favor of more smoke-free zones and are concerned about teenagers being allowed in bars
Media Influences on Youth	
Urban and nonurban youth mentioned <ul style="list-style-type: none"> TV programs such as <i>The Fresh Prince of Bel-Air</i>, <i>The Simpsons</i>, and various cartoon programs Rap music Magazines <i>Just Say No</i> ads are not effective in deterring use behavior 	Urban and nonurban youth mentioned <ul style="list-style-type: none"> TV commercials for beer Radio announcements about people going to jail for using drugs The need for more child celebrities as positive role models
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents think celebrity spokespersons will influence youth Parents would like to see ads on the Internet, at the movies, and in fashion magazines 	<ul style="list-style-type: none"> Parents think ads are useful for instilling subliminal messages against drugs Parents think ads should feature more athletes and black professionals Parents think localized ads are more effective Parents think child celebrities should appear in ads
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents do not feel they have enough knowledge about drugs to talk to their children regarding drug use Parents rely on schools to educate their children 	<ul style="list-style-type: none"> Parents talk to their children constantly and keep them highly involved in learning about drugs Parents in suburbs are most likely to be in denial Parents who have never used drugs do not recognize symptoms of drug use Parents feel powerless, so they do not acknowledge the seriousness of the problem

Atlanta - Target Site	Memphis - Comparison Site
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> • Alcohol • Cocaine • Marijuana 	<ul style="list-style-type: none"> • Crack • Marijuana • Alcohol • Tobacco • Heroin • Designer drugs • Cocaine • Inhalants
Recent Key Community Events	
<ul style="list-style-type: none"> • Recent deaths of local youth in alcohol-related accidents • Drug-related deaths • Frequent heroin overdoses • Attempt to solve drug problem by tearing down public housing where drug dealers congregate 	<ul style="list-style-type: none"> • Governor's office formed a task force on marijuana eradication
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> • Metropolitan Atlanta Council on Alcohol and Drugs Campaign • Mission New Hope, Partnership for a Drug-Free America, and United Way of Metropolitan Atlanta teamed up for local TV anti-drug campaign 	<ul style="list-style-type: none"> • Local TV commercials sponsored by county sheriffs • Channel 5 holiday season anti-drug campaign • Media activities through Boys and Girls' Club, community health resources, local churches, and hospitals
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • Nonurban elementary students recalled 5 TV ads and 2 radio ads. Urban elementary students recalled 2 TV ads but were unable to focus on the message • Nonurban elementary students saw 4–5 ads per day on cable and regular network TV • Nonurban middle school students recalled 5 TV ads and 1 radio ad • All high school students said they had seen ads more frequently, understood messages, and viewed ads during prime time; they recalled 8 TV ads. Nonurban high school students recalled 2 radio ads. • Only 1 billboard ad was recalled (by a nonurban elementary school student) 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> • Elementary school students said that after seeing the ads, they would not use drugs • Middle school students said that the problem is with youth selling drugs, not using them • Urban high school students said the ads did not affect their thinking • Nonurban high school students thought some ads were effective 	Not applicable
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> • Youth suggested showing Beavis and Butthead "getting high" and then passing out and dying, 	Not applicable

Atlanta - Target Site	Memphis - Comparison Site
and using messages from famous athletes and actors	
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Parents are aware of ads Some parents see ads regularly One parent noted "seeing more ads in the past 3 months than in past 2 years" 	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Parents feel that the ads are not going to change anyone's mind Parents are in such deep denial that they do not pay any attention to the ads Parents do not feel it is the role of government to inspire them to talk to their children about drug use 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Show how family and friends react to someone on drugs Use real-life examples Demonstrate what it is like to "have a bad trip" [have a bad drug experience] or go to jail Have children deliver the message regarding drug use 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> Large scale arrest of cocaine dealers in March Death of 11-year-old boy possibly related to his father's drug trafficking Popular radio campaign entitled "Stop The Violence" has an anti-drug component CDC published study on injuries connected with drug use A 19-year-old murdered his mother because she demanded that he get better grades and stop selling marijuana Metro Atlanta Youth Service Summit held More than one brutal murder occurred in the suburbs because of drug trafficking An 11-year-old boy allegedly killed his father in revenge and in connection with drug trafficking 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
No rollout activities reported	Not applicable
Community's Response to ONDCP Media Campaign	
<ul style="list-style-type: none"> School administrator thought the violence in the <i>Frying Pan</i> ad captured students' attention An African American service provider said that the <i>Deal</i> ad prompted him to talk to his son A service provider witnessed youth discussing the <i>Deal</i> ad Law enforcement official felt that drug-dealing youth would not be affected by ads 	Not applicable

Atlanta - Target Site	Memphis - Comparison Site
<ul style="list-style-type: none"> • A number of TV and radio ads were mentioned and a smaller number of print ads were mentioned • One informant was aware of sponsorship • The majority of informants felt they did not watch TV enough to comment on the ads • One informant stated that ads were being shown more frequently • A service provider felt that the ad described as "another missed opportunity to talk to a child about drugs" encouraged him to speak to his sons • The <i>Burbs</i> ad was praised because it publicizes statistics the public needs to know • Most respondents felt ads could be effective in increasing awareness and changing attitudes • Do not tell youth to "just say no" • Informants were not aware of community response; community focused on teenage sex and pregnancy 	
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> • Network affiliate reported they now air <i>Teeth</i> in overnight slot because of complaints from parents who were watching during prime-time hours • Informants from TV stations reported liking the "emotional" ads like <i>Frying Pan</i> and <i>Girl Interview</i>; they also said the ads are hard-hitting and they often run the ad in which a boy realizes it is OK to say 'no thanks' to drugs and <i>Free Ride</i> • General response to PSAs is positive, and comes mostly from local advertisers, not from the public • At one TV station, ONDCP ads are not affecting available air time for other PSAs • At another TV station, other PSAs are supplementing ONDCP ads for a stronger effect • TV stations report no call-in responses to ads • Print media received approximately 10 calls in response to their first ad, all positive 	Not applicable
MEDIA MONITORING FINDINGS	
Baseline Data: Newspaper	
<ul style="list-style-type: none"> • 80 articles (26 features, 9 editorials, 39 news briefs, 6 announcements) 	<ul style="list-style-type: none"> • 12 articles (7 features, 2 editorials, 2 news briefs, 1 announcement)
Pre-Campaign Data: Television	
<ul style="list-style-type: none"> • 1,046 PDFA ads • 13 non-PDFA ads • 98.8% of all anti-drug ads are PDFA • 1.2% of all anti-drug ads are non-PDFA • 1,672.0 total GRPs for PDFA ads • 20.8 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 618 PDFA ads • 108 non-PDFA ads • 85.1% of all anti-drug ads are PDFA • 14.9% of all anti-drug ads are non-PDFA • 865.2 total GRPs for PDFA ads • 151.2 total GRPs for non-PDFA ads

Atlanta - Target Site	Memphis - Comparison Site
Intermediate Data: Television	
<ul style="list-style-type: none"> • 1,645 PDFA ads • 52 non-PDFA ads • 96.9% of all anti-drug ads are PDFA • 3.1% of all anti-drug ads are non-PDFA • 2,961.0 total GRPs for PDFA ads • 93.6 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 614 PDFA ads • 256 non-PDFA ads • 70.6% of all anti-drug ads are PDFA • 29.4% of all anti-drug ads are non-PDFA • 1,596.4 total GRPs for PDFA ads • 665.6 total GRPs for non-PDFA ads
Changes: Television	
<ul style="list-style-type: none"> • 57.3% increase in PDFA ads from baseline to intermediate period • 300.0% increase in non-PDFA ads from baseline to intermediate period • 1.6 rate of increase for PDFA ads • 4.0 rate of increase for non-PDFA ads • 77.1% increase in PDFA GRPs from baseline to intermediate period • 350.0% increase in non-PDFA GRPs from baseline to intermediate period • 1.8 rate of increase in GRPs for PDFA ads • 4.5 rate of increase in GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 0.6% decrease in PDFA ads from baseline to intermediate period • 137.0% increase in non-PDFA ads from baseline to intermediate period • 1.0 rate of decrease for PDFA ads • 2.4 rate of increase for non-PDFA ads • 84.5% increase in PDFA GRPs from baseline to intermediate period • 340.2% increase in non-PDFA GRPs from baseline to intermediate period • 1.8 rate of increase in GRPs for PDFA ads • 4.4 rate of increase in GRPs for non-PDFA ads

Exhibit 4-3

Summary of Findings for Baltimore - Richmond

Baltimore - Target Site	Richmond - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban middle school students use drugs because of boredom rebelliousness a desire to be "cool" Urban and nonurban youth use drugs at parties after school because of boredom when hanging out because of stress Nonurban middle school students consider the team parties held after the games to be a major source of peer pressure for using drugs 	<ul style="list-style-type: none"> Urban and nonurban middle and high school students use drugs because of peer pressure family, school, and neighborhood influences stress Urban and nonurban youth use drugs in their neighborhoods in school at parties Urban high school students use drugs because of stress due to environmental factors and deal drugs because of economic incentive
Media Influences on Youth	
<p>Urban youth</p> <ul style="list-style-type: none"> TV shows such as cartoons, <i>King of the Hill</i>, <i>The Simpsons</i>, <i>Nickelodeon</i>, <i>Martin</i>, <i>Family Matters</i>, <i>Living Single</i>, <i>Moesha</i>, <i>Mad About You</i>, <i>Malcolm and Eddie</i>, <i>New York Undercover</i>, and <i>Jerry Springer</i> Musicians such as Dru Hill, Puff Daddy, Busta Rymes, Whitney Houston, Salt 'n Pepa, Da Brat, Lil Kim, Foxy Brown, and Brandy <p>Nonurban youth</p> <ul style="list-style-type: none"> A few mentioned that they had never seen ads discussing the dangers of illegal drugs TV, CDs, and the Internet are primary sources Musical taste was described as ska, rap, and alternative 	<p>Urban youth</p> <ul style="list-style-type: none"> One urban youth said he wanted to be like "Smokey," (a character in the movie <i>Friday</i> who always smoked marijuana) Many negative messages relating to violence in popular music and TV <p>Urban and nonurban youth</p> <ul style="list-style-type: none"> Mentioned watching TV shows such as <i>Jerry Springer</i> and <i>Ricki Lake</i>, and programs on BET and the Cartoon Network Browse the Internet
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents question the impact of drug ads Parents think the drunk driving campaign has been effective Parents think ads should be aired to reach children who are home alone after school and are therefore at higher risk 	<ul style="list-style-type: none"> Urban parents emphasize that the most important thing is to be a role model for their children
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents are actively involved in talking with their children about drugs Parents keep their children highly involved in learning about drugs as a prevention method Parents remain in denial and avoid talking to their children about drug use Parents avoid the subject because they themselves use drugs, or they are dependent on the money their children provide by selling 	<ul style="list-style-type: none"> Parents are actively involved in talking to their children Parents rely on schools to reinforce their messages Urban parents discuss drugs with children when encountering drugs in everyday situations Parents feel helpless in dealing with the problem

Baltimore - Target Site	Richmond - Comparison Site
drugs	<ul style="list-style-type: none"> Nonurban parents are more passive regarding informing their children about drugs
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> Crack-cocaine Powder cocaine Marijuana Heroin 	<ul style="list-style-type: none"> Marijuana Opium Cocaine Synthetic drugs Crack-cocaine
Recent Key Community Events	
<ul style="list-style-type: none"> Greatest number of juvenile narcotics arrests in the past year A 7-year-old arrested for possession of cocaine 10- and 11-year-olds arrested for distribution of cocaine 	<ul style="list-style-type: none"> A youth under the influence of drugs shot and killed another youth attending a party Drug arrests involving a family drug network
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> Multimedia advertisements for Drug-Free Maryland Baltimore's Fox TV channel airs anti-drug-related shows 	Drug prevention activities sponsored by <ul style="list-style-type: none"> Pride/D.A.R.E. Parent-to-Parent Grip YMCA/YWCA Cool Club Teen centers YMCA Black Achievers CADREs Young Life Community service boards
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Youth in all age groups recalled 20 TV ads, 3 radio ads, and 2 billboards, but no Internet or newspaper ads Nonurban youth in all age groups are more aware of Media Campaign than are urban youth Nonurban elementary school students remembered messages but were confused about which drugs the ads referred to 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Urban and nonurban 7th–9th graders said that some people do not pay attention to ads because TV “lies a lot” Urban 10th–12th graders said the ads would not be effective because drugs “make you feel good” Nonurban 10th–12th graders said the ads would influence younger children who do not know about drugs 	Not applicable
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Youth suggested giving the ads sex appeal, making them funny, using more kinds of media (such as video games, radio, or anti-drug rap 	Not applicable

Testing the Anti-Drug Message (Report No. 1)

Baltimore - Target Site	Richmond - Comparison Site
music tapes), showing youth deciding to stop using drugs after seeing the consequences of use on peers, using teenagers and local children in the ads, and showing graphic details of the physiological effects of use	
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Urban parents were not aware of the Media Campaign or any sponsors but could recall a few ads Nonurban parents noticed the Media Campaign and described numerous ads, the messages, and the sponsors Parents noticed ads running in better time slots Parents noticed billboards 	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Parents feel that the ads help them and their children understand the severity of the drug problem Parents feel that the ads provide a reality check Parents feel that the ads are not as effective for children because children make fun of them 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Use positive role models Show unglamorous side of drug use Illustrate what it feels like to use drugs Demonstrate consequences of drug use Update the ad that shows all the entertainers that have died as a result of drug abuse 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> Heroin problem spreading to the suburbs Heroin overdoses in nonurban and rural areas, including an elementary school teacher who overdosed Increased use of methamphetamine and heroin by youth targeted by State's new 19-point strategy Funding is being rededicated with the goal of providing "treatment on demand" Since fall of 1997, the Governor's office has been conducting an anti-drug campaign via donated air time and resources, including PSAs and meetings among local officials 	Not applicable
Community Rollout or Other Activities To Support the ONDCP Media Campaign	
<ul style="list-style-type: none"> East Baltimore Youth Services and Mental Health Partnership is involved in an activity related to the Media Campaign 	Not applicable
Community Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> A youth influencer felt that featuring local people in ads provided an important "one-to-one" angle 	Not applicable

Baltimore - Target Site	Richmond - Comparison Site
<ul style="list-style-type: none"> • Informants reported seeing a wide array of TV, radio, and billboard ads • Most informants felt the TV ads were shown frequently and at appropriate times • One informant felt the billboards were well placed • Informants referred to a variety of ads as effective, informative, entertaining, and hard-hitting • Some informants could not recall drugs referenced in ads • Most key informants felt cultural relevance of minority ads was more important than having ads aired by a minority-owned station • Ads would be effective way of bringing drug issue to public's attention • Need more than soundbites; need testimonials • Need more ads targeted to nonurban neighborhoods because there is more denial there • Ads encouraging communication are needed in urban and nonurban areas • Ads should feature local people 	
Media Informants' Responses to Media Campaign	
<ul style="list-style-type: none"> • TV station produces "Straight Talk," a bimonthly call-in show about substance abuse • Two outlets reported no response to ads, but they reported that local health official feels money would be better spent elsewhere • TV station informant stated that ads are great quality, that they effectively portray the problem of drug use and are localized • Newspaper informant felt ads would be more effective if parents used them as a tool for talking to their children • Newspaper informant felt that anti-drug efforts should be grass-roots rather than national 	Not applicable
MEDIA MONITORING FINDINGS	
Pre-Campaign Data: Newspaper	
<ul style="list-style-type: none"> • 68 articles (45 features, 6 editorials, 16 news briefs, 1 announcement) 	<ul style="list-style-type: none"> • 56 articles (24 features, 7 editorials, 23 news briefs, 2 announcements)
Pre-Campaign Data: Television	
<ul style="list-style-type: none"> • 561 PDFA ads • 21 non-PDFA ads • 96.4% of all anti-drug ads are PDFA • 3.6% of all anti-drug ads are non-PDFA • 1,065.9 total GRPs for PDFA ads • 39.9 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 315 PDFA ads • 34 non-PDFA ads • 90.3% of all anti-drug ads are PDFA • 9.7% of all anti-drug ads are non-PDFA • 724.5 total GRPs for PDFA ads • 78.2 total GRPs for non-PDFA ads
Intermediate Data: Television	
<ul style="list-style-type: none"> • 1,311 PDFA ads • 58 non-PDFA ads • 95.8% of all anti-drug ads are PDFA • 4.2% of all anti-drug ads are non-PDFA 	<ul style="list-style-type: none"> • 426 PDFA ads • 153 non-PDFA ads • 73.6% of all anti-drug ads are PDFA • 26.4% of all anti-drug ads are non-PDFA

Baltimore - Target Site	Richmond - Comparison Site
<ul style="list-style-type: none"> • 4,195.2 total GRPs for PDFA ads • 185.6 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 1,661.4 total GRPs for PDFA ads • 596.7 total GRPs for non-PDFA ads
Changes: Television	
<ul style="list-style-type: none"> • 133.7% increase in PDFA ads from the pre-Campaign period to the intermediate period • 176.2% increase in non-PDFA ads from the pre-Campaign period to the intermediate period • 2.3 rate of increase for PDFA ads • 2.8 rate of increase for non-PDFA ads • 293.6% increase in PDFA GRPs from the pre-Campaign period to the intermediate period • 365.2% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period • 3.9 rate of increase in GRPs for PDFA ads • 4.7 rate of increase in GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 35.2% increase in PDFA ads from the pre-Campaign period to the intermediate period • 350.0% increase in non-PDFA ads from the pre-Campaign period to the intermediate period • 1.4 rate of increase for PDFA ads • 4.5 rate of increase for non-PDFA ads • 129.3% increase in PDFA GRPs from the pre-Campaign period to the intermediate period • 663.0% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period • 2.3 rate of increase in GRPs for PDFA ads • 7.6 rate of increase in GRPs for non-PDFA ads

Exhibit 4-4

Summary of Findings for Boise - Eugene

Boise - Target Site	Eugene - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban youth use drugs in their free time which consists of spending nights at friends' homes and partying Urban middle school students talk about drugs among themselves and drugs often are the main topic of conversation 	<ul style="list-style-type: none"> Urban and nonurban youth use drugs at parties because of stress out of curiosity because of peer pressure Some middle school and high school students use drugs before they come to school Elementary school students believe that drugs are dangerous
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> TV, especially <i>The Simpsons</i>, <i>Beavis and Butthead</i>, and MTV, as well as movies and radio Rap, country, alternative, oldies, Christian music 	Urban and nonurban youth <ul style="list-style-type: none"> Movies often portray cigarette, drug, and alcohol use Drugs were portrayed in a negative light in movies such as <i>The Class of 1999</i> and <i>The Goat</i> Watch TV often "Wiley Coyote" cartoons warn children about using drugs
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents have not noticed anti-drug ads Parents suggest using anti-alcohol and anti-drug ads as opportunities to speak with their children 	<ul style="list-style-type: none"> PSAs have potential for impact because youth pay such close attention to commercials Images or pictures make more of an impression on youth Examples of discussions help parents recognize their responsibility to talk with their children
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents do not talk to youth as much as they feel they should Parents tend to threaten rather than discuss Parents are in denial so they avoid conversation 	<ul style="list-style-type: none"> Parents feel that children already are knowledgeable about drugs Parents see drug use as a rite of passage Some parents noted increased parental involvement in prevention efforts Many parents are lenient because they themselves are drug users
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> Marijuana Methamphetamine Hallucinogen 	<ul style="list-style-type: none"> Methamphetamine Marijuana Heroin Cocaine
Recent Key Community Events	
<ul style="list-style-type: none"> Youth-related shootings Murder of police officer Seven other police-related shootings 	<ul style="list-style-type: none"> Drug use was reported to be promoted and encouraged at a local country fair

Testing the Anti-Drug Message (Report No. 1)

Boise - Target Site	Eugene - Comparison Site
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> • "Enough is Enough" campaign • "Community in Action" and "Enough Is Enough" billboards sponsored by Idaho Outdoor Advertisement 	<ul style="list-style-type: none"> • Red Ribbon Week and alcohol-free New Year's Eve celebration coordinated by the Lane County Prevention Coalition • Local anti-drug ads featuring local treatment facility with recovering individuals
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • All elementary school students noticed an increase in TV ads and understood messages • All middle school students noticed an increase in TV and billboard ads, could list them, and understood messages • All high school students reported an increase in TV, radio, and billboard ads and understood messages • Urban high school and middle school students said TV ads are shown more often late at night and are shown only two to three times during early evening, but they are aired every few minutes on the radio 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> • Urban and nonurban 4th–6th graders said the ads assumed that youth their age used drugs and they felt wrongly judged. They also worried that the ads introduced drugs to youth who didn't know about them. • Urban 7th–9th graders said that the ads were stupid • Nonurban 7th–9th graders said that the ads would make drugs seem dangerous only to those who had never tried them • Urban and nonurban 10th–12th graders said that ads reinforce the anti-drug message but do not teach anything new because it is too late for high school students to learn about drugs 	Not applicable
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> • Youth suggested airing new ads continuously, using a greater variety of ads, making the youth in ads look less "dorky" and more realistic, and airing more real-life stories 	Not applicable
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • Noticed ads two to three times a day 	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> • Parents perceived themselves to be the target audience • Parents felt the ads were effective at reinforcing the messages about drugs they were giving their children 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> • Run in conjunction with mentoring programs 	Not applicable

Boise - Target Site	Eugene - Comparison Site
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> • More money earmarked for public schools; teachers being trained to recognize drug use • Cigarette tax raised by 10 cents • City mayor unusually vocal about drug issues and supporting Creagh campaign • Increasing number of drug arrests involving teenagers • Creagh negotiated advertising his campaign on "most prominent" billboards • Department of Corrections has initiated a drug treatment program • Concern about the "rave" phenomenon as well as an increase in gang activity • Six teenagers died in 1 week as result of Hispanic teenage gang killings 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> • PAYADA has sent representatives to schools to prepare counselors and distribute information • Local RADAR center posted toll-free number on ads 	Not applicable
Community's Response to ONDCP Media Campaign	
<ul style="list-style-type: none"> • Majority of informants could not recall sponsors because "they all meld together" • Informants felt ads were being shown with greater frequency and at prime time • Informants feel ads themselves cannot change behavior but can raise awareness and reinforce ongoing, positive behaviors • Informants felt ads should be hard-hitting, informative, and continuously shown 	Not applicable
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> • PSAs are normally unsolicited by media, so ads to be aired are chosen from the ads the station receives from sponsors • TV station noted all PSAs are given equal time; the station has no special emphasis or priorities; alcohol, tobacco, and other drug issues are covered only if community interest is high • Media Campaign has not impeded other public health education efforts • Media informants felt ads needed to be localized, reflecting demography, culture, and specific drug problems 	Not applicable

Exhibit 4-5

Summary of Findings for Denver - Albuquerque

Denver - Target Site	Albuquerque - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban youth use drugs in their free time at parties at night clubs Urban and nonurban high school students use drugs because of boredom peer pressure rebelliousness the desire for fun Elementary school students think drugs are bad 	<ul style="list-style-type: none"> Urban and nonurban youth use drugs at school at parties on the bus in the school bathrooms Urban high school students use drugs to cope with stress Urban high school students think that peer pressure is not a large factor determining drug use Nonurban middle school students consider alcohol use more serious than drugs Nonurban high school students would tell younger children not to use drugs
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> Television and radio broadcasting Ads that mentioned beer and cigarettes Rap, hip-hop, jazz, and alternative music "The Hawk," a disc jockey who plays old rock and roll music 	Nonurban youth <ul style="list-style-type: none"> TV programs such as <i>Beavis and Butthead</i>, and MTV Musicians such as Tupac Shakur, Usher, Julio, Boyz II Men, Mariah Carey, and rap music Urban youth <ul style="list-style-type: none"> Most youth say they do not watch TV Anti-smoking ads appeal to some people Heavy metal, rhythm and blues, Puff Daddy, and other rap music
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents have noticed ads Parents doubt effectiveness of ads Parents change the channel when commercials are on 	<ul style="list-style-type: none"> Parents doubt that ads can overcome negative messages of violent movies and TV Parents think that anti-drinking ads are sometimes effective
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents find it hard to talk to their children about drug use Parents rely on schools and role models to influence their children away from drug use Parents feel that in some cultures talking about drugs is taboo 	<ul style="list-style-type: none"> Parents are concerned and want more cooperation and communication with the schools Parents feel they have little credibility when talking to their children about drugs Parents feel they lack control over information their children get about drugs
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> Methamphetamine Cocaine Marijuana "Mexican Black Tar heroin" LSD 	<ul style="list-style-type: none"> Alcohol Tobacco Marijuana LSD

Denver - Target Site	Albuquerque - Comparison Site
<ul style="list-style-type: none">• Psilocybin/mushrooms• PCP	
Recent Key Community Events	
<ul style="list-style-type: none">• Safe City Office administers \$1 million in grants to other prevention programs in the city	<ul style="list-style-type: none">• Curfew program for youth was implemented
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none">• Carried anti-smoking campaigns and participated in the Great American Smokeout• PSAs that targeted tobacco, alcohol, and drug use by youth were created by local cable channels	<ul style="list-style-type: none">• Channel 1 had anti-drug programming• Channel 7 aired "If drinking and driving, stay home" message• Channel 13 produced "Safe Streets"• Local TV station aired weekly news reports about needle exchange program
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none">• Nonurban middle school students recalled 12 TV ads and urban middle school students recalled 8 TV ads• Urban high school students recalled 5 TV ads• Youth of all ages said ads were run more frequently than before• Youth of all ages saw ads after school and during prime time• Youth of all ages saw ads on major channels and cable	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none">• Many urban and nonurban middle school students felt some of the ads were "dorky" and would not change anyone's mind about using drugs, but others said the ads might have some effect• Urban and nonurban high school students said the ads were funny and did not think youth would take them seriously	Not applicable
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none">• Youth suggested showing graphic the effects of drug use on real people and families, airing a greater variety of ads, explaining specifically why drugs are negative, using role models (including rap singers who use drugs) and real people that youth could relate to	Not applicable
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none">• Parent see ads more frequently• Parents notice ads during prime time• Parents described a variety of different ads	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none">• Parents state they did not change their ideas about youth using drugs because of the ads• Parents said the ads stimulated conversation with their children about drug use	Not applicable

Denver - Target Site	Albuquerque - Comparison Site
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> • Create more variety in ads • Portray the graphic impact of drug use on actual people and families • Use role models and real people explaining exactly why drug use is dangerous • Feature peers in ads • Use cartoons such as <i>The Simpsons</i> • Air ads for a long period of time for greater effect • List a local place to go for help • Employ more basic approach; <i>Frying Pan</i> ad concept was too abstract for young children 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> • Catholic Charities Mulroy Neighborhood Center starting community resource centers in local middle schools • New debate on off-campus smoking areas in schools is controversial because students must cross busy [dangerous] streets as they leave campus to smoke • Students from West High School testified before the House of Representatives about banning tobacco ads near schools • Recent incident where teacher and teacher's assistant possessed and distributed drug paraphernalia to students • Proposed new legislative measure on needle exchange program to reduce HIV and AIDS 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> • CCPC and CPRC served as sponsors to the Media Campaign; CCPC's toll-free number appeared on print ads 	Not applicable
Community's Response to ONDCP Media Campaign	
<ul style="list-style-type: none"> • TV, radio, and print ads seen by majority of informants; one mention of billboards • Two local co-sponsors receive calls in response to the ads • Majority of key informants agree that ads could increase awareness but changing attitudes is doubtful; ads need to be improved and aired more frequently 	Not applicable
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> • Local Hispanic station has anti-drug media campaign, produces drug-related news specials, sponsors school-based anti-drug efforts, and provides classroom presentations • Local TV station places priority on local organizations • Spanish-language radio devotes almost all PSAs to local organizations 	Not applicable

Denver - Target Site	Albuquerque - Comparison Site
<ul style="list-style-type: none"> Media Campaign not affecting airing of local PSAs because they use paid time, not pro bono time Hispanic radio station not aware of the Media Campaign; did not receive any ads from ONDCP 	
MEDIA MONITORING FINDINGS	
Pre-Campaign Data: Newspaper	
<ul style="list-style-type: none"> 36 articles (19 features, 6 editorials, 9 news briefs, 2 announcements) 	<ul style="list-style-type: none"> 11 articles (10 features, 0 editorials, 1 news brief, 0 announcements)
Pre-Campaign Data: Television	
<ul style="list-style-type: none"> 755 PDFA ads 39 non-PDFA ads 95.1% of all anti-drug ads are PDFA 4.9% of all anti-drug ads are non-PDFA 1,132.5 total GRPs for PDFA ads 58.5 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> 335 PDFA ads 55 non-PDFA ads 85.9% of all anti-drug ads are PDFA 14.1% of all anti-drug ads are non-PDFA 567.8 total GRPs for PDFA ads 93.5 total GRPs for non-PDFA ads
Intermediate Data: Television	
<ul style="list-style-type: none"> 1,212 PDFA ads 36 non-PDFA ads 97.1% of all anti-drug ads are PDFA 2.9% of all anti-drug ads are non-PDFA 5,582.4 total GRPs for PDFA ads 172.8 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> 472 PDFA ads 118 non-PDFA ads 80.0% of all anti-drug ads are PDFA 20.0% of all anti-drug ads are non-PDFA 1,085.6 total GRPs for PDFA ads 271.4 total GRPs for non-PDFA ads
Changes: Television	
<ul style="list-style-type: none"> 60.5% increase in PDFA ads from the pre-Campaign period to the intermediate period 7.7% decrease in non-PDFA ads from the pre-Campaign period to the intermediate period 1.6 rate of increase for PDFA ads 0.9 rate of decrease for non-PDFA ads 392.9% increase in PDFA GRPs from the pre-Campaign period to the intermediate period 195.4% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period 4.9 rate of increase in GRPs for PDFA ads 3.0 rate of increase in GRPs for non-PDFA ads 	<ul style="list-style-type: none"> 40.9% increase in PDFA ads from the pre-Campaign period to the intermediate period 114.5% increase in non-PDFA ads from the pre-Campaign period to the intermediate period 1.4 rate of increase for PDFA ads 2.1 rate of increase for non-PDFA ads 91.2% increase in PDFA GRPs from the pre-Campaign period to the intermediate period 190.3% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period 1.9 rate of increase in GRPs for PDFA ads 2.9 rate of increase in GRPs for non-PDFA ads

Exhibit 4-6

Summary of Findings for Hartford - Harrisburg

Hartford - Target Site	Harrisburg - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban youth smoke on their free time when they go to the mall Nonurban youth use drugs at school at school events at social activities 	<ul style="list-style-type: none"> Urban youth use drugs at lunchtime after school at parties at clubs in gangs Nonurban youth use drugs in gangs in the woods while camping at parties because of stress to have fun Nonurban youth that consider driving drunk is "cool," and the police are not a deterrent to their behavior Nonurban elementary youth think that cigarettes should not be sold at the front of stores
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> Music such as salsa, reggae, and rap Movies such as <i>First Strike</i>, <i>Booby Call</i>, <i>Men in Black</i>, and <i>Anaconda</i> Tupac Shakur's death (his music talked about violence, killing, and sleeping around) 	Urban youth <ul style="list-style-type: none"> Favorite programs are <i>The Simpsons</i>, <i>Family Matters</i>, and <i>Married With Children</i> Ads that show the damage that smoking can do to your health Movies about drugs (youth said this type of movie should not be shown because that is how people learn to use drugs) R-rated movies Anti-drug messages on TV A lot of negative shows on TV Nonurban youth <ul style="list-style-type: none"> Anti-drug ads Budweiser ads Celebrities (football stars) Watch a lot of TV and listen to the radio Music videos and movies served as model for how youth live
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents need information on how to handle drug use problems with their children Parents should rely more on media to deliver anti-drug messages Parents' groups should pressure cigarette sponsors and make them accountable Parents feel that media present mixed messages regarding drug use 	<ul style="list-style-type: none"> Parents cited the old <i>Fried Egg</i> ad and the ad that says "I learned it from you, Dad" as being effective Parents feel that their children's peers have more influence than do anti-drug ads Parents feel that a unified community effort is needed to deal with drug use; ads are only one part of that effort

Hartford - Target Site	Harrisburg - Comparison Site
<ul style="list-style-type: none"> Parents feel that media influence in general is important 	<ul style="list-style-type: none"> Parents feel that ads provide too much information about drug use (i.e., they pique children's curiosity about inhalants)
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents agreed that they need to work harder in educating their children about drug use Parents expressed the need for information on how to discuss drug use with children Parents stressed that parents should be held accountable for their children 	<ul style="list-style-type: none"> Parents try to talk to their kids as much as possible about drug use Parents are in denial about problems with their own children Parents need to be educated about the signs and symptoms of drug use
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> Alcohol Tobacco Marijuana Crack-cocaine Heroin 	<ul style="list-style-type: none"> Alcohol Marijuana Heroin
Recent Key Community Events	
<ul style="list-style-type: none"> Evening curfew for youth 	<ul style="list-style-type: none"> Nonurban teenager overdosed on heroin
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> South Windsor youth produced PSAs for MTV and Nickelodeon Connecticut's Governor and First Lady produced PSAs on drugs Drugs Don't Work!, a local PDFA campaign, is ongoing 	<ul style="list-style-type: none"> Locally run anti-tobacco campaign, primarily using billboard advertisements Drug-Free Pennsylvania uses PSAs
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> All youth recalled 8 TV ads Most youth understood messages of the ads Nonurban middle school students recalled 1 radio ad Middle school students from urban and suburban areas saw <i>Cannabis Stupida</i> billboards None of the youth in any age group saw newspaper ads 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Urban and nonurban youth felt that the ads had no effect on their thinking; they felt the ads would not change the attitudes of people who already use drugs 	Not applicable
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Youth suggested showing the deadly effects of drug use on real people, using teenagers and real local people in ads, and showing ads more frequently. Youth also suggested airing more ads in Spanish. 	Not applicable
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Urban parents noticed many TV ads, mostly on Hispanic stations 	Not applicable

Testing the Anti-Drug Message (Report No. 1)

Hartford - Target Site	Harrisburg - Comparison Site
<ul style="list-style-type: none"> Parents mentioned watching ads with their children and explaining the anti-drug messages to them Nonurban parents also recalled a few TV ads that they see two or three times per day 	
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Parents stated that the ads give them the opportunity to initiate conversation with their children 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Air more ads in Spanish Highlight successful youth Show more ads Provide suggestions of what parents should say to their children Illustrate real life consequences of drug use 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> Local teenage party resulted in more than \$10,000 in damage Large drug arrest of young adults in their 20's 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> The number for Drugs Don't Work! (DDW) is given as the local contact for information on ONDCP ads DDW has provided inhalant packages to schools, physicians and legislators DDW has helped the local media with their coverage of stories 	Not applicable
Community's Response to ONDCP Media Campaign	
<ul style="list-style-type: none"> Nonurban youth influencers felt that youth find ads credible; the <i>Frying Pan</i> ad captured their attention Almost half of the informants were aware of the Media Campaign and most remembered seeing the ads Informants recalled sponsors as PDFA, ONDCP, and DDW Informants felt ads should provide advice about how to talk to children about drugs Informants report that ads need to be credible and on children's level 	Not applicable
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> Station reported that the "one-for-one paid ads are not necessarily airing at prime time" Two TV stations concentrated public service efforts on health-related issues One TV station reports that paid ads have displaced other PSAs 	Not applicable
MEDIA MONITORING FINDINGS	
Pre-Campaign Data: Newspaper	
<ul style="list-style-type: none"> 127 articles (42 features, 10 editorials, 67 news 	<ul style="list-style-type: none"> 103 articles (50 features, 8 editorials, 45 news

Hartford - Target Site	Harrisburg - Comparison Site
briefs, 8 announcements)	briefs, 0 announcements)
Pre-Campaign Data: Television	
<ul style="list-style-type: none"> • 736 PDFA ads • 41 non-PDFA ads • 94.7% of all anti-drug ads are PDFA • 5.3% of all anti-drug ads are non-PDFA • 809.6 total GRPs for PDFA ads • 45.1 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 637 PDFA ads • 11 non-PDFA ads • 98.3% of all anti-drug ads are PDFA • 1.7% of all anti-drug ads are non-PDFA • 637.0 total GRPs for PDFA ads • 11.0 total GRPs for non-PDFA ads
Intermediate Data: Television	
<ul style="list-style-type: none"> • 1,473 PDFA ads • 82 non-PDFA ads • 94.7% of all anti-drug ads are PDFA • 5.3% of all anti-drug ads are non-PDFA • 3,682.5 total GRPs for PDFA ads • 205.0 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 716 PDFA ads • 45 non-PDFA ads • 94.1% of all anti-drug ads are PDFA • 5.9% of all anti-drug ads are non-PDFA • 716.0 total GRPs for PDFA ads • 45.0 total GRPs for non-PDFA ads
Changes: Television	
<ul style="list-style-type: none"> • 100.1% increase in PDFA ads from the pre-Campaign period to the intermediate period • 100.0% increase in non-PDFA ads from the pre-Campaign period to the intermediate period • 2.0 rate of increase for PDFA ads • 2.0 rate of increase for non-PDFA ads • 354.9% increase in PDFA GRPs from the pre-Campaign period to the intermediate period • 354.5% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period • 4.5 rate of increase in GRPs for PDFA ads • 4.5 rate of increase in GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 12.4% increase in PDFA ads from the pre-Campaign period to the intermediate period • 309.1% increase in non-PDFA ads from the pre-Campaign period to the intermediate period • 1.1 rate of increase for PDFA ads • 4.1 rate of increase for non-PDFA ads • 12.4% increase in PDFA GRPs from the pre-Campaign period to the intermediate period • 309.1% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period • 1.1 rate of increase in GRPs for PDFA ads • 4.1 rate of increase in GRPs for non-PDFA ads

Exhibit 4-7

Summary of Findings for Houston - Dallas

Houston - Target Site	Dallas - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban youth use drugs at parties when hanging out with friends when going to the mall at friends' parties because of stress because of problems at home Urban elementary school students talk about drugs and are aware of marijuana use by their friends Urban elementary school students use drugs because they want to mimic the behavior of older youth Urban and nonurban high school students do not talk about the dangers of drugs but do talk about using drugs 	<ul style="list-style-type: none"> Urban youth use drugs at parties when traveling out of town at clubs when bored Nonurban youth use drugs at friends' houses at clubs because of boredom after school Urban and nonurban youth consider marijuana to be harmful Many high school students smoke marijuana and drive
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> TV shows such as <i>Martin</i>, <i>The Simpsons</i>, <i>Clueless</i>, and <i>Jerry Springer</i> Rap, country, and rhythm and blues music Magazines such as <i>Ebony</i>, <i>Vibe</i>, and <i>Sports Illustrated</i> 	Urban and nonurban youth <ul style="list-style-type: none"> <i>Jerry Springer</i>, <i>The Simpsons</i>, <i>Martin</i>, <i>Jamie Fox</i>, <i>Beavis and Butthead</i>, <i>Steve Harvey</i>, the Disney channel, and all talk shows Movies (<i>Men in Black</i>, <i>Soul Food</i>, <i>Scream</i>, and <i>Ace Ventura</i>) Radio stations (K104.5-FM, Heaven 97-FM, and B100-FM) Books and magazines (<i>Vibe</i>, <i>Source</i>, and <i>Jet</i>)
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Urban parents felt that ads need to be simpler in order to influence children Parents stated that recent ads have increased awareness for them and for other adults and parents regarding drug use by children Parents feel there are not enough anti-drug ads on TV 	<ul style="list-style-type: none"> Urban parents feel powerless in controlling the negative influence of the media Nonurban parents strongly limit their children's media intake because of the negative messages Parents feel there are not enough anti-drug ads
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents do not feel they have enough information, so they rely on the schools to educate their children Many parents and adults are apathetic Parents are in denial regarding youth drug use Alcohol and marijuana use are seen as rites of passage Parents who used drugs in the past are more lenient regarding their children's drug use 	<ul style="list-style-type: none"> Parents should let their children know that drug use is not sanctioned Parents should try to be role models by not using drugs themselves Parents lack information on drugs

Houston - Target Site	Dallas - Comparison Site
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> • Alcohol • Tobacco • Marijuana • Inhalants • LSD 	<ul style="list-style-type: none"> • Heroin • Alcohol • Marijuana • Ketamine • "Ecstasy" • Inhalants • Cocaine • "Mini-thins" • Epinephrine • LSD • GHB • Psilocybin/mushrooms • Methamphetamine
Recent Key Community Events	
<ul style="list-style-type: none"> • A young woman overdosed on GHB that was slipped in her drink at a party 	<ul style="list-style-type: none"> • Numerous arrests in one of the largest metamphetamine investigations in the Nation
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> • Drug Kills Campaign sponsored by the Drug Enforcement Agency (DEA) • Channel 13 TV sponsored an anti-drug billboard contest • National Inhalant Awareness Week 	<ul style="list-style-type: none"> • <i>Dallas Morning News</i> has covered the heroin epidemic widely • WFAA News ran a series on substance abuse
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • Urban elementary school students recalled 5 TV ads, 1 billboard, and few radio ads • Nonurban middle school students reported seeing more TV ads than before, and urban middle school students recalled 5 TV ads, 1 radio ad, and no billboards • Urban high school students recalled 7 TV ads, no radio ads, 2 billboards, and no magazine or newspaper ads. Nonurban high school students recalled 6 TV ads, 2 radio ads, 1 billboard, and no ads in magazines or newspapers 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> • Elementary school students understood that the ad messages were meant to deter them from taking drugs • Urban 7th–9th graders said older youth do not pay attention to anti-drug ads • Urban 10th–12th graders felt that the ads do not influence youth their age • Nonurban 10th–12th graders were quite critical of some ads 	Not applicable
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> • Youth suggested showing the effects of drug use on real people and families and using messages from specific celebrities 	Not applicable

Houston - Target Site	Dallas - Comparison Site
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Parents noticed many ads on TV Parents are seeing ads during prime time Parents are aware that their children are noticing ads 	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Parents found the ads educational 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Incorporate Christian messages Admit that using drugs makes one "feel good" or else lose credibility among youth 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> Bill Moyer's special was aired but did not receive enough coverage Recent election of Lee Brown as mayor (former Drug Czar) Recent conference of at-risk youth highlighting an afterschool program Texas Youth Commission reorganized to be more effective Fatal accident in nonurban Houston involving alcohol, drugs, and 11 youth 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> CARECEN for Bright Ideas, an anti-drug rally for youth, sponsored in part by a \$3,000 grant from Houston Crackdown Minority news editor has campaign to restrict tobacco billboards around schools and to rid local stores of drug paraphernalia 	Not applicable
Community's Response to ONDCP Media Campaign	
<ul style="list-style-type: none"> ONDCP Media Campaign kickoff was well received Educators "ecstatic" about ads Youth Program Coordinator applauded the ads 	Not applicable
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> TV informant feels it puts other ads on the back burner Informant speculated that the Media Campaign will start a trend of all-paid PSAs or open up PSA slots Media representative expects public response only if they finds ads "offensive"—citing, for example, the <i>Frying Pan</i> ad 	Not applicable
MEDIA MONITORING FINDINGS	
Pre-Campaign Data: Newspaper	
<ul style="list-style-type: none"> 24 articles (11 features, 0 editorials, 13 news briefs, 0 announcements) 	<ul style="list-style-type: none"> 135 articles (51 features, 18 editorials, 62 news briefs, 4 announcements)
Pre-Campaign Data: Television	
<ul style="list-style-type: none"> 336 PDFA ads 37 non-PDFA ads 	<ul style="list-style-type: none"> 615 PDFA ads 58 non-PDFA ads

Houston - Target Site	Dallas - Comparison Site
<ul style="list-style-type: none"> • 90.1% of all anti-drug ads are PDFA • 9.9% of all anti-drug ads are non-PDFA • 974.4 total GRPs for PDFA ads • 107.3 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 91.4% of all anti-drug ads are PDFA • 8.6% of all anti-drug ads are non-PDFA • 1,353.0 total GRPs for PDFA ads • 127.6 total GRPs for non-PDFA ads
Intermediate Data: Television	
<ul style="list-style-type: none"> • 1,162 PDFA ads • 149 non-PDFA ads • 88.6% of all anti-drug ads are PDFA • 11.4% of all anti-drug ads are non-PDFA • 3,486.0 total GRPs for PDFA ads • 447.0 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 1,029 PDFA ads • 87 non-PDFA ads • 92.2% of all anti-drug ads are PDFA • 7.8% of all anti-drug ads are non-PDFA • 4,013.1 total GRPs for PDFA ads • 339.3 total GRPs for non-PDFA ads
Changes: Television	
<ul style="list-style-type: none"> • 245.8% increase in PDFA ads from the pre-Campaign period to the intermediate period • 302.7% increase in non-PDFA ads from the pre-Campaign period to the intermediate period • 3.5 rate of increase for PDFA ads • 4.0 rate of increase for non-PDFA ads • 257.8% increase in PDFA GRPs from the pre-Campaign period to the intermediate period • 316.6% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period • 3.6 rate of increase in GRPs for PDFA ads • 4.2 rate of increase in GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 67.3% increase in PDFA ads from the pre-Campaign period to the intermediate period • 50.0% increase in non-PDFA ads from the pre-Campaign period to the intermediate period • 1.7 rate of increase for PDFA ads • 1.5 rate of increase for non-PDFA ads • 196.6% increase in PDFA GRPs from the pre-Campaign period to the intermediate period • 165.9% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period • 3.0 rate of increase in GRPs for PDFA ads • 2.7 rate of increase in GRPs for non-PDFA ads

Exhibit 4-8

Summary of Findings for Milwaukee - Nashville

Milwaukee - Target Site	Nashville - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban high school students use drugs in school near the school in the streets at clubs at parties on weekends Nonurban elementary school students talk with one another about whether they would smoke and use drugs when older 	<ul style="list-style-type: none"> Nonurban high school students use drugs at pool halls and bowling alleys at clubs at their friends' houses when parents are at work or out of town at hotels Urban and nonurban middle school students use drugs in the woods down by a creek at the mall at parties in hotels Middle school students talk about drugs with friends but conversation is mostly centered around who uses drugs
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> TV shows include <i>Rugrats</i>, <i>Fresh Prince of Bel Air</i>, <i>Family Matters</i>, and <i>New York Undercover</i> (learned about joining gangs) Spice Girls, TLC, hip-hop, rap, rhythm and blues, and alternative music 	Urban and nonurban youth <ul style="list-style-type: none"> TV programs such as <i>7th Heaven</i>, <i>Home Improvement</i>, <i>ER</i>, <i>Ricki Lake</i>, <i>Martin</i>, and <i>Judge Judy</i> Musicians such as Master P, Led Zeppelin, Spice Girls, Jimi Hendrix, Leanne Rimes, and Toni Braxton Celebrities such as basketball players, actors, and comedians
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents have noticed ads recently Parents state that ads caused them to think about drug abuse Parents acknowledge an increase in their awareness of drug use by children 	<ul style="list-style-type: none"> Parents feel that it is hard to reach children through media because mixed messages are seen as hypocritical Parents feel that first-person stories have the most impact Parents feel that the ads are more effective when they are more factual and less emotional
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents do not feel comfortable talking to their children about drug use Parents depend on D.A.R.E. to educate their children about drugs 	<ul style="list-style-type: none"> Parents recognize that they need to take a stronger role in educating their children Parents realize that their children often learn about drugs on the streets Parents need more listening and communication skills Parent involvement in prevention efforts is low
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> Marijuana Cocaine 	<ul style="list-style-type: none"> Marijuana Alcohol

Milwaukee - Target Site	Nashville - Comparison Site
<ul style="list-style-type: none"> • Crack-cocaine • LSD • Tobacco • Beer and wine 	<ul style="list-style-type: none"> • Tobacco • Cocaine • Crack-cocaine • LSD
Recent Key Community Events	
<ul style="list-style-type: none"> • Comedian Chris Farley was found dead of a drug overdose • The Milwaukee School Board took major steps in reversing two decades of policy that favored busing to achieve integration in the Milwaukee public schools • The Governor and State school superintendent called for improvements in the Milwaukee public school system 	<ul style="list-style-type: none"> • School busing created an easy way for drugs to be transported from inner city to suburbs and outlying areas
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> • Media campaign sponsored by Hang Tough • Outdoor billboard design contest sponsored by 12 organizations • Ads sponsored by Partnership for Drug-Free Wisconsin, Teen Forum/STRIVE, MADD, and treatment facilities 	<ul style="list-style-type: none"> • Significant coverage of local drug problem by the local news media
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • All elementary school students recalled 14 TV ads; all middle school students recalled 4 TV ads; and all high school students recalled 10 TV ads • All youth were able to recall messages that focused on the effects of drugs, coping strategies, and parental involvement • High school students are more likely to identify ads regarding specific drugs than are younger youth 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> • Elementary school students said the ads make drugs seem scary • Urban middle school students found some ads were effective • Nonurban middle school students did not find any ads effective • High school students did not feel the ads were effective with their peers 	Not applicable
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> • Youth suggested airing some ads with celebrities and some with ordinary people, using action ads rather than ads with very little action, and showing the physical effects of drugs 	Not applicable
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • Parents recalled many TV ads • Parents also recalled radio ads, billboards, and 	Not applicable

Milwaukee - Target Site	Nashville - Comparison Site
posters <ul style="list-style-type: none"> Few parents remembered channels on which ads were aired Most parents recalled seeing ads during evening hours 	
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Parents feel the ads might have an impact on children who are considering using drugs Ads used as an opportunity to discuss the drug issue with children 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Use famous people that would appeal to youth Air more ads in Spanish Create Government-sponsored magazine discussing drugs and prevention with youth 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> MPS-sponsored training for ADDA staff Sponsored Annual Outdoor Ad Design Contest Initial planning for a substance-free concert and resource fair called "Girl's Fight Back" planned in Fall 1998 Legislation passed in March 1998 to prohibit public billboards advertising tobacco Fighting Back formed coalition to write a substance abuse prevention plan by Fall 1998 Milwaukee Clerk of Court was recently convicted for crack-cocaine possession Recently enhanced law enforcement in North and South Milwaukee Gang shooting and six subsequent arsons resulted in increased police patrol in the South side 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> A coalition of local government and community leaders distributed more than 50,000 viewer guides and viewer group response surveys for the Bill Moyers special Two congressmen sent letters to the public school system alerting personnel about the Bill Moyers special General McCaffrey participated in rollout activities May 11-12, 1998 Hang Tough coordinated local activities including focus groups to support the ONDCP Media Campaign Ten of eleven informants were aware of Media Campaign; six were involved in supporting activities MCADD's Substance Abuse Services Network formed a media task force to monitor the Media Campaign and promote the Bill Moyers series Three drug-free school coordinators used Media Campaign ads for school presentations 	Not applicable

Milwaukee - Target Site	Nashville - Comparison Site
<ul style="list-style-type: none"> MPS drug-free school coordinator participated in kickoff events 	
Community's Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> The majority of informants felt minority groups were more likely to pay attention to minority-owned stations TV ads were mentioned more frequently than billboard, radio, and print ads Most respondents felt the ads were aired frequently enough One respondent felt that appropriate outlets were not being utilized to target minority youth Eight of eleven respondents felt the ads could change attitudes toward drugs if they were appropriately modified Informants suggested that ads be aired more frequently, that they should include more minorities and local people, be age-specific, use positive messages, identify action steps, and be tailored to the needs of each community Seven of eleven informants said there was no community response One nonprofit agency reported calls from organizations interested in disseminating the viewer guide and viewer response survey; the agency also was concerned about nonlocal referral phone numbers that accompany ads 	Not applicable
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> One media informant complained that his minority-owned station had not been approached by ONDCP, that more blacks should appear in ads, and that more radio ads are needed because radio also is a popular medium One of four station managers said they provide pro bono matches to paid ads Three of four station managers said airing of ONDCP ads had no effect on airing of other ads Print media informants report that information on Media Campaign was published Minority radio station manager referred to ads as "white ads" Minority newspaper editor said some ads were not culturally relevant TV station manager thought ads were well-produced and visually interesting Radio station manager liked ads and said they gave the station a family image 	Not applicable
MEDIA MONITORING FINDINGS	
Pre-Campaign Data: Newspaper	
<ul style="list-style-type: none"> 208 articles (91 features, 15 editorials, 101 news briefs, 1 announcement) 	<ul style="list-style-type: none"> 8 articles (5 features, 1 editorial, 1 news brief, 1 announcement)

Milwaukee - Target Site	Nashville - Comparison Site
Pre-Campaign Data: Television	
<ul style="list-style-type: none"> • 636 PDFA ads • 76 non-PDFA ads • 89.3% of all anti-drug ads are PDFA • 10.7% of all anti-drug ads are non-PDFA • 1,462.8 total GRPs for PDFA ads • 174.8 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 493 PDFA ads • 17 non-PDFA ads • 96.7% of all anti-drug ads are PDFA • 3.3% of all anti-drug ads are non-PDFA • 542.3 total GRPs for PDFA ads • 18.7 total GRPs for non-PDFA ads
Intermediate Data: Television	
<ul style="list-style-type: none"> • 1,267 PDFA ads • 95 non-PDFA ads • 93.0% of all anti-drug ads are PDFA • 7.0% of all anti-drug ads are non-PDFA • 4,446.0 total GRPs for PDFA ads • 342.0 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 403 PDFA ads • 32 non-PDFA ads • 92.6% of all anti-drug ads are PDFA • 7.4% of all anti-drug ads are non-PDFA • 926.9 total GRPs for PDFA ads • 73.6 total GRPs for non-PDFA ads
Changes: Television	
<ul style="list-style-type: none"> • 99.2% increase in PDFA ads from the pre-Campaign period to the intermediate period • 25.0% increase in non-PDFA ads from the pre-Campaign period to the intermediate period • 2.0 rate of increase for PDFA ads • 1.3 rate of increase for non-PDFA ads • 203.9% increase in PDFA GRPs from the pre-Campaign period to the intermediate period • 95.7% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period • 3.0 rate of increase in GRPs for PDFA ads • 2.0 rate of increase in GRPs for non-PDFA ads 	<ul style="list-style-type: none"> • 18.3% decrease in PDFA ads from the pre-Campaign period to the intermediate period • 88.2% increase in non-PDFA ads from the pre-Campaign period to the intermediate period • 0.8 rate of decrease for PDFA ads • 1.9 rate of increase for non-PDFA ads • 70.9% increase in PDFA GRPs from the pre-Campaign period to the intermediate period • 293.6% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period • 1.7 rate of increase in GRPs for PDFA ads • 3.9 rate of increase in GRPs for non-PDFA ads

Exhibit 4-9

Summary of Findings for Portland - Spokane

Portland - Target Site	Spokane - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban middle school students use drugs at parties at friends' houses Urban high school students use drugs in school in hotels in the streets after school because family members use drugs Urban high school students talk about the drugs they use 	<ul style="list-style-type: none"> Urban and nonurban middle and high school students use drugs at parties in school on weekends to relieve stress out of curiosity Urban middle and high school students talk about what drugs they are going to use on the weekends Nonurban middle school students have strong views against allowing youth under 21 in bars
Media Influences on Youth	
<p>Nonurban youth</p> <ul style="list-style-type: none"> TV programs such as <i>Home Improvement</i>, <i>Living Single</i>, <i>Martin</i>, <i>Parenthood</i>, <i>Moesha</i>, and <i>Bay Watch</i> Anti-drug ads, shooting stars ads, "Don't Do Drugs" and "Don't Be A Fool" ads, and "McGruff" <p>Urban youth</p> <ul style="list-style-type: none"> Movies such as <i>Pulp Fiction</i> and <i>Menace to Society</i> (youth commented that they teach too much about using drugs [e.g., <i>Menace to Society</i> demonstrates how to cook crack-cocaine]) TV programs such as <i>Home Improvement</i>, <i>Living Single</i>, <i>Comic View</i>, <i>Martin</i>, <i>Parenthood</i>, <i>Moesha</i>, <i>Bay Watch</i>, <i>Nickelodeon</i>, <i>X-Files</i>, and <i>Goose Bumps</i> 	<p>Nonurban youth</p> <ul style="list-style-type: none"> Original <i>Fried Egg</i> ad <p>Urban youth</p> <ul style="list-style-type: none"> <i>Home Improvement</i> and <i>Party of Five</i> Anti-drug messages Local anti-smoking ads Movies such as <i>Friday</i>, <i>King Pin</i>, and <i>Cheech and Chong</i>
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents have seen few ads Parents feel the media should avoid presenting all addicts as criminals because children do not identify with that 	<ul style="list-style-type: none"> Parents have seen few ads Ads rarely aired when children would see them Parents try to teach their children that TV is not reality Parents feel that media has a big influence
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Most parents talk to their children Parents rely on the schools to educate their children 	<ul style="list-style-type: none"> Parents are not knowledgeable about the availability of drugs Parents keep their children busy with organized activities and programs to prevent them from using drugs
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> Marijuana 	<ul style="list-style-type: none"> Tobacco

Portland - Target Site	Spokane - Comparison Site
<ul style="list-style-type: none"> • Methamphetamine • Cocaine 	<ul style="list-style-type: none"> • Alcohol • Marijuana • Methamphetamine • Crank • Cocaine • Hallucinogens
Recent Key Community Events	
<ul style="list-style-type: none"> • Recent deaths of local youth in alcohol-related accidents • Frequent heroin overdoses • Drug arrest of prominent high school athlete • Drug arrest of the son of a prominent city official • Large crystal methamphetamine lab arrest • Drug-related car accident involving four high school students 	<ul style="list-style-type: none"> • Chain of murders of drug-using prostitutes • Tearing down of well-known "Joe Camel" billboard
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> • Several community organizations have produced anti-drug ads 	<ul style="list-style-type: none"> • The Youth Council, Outreach Team, Media Literacy Program, and local prevention-related media efforts were sponsored by the Prevention Center • "Teen Aware" was sponsored by Washington State Union and Department of Health
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • Nonurban elementary school students were able to recall numerous TV ads, but misinterpreted some anti-drug messages as promoting drug use. Urban elementary students had limited recall of ads • Urban middle school students were able to identify 4 TV/billboard ads and their meaning, while nonurban middle school students had limited exposure to and insight about the ads • All high school students had wide exposure to TV ads, billboards, and posters but not to radio ads • All high school students were able to interpret anti-drug messages from various media sources 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> • Elementary school students indicated limited awareness of the ads • Urban middle school students said that ads might help those first learning about drugs • Nonurban middle school students noted the ads had little impact • High school students felt that the ads gave the viewer a mental image about drugs and what they can do to you 	Not applicable

Portland - Target Site	Spokane - Comparison Site
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Youth suggested showing the effects of drug use on real, normal-looking people, showing babies born to addicted mothers, and linking the effects of substance use and violence 	Not applicable
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Urban parents did not recognize ads Nonurban parents recalled a few ads and their messages 	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Important in spreading message about the dangers of drug use Good way to break the ice for discussion of drug use Urban parents were more doubtful of effectiveness of anti-drug ads 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Portray the graphic effects of drugs by using normal looking people Show drug-addicted babies Demonstrate connection between drug abuse and violence Use people that teenage youth can relate to 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> Large-scale marijuana arrest occurred during peak media attention of the decriminalization movement A parent-focused campaign encouraging parents to talk with youth about alcohol, tobacco, and other drugs via Regional Drug Initiative Five measures of legalization are part of pending ballot to legalize marijuana Elks Club sponsored drug-free graduation parties Elks Club purchased dogs trained to locate drugs for Multnomah County police department 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> A nonurban school liaison hosted a program in March on community drug awareness A press conference on drug issues and youth was held by a U.S. Senator and the Sheriff's department 	Not applicable
Community's Response to ONDCP Media Campaign	
<ul style="list-style-type: none"> Informants are aware of the Media Campaign, but have little recall of specific television and radio ads Informants are able to recall print ads and <i>Cannabis Stupida</i> billboard Numerous calls to Regional Drug Initiative requesting information in response to ads have 	Not applicable

Testing the Anti-Drug Message (Report No. 1)

Portland - Target Site		Spokane - Comparison Site	
been frequent and steady			
Media Informants' Responses to ONDCP Media Campaign			
<ul style="list-style-type: none">TV station avoids airing anti-drug ads with celebrities because it feels the ads are proven ineffective; it prefers using congruent peer groups for teenagersMedia informants had no formal process for screening responses to ads		Not applicable	
MEDIA MONITORING FINDINGS			
Pre-Campaign Data: Newspaper			
<ul style="list-style-type: none">30 articles (13 features, 2 editorials, 12 news briefs, 3 announcements)		<ul style="list-style-type: none">4 articles (2 features, 1 editorial, 1 news brief, 0 announcements)	
Pre-Campaign Data: Television			
<ul style="list-style-type: none">430 PDFA ads47 non-PDFA ads90.1% of all anti-drug ads are PDFA9.9% of all anti-drug ads are non-PDFA903.0 total GRPs for PDFA ads98.7 total GRPs for non-PDFA ads		<ul style="list-style-type: none">183 PDFA ads23 non-PDFA ads88.8% of all anti-drug ads are PDFA11.2% of all anti-drug ads are non-PDFA292.8 total GRPs for PDFA ads36.8 total GRPs for non-PDFA ads	
Intermediate Data: Television			
<ul style="list-style-type: none">1,169 PDFA ads91 non-PDFA ads92.8% of all anti-drug ads are PDFA7.2% of all anti-drug ads are non-PDFA2,922.5 total GRPs for PDFA ads227.5 total GRPs for non-PDFA ads		<ul style="list-style-type: none">179 PDFA ads82 non-PDFA ads68.6% of all anti-drug ads are PDFA31.4% of all anti-drug ads are non-PDFA322.2 total GRPs for PDFA ads147.6 total GRPs for non-PDFA ads	
Changes: Television			
<ul style="list-style-type: none">171.9% increase in PDFA ads from the pre-Campaign period to the intermediate period93.6% increase in non-PDFA ads from the pre-Campaign period to the intermediate period2.7 rate of increase for PDFA ads1.9 rate of increase for non-PDFA ads223.6% increase in PDFA GRPs from the pre-Campaign period to the intermediate period130.5% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period3.2 rate of increase in GRPs for PDFA ads2.3 rate of increase in GRPs for non-PDFA ads		<ul style="list-style-type: none">2.2% decrease in PDFA ads from the pre-Campaign period to the intermediate period256.5% increase in non-PDFA ads from the pre-Campaign period to the intermediate period1.0 rate of decrease for PDFA ads3.6 rate of increase for non-PDFA ads10.0% increase in PDFA GRPs from the pre-Campaign period to the intermediate period301.1% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period1.1 rate of increase in GRPs for PDFA ads4.0 rate of increase in GRPs for non-PDFA ads	

Exhibit 4-10

Summary of Findings for San Diego - Phoenix

San Diego - Target Site	Phoenix - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban youth use drugs in their neighborhoods when hanging out with friends at parties in school because they like to take risks to escape Urban and nonurban youth consider marijuana safer than cigarettes because it does not have nicotine Youth feel pressured to use and experiment with drugs General perception that more youth smoke marijuana than do not High tolerance for other youth using drugs at private parties Some youth perceive using drugs as "cool and fun" and rationalize using drugs because everybody else is using them 	<ul style="list-style-type: none"> Urban and nonurban high school students use drugs because of boredom stress a need to "escape" concentration enhancing properties of drugs the need to make their own choices peer pressure a need to "feel good" Urban and nonurban middle school students use drugs because of stress uncaring attitudes of parents the desire to make their parents angry peer pressure Nonurban elementary school students believe that youth use drugs to punish their parents because of peer pressure Urban middle school students described a gang culture characterized by violence and drugs and pressure to join the gang Urban high school students worry about the drug environment in their neighborhoods
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> TV programs such as <i>Martin</i>, <i>Moesha</i>, <i>Sister Sister</i>, <i>Xena</i>, <i>Full House</i> and cable channels Ads for tobacco and alcohol Anti-drug ads 	Urban and Nonurban youth, <ul style="list-style-type: none"> TV programs such as <i>Beavis and Butthead</i> and cable channels such as Nickelodeon and Discovery Rap, pop, jazz, and country music Anti-smoking slogans Commercials for alcohol
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Mentioned two PDFA ads on the Spanish channel Not enough prevention messages to influence behavior or beliefs Realistic ads have the potential to influence children Educational videos might impact children's behavior 	<ul style="list-style-type: none"> Think personal stories are more influential Ads more effective for children than parents Reinforces what children learn in school
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents depend on the schools for guidance Parents do not discuss drugs with children because they are in denial Parents are concerned but do not know how to address the problem of drug use by children 	<ul style="list-style-type: none"> Parents need to talk to children about drugs Some parents are not reached by prevention programs because of cultural differences Some parents view drug use as a rite of passage

San Diego - Target Site	Phoenix - Comparison Site
<ul style="list-style-type: none"> • Parents are ignorant of the signs of drug use • Many parents are lenient because they themselves are users • Parents are ambivalent about disclosing their own use of marijuana in the 1960s 	
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> • Alcohol • Tobacco • Marijuana • Methamphetamine 	<ul style="list-style-type: none"> • Marijuana • Inhalants • Methamphetamine • Heroin
Recent Key Community Events	
<ul style="list-style-type: none"> • Youth began receiving mixed messages about harmfulness and social disapproval of using marijuana • A student dropped LSD into a teacher's coffee mug • Legalization of marijuana for medicinal purposes • Gang style shootings and kidnappings have occurred • Frequent heroin overdoses • Thousands of youth cross the Mexican border to obtain and use drugs and binge drinking is a problem 	<ul style="list-style-type: none"> • Arizona electorate passed Proposition 200 in 1996, legalizing medical prescriptions for marijuana and other controlled substances
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> • Concentrated anti-smoking and anti-methamphetamine campaigns based on media efforts 	<ul style="list-style-type: none"> • Arizona Broadcasters Association evaluated efforts to air PSAs • Department of Health Services launched a statewide campaign to reduce tobacco use by children • "Do Drugs, Do Time" campaign contributes poster and television announcements • Anti-tobacco slogans placed on T-shirts, in print ads, and on TV and radio stations
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • All elementary school students are not as aware of ads as are older children • Nonurban middle school students are more familiar with ads than are urban middle school students who recalled 1 TV ad, no radio ads, and no billboards • Nonurban high school students mentioned 6 TV ads, 1 radio ad, and 1 billboard. Urban high school students recalled 6 TV ads, 3 radio ads, and no billboards 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> • Urban elementary school students were not familiar with anti-drug ads 	Not applicable

San Diego - Target Site	Phoenix - Comparison Site
<ul style="list-style-type: none"> Urban middle school students were not familiar with the Media Campaign Urban high school students said the ads are effective; however, the ads often have a "preaching" tone Nonurban high school students said they had not seen or heard any ads 	
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Youth suggested more creativity and more ads that make fun of drug users Asian middle school students would like to see Asians represented in the ads 	Not applicable
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Urban parents are highly aware of Media Campaign; nonurban parents were less aware of the Media Campaign Parents noticed billboards Parents noted a general increase in the number of ads and variety of channels the ads were being shown on 	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Urban parents are concerned that sometimes ads encourage their children to use drugs rather than to avoid them Although they had seen only a few ads, nonurban parents approved of the ads they saw Parents state that ads opened their eyes to the reality of the drug problem Parents felt that the ads portray the reality of drug use effectively Parents feel that the <i>Cannabis Stupida</i> billboard effectively deglamorizes marijuana smoking 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Portray real-life stories showing the disabling effects of drug use Show ads with ordinary person who has recovered rather than celebrities who are difficult to relate to 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> Increased use of methamphetamine and heroin by youth now targeted by Meth Task Force Campaign San Diego Policy Panel on Youth Access to Alcohol funded "critical hour" prevention Children's Initiative was funded to operate an afterschool critical hour program Local radio station dedicated week of March 30 to the topic of substance abuse 	Not applicable

San Diego - Target Site	Phoenix - Comparison Site
<ul style="list-style-type: none"> • Bill Moyers special, "Close To Home," was aired • Findings from Suicide Homicide Audit Committee were featured in local paper • Recent DWI accident • Recent police chase of individuals attempting to cross the border with millions of dollars in drug money • Border Project was designed to reduce alcohol and drug consumption in Tijuana 	
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> • CASA monitoring Media Campaign, providing educational materials and presentations for schools, and showing ONDCP ads in classrooms • Two treatment and prevention informants indicated they would like to be involved • Ongoing methamphetamine media campaign mentioned by informants 	Not applicable
Community Responses to Media Campaign	
<ul style="list-style-type: none"> • Informants were surprised there were no methamphetamine ads since this area is the "methamphetamine capitol" • Local coalition received 100 calls in 2 weeks and sent 300 booklets to parents and educators; • Some callers felt the ads encouraged youth drug use • Informants' responses have generally been positive • Informants reported seeing ads in Spanish, billboards, and the <i>Frying Pan</i> ad • Some informants report not watching TV, but they did see billboards in the downtown area • Some informants felt that the ads were helpful; others felt they did not reach their intended audience • More than one informant felt that the ads were not prevalent enough nor were they strategically aired • Two informants felt that ads should be more localized, piggyback on local issues, and target issues like methamphetamines and the border problem 	Not applicable
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> • Local print informants viewed alcohol, tobacco, and other drugs as the root of social problems; they want to increase awareness • Young radio informant viewed the alcohol, tobacco, and other drug problem as moderate • Spanish TV informant indicated that drug use is a serious issue among Latino youth • Local paper and Hispanic radio station indicated that they air Media Campaign ads; 	Not applicable

San Diego - Target Site	Phoenix - Comparison Site
<p>others indicated airing ads but did not necessarily identify ONDCP as the sponsor</p> <ul style="list-style-type: none"> TV and print informants did not indicate monitoring response to ads Hispanic station turned down some Media Campaign ads because they were not culturally relevant 	
MEDIA MONITORING FINDINGS	
Pre-Campaign Data: Newspaper	
<ul style="list-style-type: none"> 78 articles (42 features, 10 editorials, 24 news briefs, 2 announcements) 	<ul style="list-style-type: none"> 93 articles (45 features, 10 editorials, 36 news briefs, 2 announcements)
Pre-Campaign Data: Television	
<ul style="list-style-type: none"> 240 PDFA ads 33 non-PDFA ads 87.9% of all anti-drug ads are PDFA 12.1% of all anti-drug ads are non-PDFA 432.0 total GRPs for PDFA ads 59.4 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> 903 PDFA ads 79 non-PDFA ads 92.0% of all anti-drug ads are PDFA 8.0% of all anti-drug ads are non-PDFA 1,535.1 total GRPs for PDFA ads 134.3 total GRPs for non-PDFA ads
Intermediate Data: Television	
<ul style="list-style-type: none"> 778 PDFA ads 299 non-PDFA ads 72.2% of all anti-drug ads are PDFA 27.8% of all anti-drug ads are non-PDFA 1,911.0 total GRPs for PDFA ads 777.4 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> 1,037 PDFA ads 121 non-PDFA ads 89.6% of all anti-drug ads are PDFA 10.4% of all anti-drug ads are non-PDFA 1,866.6 total GRPs for PDFA ads 217.8 total GRPs for non-PDFA ads
Changes: Television	
<ul style="list-style-type: none"> 224.2% increase in PDFA ads from the pre-Campaign period to the intermediate period 806.1% increase in non-PDFA ads from the pre-Campaign period to the intermediate period 3.2 rate of increase for PDFA ads 9.1 rate of increase for non-PDFA ads 342.4% increase in PDFA GRPs from the pre-Campaign period to the intermediate period 1,208.8% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period 4.4 rate of increase in GRPs for PDFA ads 13.1 rate of increase in GRPs for non-PDFA ads 	<ul style="list-style-type: none"> 14.8% increase in PDFA ads from the pre-Campaign period to the intermediate period 53.2% increase in non-PDFA ads from the pre-Campaign period to the intermediate period 1.1 rate of increase for PDFA ads 1.5 rate of increase for non-PDFA ads 21.6% increase in PDFA GRPs from the pre-Campaign period to the intermediate period 62.2% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period 1.2 rate of increase in GRPs for PDFA ads 1.6 rate of increase in GRPs for non-PDFA ads

Exhibit 4-11

Summary of Findings for Sioux City - Duluth

Sioux City - Target Site	Duluth - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Nonurban and urban youth use drugs at parties after school while hanging out because of stress 	<ul style="list-style-type: none"> Urban and nonurban middle school students use drugs at parties Urban and nonurban high school students use drugs in the woods at hotels at parties unsupervised by adults in bathrooms at friends' houses Nonurban high school students are concerned about drug use among 12- and 13-year-olds Urban high school students are concerned about alcohol and its use by family members
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> TV programs such as <i>South Park</i>, <i>Beavis and Butthead</i>, <i>Friends</i>, <i>Baywatch</i>, <i>Drew Carey, Full House</i>, <i>Home Improvement</i>, and <i>South Park</i> Music on radio and CDs Rhythm and blues, pop, country, and rap music 	Urban and nonurban <ul style="list-style-type: none"> TV programs such as <i>Saturday Night Live</i> and cartoons, as well as programs on MTV and the Discovery Channel Wide range of music from classical to alternative to rap and country Movies
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents had not seen recent ads Parents feel ads need to be aired more frequently 	<ul style="list-style-type: none"> Parents think billboards are noticeable
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents tell their children not to use drugs Parents rely on schools to educate children further about drugs Parents see alcohol and tobacco use as a rite of passage 	<ul style="list-style-type: none"> Parents are in denial about drugs and do not talk to their children Parents do not know which age is optimal for bringing up the issue of drugs with their children Parents rely on prevention programs to educate their children Parents are afraid that if they discuss drugs with their children, they might be encouraging use Parents feel that it is important to set an example and to be a role model Parents would benefit from support groups that help them talk to their children about drugs
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> Alcohol Tobacco 	<ul style="list-style-type: none"> Alcohol Marijuana

Sioux City - Target Site		Duluth - Comparison Site	
<ul style="list-style-type: none">• Marijuana• Methamphetamine		<ul style="list-style-type: none">• Methamphetamine• Inhalants• Cocaine	
Recent Key Community Events			
<ul style="list-style-type: none">• Methamphetamine lab arrests in rural areas		<ul style="list-style-type: none">• Recent death of a local 12-year-old from alcohol overdose; the alcohol was provided by an adult	
Local Anti-Drug Media Campaigns and Related Activities			
<ul style="list-style-type: none">• KTIV Channel 4, in partnership with First Federal Savings Bank, St. Luke's Health System, and Siouxland Communitywide Awareness announced its Operation Kid-Vid contest		<ul style="list-style-type: none">• No local media activities• Some PDFA ads shown	
INTERMEDIATE DATA: YOUTH FINDINGS			
Youths' Awareness of Anti-Drug Ads			
<ul style="list-style-type: none">• Youth of all ages are very aware of ads and are able to name most of the Media Campaign ads• All youth recalled ad's messages such as the importance of parent communication and dangers of drug use		Not applicable	
Youths' Perceptions of Impact and Effectiveness of Ads			
<ul style="list-style-type: none">• Youth had a positive response to the ads and believed they were most effective with a young audience		Not applicable	
Youths' Ideas for New Ads/Improvements			
<ul style="list-style-type: none">• Youth suggested showing the effects of drug use on real people, using celebrities, and portraying messages through cartoons		Not applicable	
INTERMEDIATE DATA: PARENT FINDINGS			
Parents' Awareness of Anti-Drug Ads			
<ul style="list-style-type: none">• Awareness of ads was high• Noticed radio and TV ads and billboards• Could describe most of the ads in the Media Campaign• Understood the messages of anti-drug ads		Not applicable	
Parents' Perceptions of Impact and Effectiveness of Ads			
<ul style="list-style-type: none">• More effective for younger children• Good at reminding parents to talk to their children		Not applicable	
Parents' Ideas for New Ads/Improvements			
<ul style="list-style-type: none">• No specific suggestions		Not applicable	
INTERMEDIATE DATA: COMMUNITY FINDINGS			
Changes in Target Community			
<ul style="list-style-type: none">• Methamphetamine lab arrests• HIDTA launched informational campaign; some anti-drug posters were confused with the ONDCP Media Campaign• Local radio station starting to develop PSAs with middle school students		Not applicable	

Testing the Anti-Drug Message (Report No. 1)

Sioux City - Target Site	Duluth - Comparison Site
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> SiouxLand and CARES About Drug Abuse co-sponsored the ONDCP ads and local TV and radio stations donated funds provided by ONDCP to local prevention programs 	Not applicable
Community Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> Most key informants recall seeing the Media Campaign ads Sponsors most frequently recalled were PDFA, PDFIowa, SiouxLand CARES, and ONDCP Informants found parent-targeted and pre-teenager-targeted ads most powerful; found ads targeted to teenagers least powerful Informants found shocking and locally relevant ads most effective Informants felt ads were run frequently and at appropriate times 	Not applicable
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> Ads get top priority if they are for a local cause, respond to a community need, or are thoughtfully produced Majority of informants felt PDFA ads were "well-done" and captured viewers' attention 	Not applicable

Exhibit 4-12

Summary of Findings for Tucson - Austin

Tucson - Target Site	Austin - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban youth use drugs because of <ul style="list-style-type: none"> problems at home peer pressure a need to have fun availability stress Urban and nonurban youth use drugs at clubs at parties while hanging out Urban high school students do not perceive marijuana use as dangerous Nonurban high school students talk with friends about the drugs they use Urban elementary school students perceive drug use as dangerous 	<ul style="list-style-type: none"> Urban and nonurban youth use drugs because of <ul style="list-style-type: none"> stress changes in values peer pressure a lack of role models Urban and nonurban youth use drugs at school after school Urban elementary school students do not talk about drugs with peers to avoid being identified as using drugs Urban and nonurban high school students talk with their friends about the drugs they use and their effects Urban high school students expressed concerns about younger children being exposed to drugs
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> Anti-tobacco PSAs Musicians such as Tricia Yearwood, Alan Jackson, Mariah Carey, Alabama, and Spice Girls TV shows such as <i>Rugrats</i>, <i>Seinfeld</i>, <i>Beavis and Butthead</i>, cartoons, Nickelodeon, and programs broadcast on the Hispanic station Disney movies Drug-related ads Radio stations (alternative, rhythm and blues, rap, and country music) Anti-drug ads 	Urban and nonurban youth <ul style="list-style-type: none"> TV programs such as <i>Ricki Lake</i>, <i>Jerry Springer</i>, and rap music programs Music videos Movies (action and horror) Country, rap, and rock music
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents approve of the graphic nature of the anti-smoking media campaign Parents feel that PSAs can reinforce parents' messages 	<ul style="list-style-type: none"> Parents feel the ads should be produced more professionally to look as attractive as non-PSA ads Parents feel that the ads would be more effective if adults discussed them with their children Parents think the ads must be presented in a way that scares youngsters Parents think that the anti-drug message should relate to the local community
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parents appear to be involved in talking to their 	<ul style="list-style-type: none"> Parents rely on schools as the main source of

Tucson - Target Site	Austin - Comparison Site
<p>children about drugs and pointing out real-life situations</p> <ul style="list-style-type: none"> Parents welcome assistance from prevention programs Parents feel that school personnel are not always trained well enough to talk about drugs Some parents are drug users and therefore do not talk to their children about the dangers of drug use 	<p>drug information</p> <ul style="list-style-type: none"> Parents do not talk to their children about drugs because of their hectic work schedules, poor communication skills, and their denial and disinterest Parents feel that children often know more about drugs than they do Parents who used drugs in the past are more permissive than are other parents regarding their children's drug use
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> Alcohol Tobacco Marijuana Cocaine Rohypenol Methamphetamine LSD Heroin 	<ul style="list-style-type: none"> Tobacco Alcohol Cocaine Marijuana
Recent Key Community Events	
<ul style="list-style-type: none"> 12-year-old girl died from heroin overdose Marijuana legalized for medicinal use 	<ul style="list-style-type: none"> Student involved in DUI accident; one person was killed
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> Arizona Broadcasters Association sponsor PSAs covering drug use/abuse and crime 	<ul style="list-style-type: none"> TV Channel 42 aired a program on drug abuse and drug prevention Hotline number sponsored by the Partnership for a Drug-Free Texas PSAs aired to increase alcohol awareness
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Students in all age groups reported seeing a wide variety of anti-drug ads at regular intervals including before and after school All middle school students recalled a number of drugs targeted by the ads All high school students reported that ads made them think twice about using crack-cocaine and methamphetamine All elementary school students are very aware of locally produced anti-tobacco ads Nonurban middle school students are aware of methamphetamine ads 	<p>Not applicable</p>
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Elementary school students felt the ads encourage people to avoid drug use and think about the potential adverse health effects Middle school students felt the ads were not discussed much High school students believed that the ads need to be more realistic 	<p>Not applicable</p>

Tucson - Target Site	Austin - Comparison Site
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Youth suggested showing the effects of drug use on local people, using a variety of ethnic groups, including the effect of drugs on sex appeal, involving youth in creating and filming anti-drug ads, using celebrities who are popular with youth, airing more ads on Hispanic stations, and avoiding humorous ads 	Not applicable
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Parents see ads regularly Parents see ads on Spanish-language and mainstream channels Parents recalled some ads on the radio Parents noticed billboards and posters in the schools Parents were able to recall a variety of ads 	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Ads reminded parents how important it is to talk to their children Some parents were motivated to visit school for more information about drugs Ads provided natural lead-in for parents to talk to their children about drugs 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Use graphic images Feature local people Represent various ethnic groups Portray impact of drug use on sex appeal Involve youth in creating and filming ads Use celebrities who are popular with youth Avoid humor Air anti-drug ads on more Hispanic stations 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> National Coast Guard Methamphetamine Control Strategy's anti-methamphetamine campaign is a local event that has increased awareness Large marijuana arrest on Interstate 19 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> Representative Colby and ONDCP Director, Barry McCaffrey kicked off the Media Campaign events in Tucson on January 16, 1998 Informant supporting activities include talking with project partners, sending supplemental information, coordination with office of health care, extensive media Communication, newspaper submissions, and speaking in schools 	<ul style="list-style-type: none"> Not applicable

Tucson - Target Site	Austin - Comparison Site
Community's Response to ONDCP Media Campaign	
<ul style="list-style-type: none"> • Several informants reported limited exposure to ads because they do not watch TV or listen to radio • Most radio ads reported were from the State anti-tobacco campaign • Most informants had no recognition of ad sponsorship • Informants who were aware of Media Campaign felt that it had sufficient exposure • Informants mentioned that ads had sufficient exposure on Hispanic stations and that the ads must be in Spanish to be effective • Most informants felt the ads were effective in spreading the message about the dangers of drug use • Use bus billboards instead of highway billboards • Make ads less graphic and continue ads that promote communication between parents and children • Provide local referral number that is answered by a real person, not a recording 	Not applicable
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> • Those participating stated that some people call in response to ads • Many informants are not aware of the community's response because they did not monitor it • Hispanic TV station was impressed with ad quality 	Not applicable

Exhibit 4-13

Summary of Findings for Washington, DC - Birmingham

Washington, DC - Target Site	Birmingham - Comparison Site
BASELINE DATA: YOUTH FINDINGS	
Youths' Attitudes, Norms, and Behaviors Regarding Drugs	
<ul style="list-style-type: none"> Urban and nonurban youth use drugs at parties in "go-go" clubs in school Nonurban high school students use drugs because of curiosity peer pressure exposure to drugs at home lack of self-esteem lack of things to do a need to have fun 	<ul style="list-style-type: none"> Urban and nonurban youth use drugs while hanging out with friends while playing cards on weekends when going to the mall when they are bored Urban and nonurban high school students use drugs mainly because of peer pressure High school students believe that once youth decide to use drugs, it is almost impossible to change their minds
Media Influences on Youth	
Urban and nonurban youth <ul style="list-style-type: none"> TV programs such as <i>Martin</i>, <i>Family Matters</i>, and <i>Living Single</i> Musicians such as Master P, Puff Daddy, Busta Rhymes, Lil'Kim, Tupac Shakur, Biggie Smalls, Da Brat Movies such as <i>Men in Black</i>, <i>Scream</i>, <i>Mortal Kombat</i>, and <i>Annihilation</i> Anti-drug ads Celebrities and sports stars Magazines such as <i>Vibe</i> 	Urban and nonurban youth <ul style="list-style-type: none"> TV (dramas, soap operas, comedies, and sporting events) Rap, rock, modern, classical, and country music Anti-drug ads Movies with violence, crime, and drug use Magazines
BASELINE DATA: PARENT FINDINGS	
Influence of Anti-Drug Ads on Parents	
<ul style="list-style-type: none"> Parents liked the PDFA ad in which a father and son role play Parents feel that ads can have an impact on younger children who have not made up their minds about using drugs Parents feel that ads are effective in making them more aware of children's behavior Nonurban parents doubt the effectiveness of ads Parents expressed appreciation of ads for reinforcing their messages about drug use 	<ul style="list-style-type: none"> Parents feel ads need to do a better job of showing the realities of drug use Parents feel that ads are effective only for younger children who are indecisive about using Parents doubt the credibility of ads when so many mixed messages about drugs appear in the media
Parents' Role in Talking to Youth About Drugs	
<ul style="list-style-type: none"> Parental involvement is low Parents are aware that they should be talking to their children more frequently about drug use Parents do not talk to their children because they are in denial that children could be using drugs Parents who used drugs in their youth often are permissive regarding their children's drug use 	<ul style="list-style-type: none"> Parents do not see themselves as role models for their children, so they do not talk to their children about drugs Parents rely on prevention programs and schools to educate their children about drugs

Washington, DC - Target Site	Birmingham - Comparison Site
BASELINE DATA: COMMUNITY FINDINGS	
Nature of Community Drug Problems	
<ul style="list-style-type: none"> • Marijuana • Cocaine • Crack-cocaine • Methamphetamine • PCP • LSD • Psilocybin/mushrooms • Prescription drugs 	<ul style="list-style-type: none"> • Alcohol • Marijuana • Inhalants • Crack-cocaine • Cocaine • Methamphetamine
Recent Key Community Events	
<ul style="list-style-type: none"> • A plan was developed that requires every public school in the State in nonurban areas to send parents annual reports on its test scores, attendance rates, crime records, and drug and violence statistics • Honor-roll student was suspended for carrying Advil in her backpack because of school bans on possession of any kind of controlled substance 	<ul style="list-style-type: none"> • Continues to enforce curfew for youth during school hours and in the evenings
Local Anti-Drug Media Campaigns and Related Activities	
<ul style="list-style-type: none"> • Partnership for a Drug-Free America has aired PSAs along with ads supported by Washington's professional soccer team. DWI prevention ads also have been used 	<ul style="list-style-type: none"> • Anti-alcohol posters created by Alabama Beverage Control Board • Photos of victims of drug- or alcohol-related deaths shown by the Shelby County Juvenile Court • Youth anti-drug and anti-alcohol video and overall media strategy sponsored by Leadership Birmingham (nonprofit organization)
INTERMEDIATE DATA: YOUTH FINDINGS	
Youths' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> • Youth in all age groups were aware of several ads on TV and radio • All youth understood messages of ads that portray the consequences of drug use • Posters and billboards were mentioned by very few youth 	Not applicable
Youths' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> • Youth said the ads are "very funny" but not very effective • Youth stated the ads have illustrated the impact of drugs in terms of deterioration of the body and of family life 	Not applicable
Youths' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> • Youth suggested showing the effects of drug use on real people and families, and showing babies born to substance abusers. Youth recommended showing the specific chemical components of drugs and the effects of these 	Not applicable

Washington, DC - Target Site	Birmingham - Comparison Site
components.	
INTERMEDIATE DATA: PARENT FINDINGS	
Parents' Awareness of Anti-Drug Ads	
<ul style="list-style-type: none"> Parents are aware of the Media Campaign Parents recalled an extensive list of TV and radio ads Parents acknowledge that the message of the ads is to talk to their children Some parents also recalled billboards and bumper stickers but could not recall their messages 	Not applicable
Parents' Perceptions of Impact and Effectiveness of Ads	
<ul style="list-style-type: none"> Parents feel that graphic ads are effective Parents acknowledge that ads will have more impact if parents have followup discussions with their children Parents feel that the drunk driving ads that feature "real" people are the most effective Parents state that the <i>Burbs</i> ad opened their eyes to the fact that their children might be using drugs 	Not applicable
Parents' Ideas for New Ads/Improvements	
<ul style="list-style-type: none"> Use graphic images of the effects of drug use on real people Show babies born to substance abusers Avoid featuring stars or athletes who children presume to be using drugs Highlight positive achievements of youth in ads 	Not applicable
INTERMEDIATE DATA: COMMUNITY FINDINGS	
Changes in Target Community	
<ul style="list-style-type: none"> Elks Club sponsoring drug awareness television programming entitled "Know the Enemy" Elks Club working on new program entitled "Reducing Availability of Alcohol to Minors" and a program to help students become more educated about the dangers of consuming alcohol Middle class neighborhoods are now littered with marijuana and drug paraphernalia (e.g., rolling papers and blunts) Informant feels there is a decrease in drug use but an increase in alcohol use because it is easier to obtain 	Not applicable
Community Rollout or Other Activities To Support ONDCP Media Campaign	
<ul style="list-style-type: none"> Elks Club sponsoring kickoff events CADCA coordinating briefings and dissemination of anti-drug information through a newsletter 	Not applicable
Community Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> Informants reported seeing a wide variety of radio and TV ads One respondent felt that radio is not effective 	Not applicable

Washington, DC - Target Site	Birmingham - Comparison Site
<p>for youth and that listeners are being bombarded by too many ads</p> <ul style="list-style-type: none"> Some respondents approve of using stars and athletes in ads, while others do not Ads need to portray ordinary youth and the consequences of drug use Ads need to be shown in school assemblies and movie theaters, and posters should be distributed more widely Ads need to illustrate that drug use is a "choice," not something forced by dealers Ads need to inform that drug use is a family and community issue Minority-owned stations that air ads targeted to their specific audience can be effective, but the ad's message is more important than the kind of station that airs the ad 	
Media Informants' Responses to ONDCP Media Campaign	
<ul style="list-style-type: none"> All media personnel interviewed are still broadcasting PSAs Media Campaign ads are programmed through Miami UNIVISION for Channel 48 Channels 48 and 32 and ABC reported no changes resulting from the implementation of the Media Campaign WHUR and El Hispano reported an increase in anti-drug ads and local anti-drug activities PDFA ads are high quality, delivering an effective message; however, more of the physical consequences of drug use should be shown 	Not applicable
MEDIA MONITORING FINDINGS	
Pre-Campaign Data: Newspaper	
<ul style="list-style-type: none"> 97 articles (52 features, 8 editorials, 37 news briefs, 0 announcements) 	<ul style="list-style-type: none"> 2 articles (0 features, 0 editorials, 2 news briefs, 0 announcements)
Pre-Campaign Data: Television	
<ul style="list-style-type: none"> 359 PDFA ads 23 non-PDFA ads 94.0% of all anti-drug ads are PDFA 6.0% of all anti-drug ads are non-PDFA 610.3 total GRPs for PDFA ads 39.1 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> 214 PDFA ads 37 non-PDFA ads 85.3% of all anti-drug ads are PDFA 14.7% of all anti-drug ads are non-PDFA 299.6 total GRPs for PDFA ads 51.8 total GRPs for non-PDFA ads
Intermediate Data: Television	
<ul style="list-style-type: none"> 1,364 PDFA ads 32 non-PDFA ads 97.7% of all anti-drug ads are PDFA 2.3% of all anti-drug ads are non-PDFA 3,819.2 total GRPs for PDFA ads 89.6 total GRPs for non-PDFA ads 	<ul style="list-style-type: none"> 236 PDFA ads 53 non-PDFA ads 81.7% of all anti-drug ads are PDFA 18.3% of all anti-drug ads are non-PDFA 590.0 total GRPs for PDFA ads 132.5 total GRPs for non-PDFA ads
Changes: Television	
<ul style="list-style-type: none"> 279.9% increase in PDFA ads from the pre-Campaign period to the intermediate period 39.1% increase in non-PDFA ads from the pre- 	<ul style="list-style-type: none"> 10.3% increase in PDFA ads from the pre-Campaign period to the intermediate period 43.2% increase in non-PDFA ads from the pre-

Washington, DC - Target Site	Birmingham - Comparison Site
<p>Campaign period to the intermediate period</p> <ul style="list-style-type: none">• 3.8 rate of increase for PDFA ads• 1.4 rate of increase for non-PDFA ads• 525.8% increase in PDFA GRPs from the pre-Campaign period to the intermediate period• 129.2% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period• 6.3 rate of increase in GRPs for PDFA ads• 2.3 rate of increase in GRPs for non-PDFA ads	<p>Campaign period to the intermediate period</p> <ul style="list-style-type: none">• 1.1 rate of increase for PDFA ads• 1.4 rate of increase for non-PDFA ads• 96.9% increase in PDFA GRPs from the pre-Campaign period to the intermediate period• 155.8% increase in non-PDFA GRPs from the pre-Campaign period to the intermediate period• 2.0 rate of increase in GRPs for PDFA ads• 2.0 rate of increase in GRPs for non-PDFA ads

5. LESSONS LEARNED

After completing two visits to each of the 12 target and 12 comparison sites, one at baseline and one shortly after the Office of National Drug Control Policy (ONDCP) National Youth Anti-Drug Media Campaign had been initiated, certain themes and issues repeatedly emerged. Although it is too soon to assess the overall success of the Media Campaign, it seems clear that recall of the ads is very high among youth, parents, and community representatives in the 12 sites targeted by the Media Campaign. It would be premature to make recommendations regarding the implementation of the next phase of the Media Campaign; however, the intermediate findings, presented in earlier sections of this Intermediate Report, do support the formulation of some valuable lessons. We have grouped them below in the form of “lessons learned.” These lessons can serve to inform subsequent activities and efforts undertaken by the Media Campaign.

5.1 LESSON 1: IMPROVING ANTI-DRUG MEDIA ADS

There was considerable agreement across sites and among communities, community representatives, youth, and parents about how to improve ads. Focus group participants and individuals who were interviewed agreed that ads need to be realistic, present the facts, and use local contact numbers for referrals. Other suggestions include the following:

- Ads should demonstrate the physical effects of drug use, including negative changes in physical appearance.
- Ads should show recognizable local (or at least regional) settings.
- Celebrities used in the ads should be local personalities.
- There should be more first-person testimonials, especially by youth peers.
- There should be more advice on how to improve parent-child communication about drugs.
- Ads should be age-appropriate, with younger and older children targeted with specific ads.
- Ads should be customized toward specific ethnic and income groups.
- In addition to targeting young children with certain ads, the Media Campaign should involve more young children.

These suggestions were made regularly by youth, parents, and community representatives living in cities and suburbs.

5.2 LESSON 2: THE PRECARIOUS SITUATION OF PARENTS

Parents were consistently described by youth and by themselves as a weak link in the effort to educate children about the dangers of drugs. Parents freely admitted their children know more than they do about the signs of drug use, what drugs look like, and the effects of using drugs. Youth commented on the fact that many parents are poor role models because they use drugs themselves or, in some cases, because they look the other way while their children use them. Future Media Campaign efforts should identify ways to address the following suggestions offered by parents, youth, and community representatives:

- Parents often are in denial about the extent and severity of youth drug problems. Parents need to understand that their own children experience the same pressures as their children's peers.
- Parents urgently need to know more about drugs, their risks, what they look like, and how youth gain access to them.
- Parents often lack credibility with youth, especially if the parents are present or former drug users. Parents need to know how to capture the trust of their children.
- Many "baby boom" parents tend to view marijuana (and often alcohol) use by adolescents as a rite of passage that need not be taken too seriously. Parents need to know about the dangers and risks of using the marijuana currently available (which may be far more potent than the marijuana available 20 to 30 years ago).

Parents often described the anti-drug ads they had seen as tools that helped them to communicate with their children about drugs.

5.3 LESSON 3: CONFOUNDING SOCIETAL AND CONTEXTUAL ISSUES

Target and comparison sites alike are "open systems" subject to a complex array of pressures and influences. Therefore, it is not surprising that the intermediate findings identified a number of factors that work against the potential success of the Media Campaign. The following are examples:

- Anti-drug ads are presented back-to-back with effective advertising for beer and tobacco. There is an abundance of beer and tobacco ads that anti-drug ads must compete with in reaching the target audience.
- The Internet, television shows, and song lyrics heard on the radio frequently promote drug use. Youth are bombarded daily with these negative messages.
- Mothers and fathers frequently work long hours outside the home, leaving their children free in the afterschool hours to watch television and be exposed to pro-drug messages.

- Now more than ever before, there is a pressing need for more high-quality before- and afterschool care. Youth in general, especially older, high school-age youth, seem greatly stressed and fatigued by their busy lives and responsibilities (e.g., involving homework, athletic teams, afterschool clubs, preparing college applications, spending time with friends, and other activities).
- Children seem to be using drugs at younger and younger ages than in the past (e.g., ages 8 through 12).

Future decisions about the design and implementation of the Media Campaign must be made within the context of these issues.

5.4 LESSON 4: RISKS OF PRESUMABLY PROTECTIVE “STRUCTURED” ACTIVITIES

Youth, particularly middle school and high school students, frequently described organized and supervised activities as opportunities to gain access to and use drugs. Youth cited the following examples:

- School dances, music concerts, and other extracurricular events are scenes of shootings or other drug-related violence.
- Students often commented on the fact that athletic competitions, whether on their own school campus or on another school’s grounds, offer an opportunity to buy drugs. Many youth noted that school athletes often “relax” after a game by drinking beer and using other drugs. They described the locker room as a frequent scene of drug deals.
- Youth frequently described organized activities as risky opportunities, but their parents generally were not aware that these activities expose their children to drug use.

These situations need to be addressed by new ads developed for the Media Campaign.

5.5 LESSON 5: SUBURBS IN JEOPARDY

Many respondents, including youth, parents, and community representatives, noted that the drug problem can no longer be characterized as an urban problem. It is pervasive in the suburbs and other communities across almost all of the sites visited for this evaluation. The following statements describe the nonurban drug problem:

- Some drugs, including designer drugs, cocaine, hallucinogens, methamphetamines, and prescription and nonprescription drugs, were described as being commonly used by youth in the suburbs.

- Nonurban youth reportedly travel to the city to buy their drugs and then return home to use them.
- Many younger nonurban youth reported that they obtain drugs from their older siblings and from college students who are home for the weekend or the summer.
- Parents of nonurban youth were described as not being savvy about their own children's use of drugs. Likewise, it is the nonurban parents who are more likely to be in denial when it comes to youth drug use in their communities.

Many nonurban parents commented on the new anti-drug ads they had seen and noted how helpful they had been in initiating conversations with their own children. These same parents are asking that more anti-drug messages be developed to educate them and help them communicate with their children. Parents also commented on the need to provide other programs, such as mentoring and parent education programs, that would support the Media Campaign's messages.

5.6 LESSON 6: EMBATTLED SCHOOLS

Schools are described as veritable "battle zones" where drugs are readily available to youth. The following examples illustrate some of the problems schools face:

- Youth across all communities said that "you can get any drugs that you want at the school."
- Drugs are available in neighborhoods, on walking routes to and from school, in school parking lots, on school buses, and in empty gymnasiums and other common areas.
- Students talked freely about security guards and other school personnel who are known to use drugs.
- Youth resent the fact that school athletes caught using drugs often are given a lighter penalty than other students.

Future media messages may be able to appeal to youth who must deal with these negative influences every day.

5.7 LESSON 7: MERITS OF THE MEDIA CAMPAIGN TO DATE

Several intermediate findings suggest some short-term successes of the Media Campaign to date, including the following:

- Although younger youth often laughed about some of the anti-drug ads, they did admit the ads captured their attention and that they learned something from them.

- Focus groups with middle school and high school students often served as opportunities for youth to discuss freely the drug problem in their community and to react candidly to the ads they had seen on television, heard on radio, or seen on billboards. Although the reaction was mixed among middle school students, many youth in this age bracket admitted they thought the ads would help some of them. They, along with high school students, agreed the ads would be most effective with children in elementary grades.
- Parents generally supported the messages of the ads and stated that the ads had made them face the reality of youth drug use in their own communities.

The Media Campaign ads are viewed as a step in the right direction because they help communities to focus their local prevention efforts.

5.8 CONCLUSION

In summary, in the first 3 months of its implementation, the Media Campaign has made its presence known. Youth, parents, and community representatives across the 12 target sites are very aware of the new television ads being aired, the frequency with which they are shown, and the new time slots in which they are seen. Older youth report some awareness of radio ads and billboard ads that are part of the Phase I Media Campaign. Parents and older youth remember the messages delivered by the Campaign ads and understand their warnings. Community representatives were supportive of the Media Campaign effort and described activities in their own communities to build on the momentum of the Media Campaign. Parents ask that future ads continue to provide them with information that will help them to guide their children away from the dangers associated with drug use. It is too soon to assess the Media Campaign's impact on changing attitudes and behavior. However, in the first 12 weeks after its implementation, the Phase I Campaign, launched in 12 target sites, has heightened youth and parent awareness of anti-drug messages.

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APPENDIX A: SUPPLEMENTAL INFORMATION ON METHODOLOGY

SELECTION OF TARGET AND COMPARISON SITES

The evaluation of Phase I of the ONDCP Youth Anti-Drug Media Campaign (the Media Campaign) involved 12 target sites and 12 comparison sites. The sites selected for the Campaign were metropolitan statistical areas (MSAs), as defined by the U.S. Census Bureau. An MSA is defined as a city with 50,000 or more inhabitants or an urban area of at least 50,000 inhabitants and a total metropolitan population of at least 100,000 (75,000 in New England). Target and comparison sites were classified as small, medium, or large on the basis of the size of the MSA so that sites could be paired according to population size. Small sites had populations of less than 200,000 people, medium sites had from 200,000 to 500,000, and large sites had 500,000 or more.

Target sites and comparison sites were selected and matched as described in Chapter 2. Although the site-specific data included in Chapter 4 indicate that target-comparison pairs were not always highly congruent on all demographic variables, the comparison sites were reasonable well matched for the purpose of understanding change in communities that were exposed to the Media Campaign intervention. The only predetermined difference between the target and comparison sites was presumed to be the presence or absence of paid anti-drug advertisements.

Pairing of sites was based mainly on the size of each site's MSA and predominant ethnic group. The percentages reported in Chapter 2 for ethnic categories in the sites refer to the specific ethnic group population for whom the target and comparison sites were matched. In sites such as Boise, Sioux City, and Portland, there was no significant representation of any ethnic groups; thus, percentages are reported for the white population.

In the analysis for the Phase I final report, some comparison sites will have to serve as controls for more than one target site to compensate for the three comparison sites that were dropped from the in-school survey study. The pre-post findings from the quantitative research, while not presented in this report, will be available in the final report. Detailed methods regarding the collection and analysis of quantitative data will be covered in the final report as well.

Qualitative Data

Qualitative data were obtained from baseline and intermediate site visits to all communities. The data obtained were gathered through youth and parent focus groups in both urban and non-urban areas and key informant interviews with members of the community. As well, additional contextual information was collected through observations of community anti-drug activities and meetings. Prior to conducting the site visits, letters were mailed from ONDCP to the

Community Anti-Drug Coalitions of America (CADCA) representative (if there was one) in each of the target and comparison sites and to the State Prevention Coordinators. The purpose of these letters was to ask for cooperation with the study and to explain the purpose of the visit so that community members would have a better understanding of why ONDCP was collecting data in their community. Exhibit A-1 is a copy of the letter that was sent to local communities.

The guidelines used by site visitors to identify key informants when planning and scheduling site visits relied heavily on input from the CADCA representative and the State Prevention Coordinator. Site visitors conducted research on each of the local communities before scheduling the visit or making initial contact with local representatives. The local Chamber of Commerce and the Internet were key sources of information for learning more about each community.

Field staff needed to be highly flexible in collecting data in both target and comparison sites. Sometimes visits could be scheduled only a few weeks before going on site, and coordinating several focus groups and key informant interviews during the same week was challenging. On at least four of the intermediate site visits, severe weather (including tornadoes) caused the focus group to be cancelled at the last minute. This required the site visitors to coordinate replacement focus groups while they were still on site.

Focus Groups

Site visitors conducted eight focus groups during each site visit. Four focus groups were conducted in the central city or urban area and four were conducted in non-urban areas. Site visitors worked with a local coordinator to recruit youth and parent participants for the focus groups. Youth focus groups consisted of elementary school (grades 4–6), middle school (grades 7–9), and high school (grades 10–12) students. An effort was made to keep the groups homogeneous with regard to age (e.g., not putting 7th graders and 9th graders in the same group). Coordinators from various community agencies (e.g., Boys and Girls Clubs, churches, and the YMCA or YWCA) were instrumental in helping to arrange the focus groups. They contacted youth about participating and sent information to their parents explaining the purpose of the focus groups. Youth were sometimes recruited from local schools with the understanding that a school would not be contacted if it was participating in the in-school survey component of the research (to avoid predisposing youth's responses). High school youth were offered a stipend of \$10 for their participation or a gift certificate valued at \$10; local coordinators made the determination of whether to provide cash or gift certificates. Parents who participated were offered a stipend of \$25. Local coordinators also were paid an honorarium for their time and effort in coordinating the focus groups. Refreshments were provided at all of the focus groups. Many of the youth focus groups were convened in the afternoon, when school was out. Parent focus groups were often held in the evening.

Communities differed on issues such as (1) where best to hold focus groups (e.g., Boys and Girls Club facilities, school buildings, or rented conference rooms); (2) whether passive parental permission was sufficient or active permission was

Exhibit A-1



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20503

October 22, 1997

[Director's Name]
[State Department of Alcohol
and Drug Programs' Address]

Dear [Director's Name]:

I am writing to ask for your cooperation in a project that can help us evaluate our progress in addressing drug use among youth. Earlier this year, we released the 1997 National Drug Control Strategy, which is a comprehensive plan for confronting drug abuse in the U.S. The first goal of the Strategy is to "Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco." We need your help to collect local data that can be used to track progress in reaching this critical goal.

We received your name from the National Association of State Alcohol and Drug Abuse Directors (NASADAD), as the lead prevention person in your state who can help us obtain a better understanding about local drug problems around the country so that we can devise appropriate policies to respond to those problems.

A representative of CSR, Incorporated, a private company under contract to the Office of National Drug Control Policy, will be contacting you to arrange a convenient time to meet with you and your colleagues about your perceptions and ideas, and the names of other critical people in the state who are involved with prevention programs at the local level.

Thank you for your help and for your contribution to the national drug abuse prevention effort.

Sincerely,

John T. Carnevale
Director
Office of Programs, Budget, Research
and Evaluation

cc: NASADAD

required for youth to participate; (3) what kind of form to use when active parental permission was necessary and how best to obtain parental permission; and (4) what type of gift certificates would be appropriate if gift certificates rather than cash stipends were provided to focus group youth.

During the process of organizing focus groups, the evaluation contractor provided background information about the focus groups to the local coordinator. Exhibit A-2 is a sample information letter for local contacts to use as a template. Exhibit A-3 provides a summary of information used to help individuals and agencies who were organizing the focus groups.

Most procedures for organizing focus groups were consistent across sites to ensure comparability between sites and to avoid bias in the followup data. For example, each focus group included 8–10 participants; different participants were selected for the initial focus group and for each followup group; focus group youth and parents were not drawn from those participating in the survey component to avoid data contamination; developmental issues were taken into account when scheduling youth focus groups (e.g., 4th–6th grade focus groups generally did not include both boys and girls in the same group); and stipends were provided to each parent and high school student who participated.

Interviews With Key Informants

Key informant interviews were conducted in each of the sites to identify important contextual information that might affect the impact evaluation and to obtain information on local community members' response to the Media Campaign. Site team members interviewed the key individuals who were identified during the initial site visit preparation as being knowledgeable about the community's drug problems, about local programs and initiatives for combating the problems, and about other contextual information that might affect the impact evaluation (e.g., knowing about any major drug-related local events or news). Additional informants were identified through the local contacts that site visitors established. Site visitors were given preliminary information regarding ONDCP paid ads that were being run in the target sites so they would understand what the informants meant when they mentioned seeing a particular PDFA ad.

The goals of the key informant interviews were to expand on and confirm information that will be available from survey results at the completion of the Campaign; to corroborate information gathered from focus groups; to explore themes that emerged through discussions with other community members; to obtain community leaders' responses to the Campaign ads and their content (i.e., to determine if the prevention community viewed the Campaign as supportive of their local efforts or if the Campaign provided any early opportunities for sites to bolster existing programs); to learn about media informants' responses to the Campaign and the factors that influenced their decisions to run specific ads; and to obtain information on any changes in contextual conditions that would explain changes in youth's and parents' perceptions and attitudes.

Exhibit A-2
Sample Informational Letter to Parents
(To Be Sent by Agencies Organizing Youth Focus Groups)

Potomac Cliffs Community Center
Hagerstown, MD

March 9, 1998

Dear Parents:

We at the Potomac Cliffs Community Center are cooperating with a study being conducted for the White House Office of National Drug Control Policy. The purpose of the study is to learn what efforts are being made at the local level to prevent drug abuse among our children and teenagers.

Representatives from CSR, Incorporated, a research company in Washington, D.C., will be in our town soon and will be meeting with groups of children and teenagers at our center. The researchers will be talking with the groups to find out what they know about drugs, where they learn about a drugs, and in general, how they feel about drug use. They will not ask about personal experiences with drugs, and they will not use anyone's name in their study. We anticipate the discussions will last about 45 minutes to an hour.

Potomac Cliffs is very supportive of this effort because we believe that all of us must do our part to help combat the drug problems that face our communities and to assist researchers and policy makers in developing helpful prevention strategies for youth. If you have any questions about this activity, please contact me. I will be happy to pass your questions on to the researchers to have them answered before the group meeting.

Sincerely yours,

[Name of Contact]
Director

Exhibit A-3
CSR, INCORPORATED
FOCUS GROUP FACT SHEET

- **WHO** 9 focus groups will be held in your city involving 4th–6th graders, 7th–9th graders, 10th–12th graders, parents of children age 18 and younger, and youth influencers. Participants should not have been members of focus groups conducted by CSR in December 1997 or January, March, or April 1998.
- **SIZE** Focus groups will usually involve 6–8 participants (males and females) plus a CSR moderator and notetaker. Parent groups should have 6–8 parents representing different households.
- **TOPIC** CSR seeks input on perceptions of drug use and anti-drug advertising.
- **CONFIDENTIALITY** CSR assures each participant's confidentiality; only first names will be used.
- **REFRESHMENTS** CSR will provide complimentary food (e.g., pizza or sandwiches) and beverages at all focus group meetings.
- **LOCATION** CSR prefers to use public sites such as a school, community center, or library.
- **ROOM** Each focus group will require a quiet, adequately sized room with desks and chairs, or, preferably, a large central table with chairs. Participants will be provided with name tents or tags that identify *first name only*.
- **HOW LONG** Focus groups will last approximately one hour.
- **TIME OF DAY** Afternoons (e.g., after school) will probably be the most convenient time to meet with youth. Only parents or older teens should be scheduled for early evening hours. CSR will try to conduct *two focus groups in a row* rather than just a single focus group.
- **TAPE-RECORDED** Focus groups will be tape-recorded to accurately document participants' views.
- **AUTHORIZATION** CSR requires the approval of a director or someone who serves in the role of a *guardian* while the children and youth are at the organization. This person will need to consent to youth's participation in the focus groups. CSR has prepared an information letter for parents that explains the purpose of the focus groups in case they have any questions.
- **INCENTIVE** Each high school student will receive an incentive of a gift certificate valued at \$10. Parent participants will receive a cash incentive of \$25. If two parents from the same household participate, only one parent per household may receive a stipend. Incentives will be provided at the end of the focus group. (If prearranged, such incentives can be paid to the sponsoring organization rather than to the individual participants.)

Media Tracking

The procedures for monitoring and tracking exposure to anti-drug messages in the target and comparison sites involved systematically collecting data on television-aired PSAs and print media anti-drug coverage in editorials and news articles. Media monitoring included network affiliates for the three major national television networks (ABC, CBS, and NBC), WBN (Time-Warner national cable), CNN, FOX, UNIVISION (including Spanish-language programming), TBS, UPN, IND, and TELEMUNDO (Spanish cable). Electronic monitoring was available in all sites except Boise, Sioux City, Tucson, Eugene, and Duluth. Specific details regarding the monitoring and tracking activities are discussed in Chapter 2.

Data Collection Instruments and Procedures

This section includes a summary of the data collection instruments and procedures used to gather qualitative information for this report.

Key Informant Discussion Guides

Semistructured discussion guides were used to structure the interviews with key informants. The guides were open-ended to allow for additional probes to be included in the questioning. Interviews generally were scheduled prior to the site visit, although some interviews took place during the week of the site visit. Key informant interviews typically lasted 30–60 minutes and usually took place at the interviewee's place of employment, although some interviews were done at a neutral site (such as a restaurant) or over the telephone. Interviews were not tape-recorded but were documented through careful notetaking by the interviewer. Site visitors obtained useful documents or reports whenever possible at the time of the interview.

Interview notes were reviewed at the end of each day to clarify the responses noted and to add any other notes the interviewer was unable to write down during the interview. This early review of interview notes helped ensure the accuracy of the information recorded prior to the more intensive data analysis that followed.

Exhibit A-4 is the key informant discussion guide.

Focus Group Questions

Separate focus group questions were developed for elementary school students, parents, and older youth (middle school and high school students). The Campaign focus groups consisted of elementary school students (grades 4–6), middle or junior high school students (grades 7–9), high school students (grades 10–12), or parents. Each baseline and intermediate site visit typically involved eight focus groups, including two each from each of these four participant categories. Furthermore, within each participant category, urban and non-urban focus groups were identified. Focus groups were often conducted under the auspices of Boys and Girls Clubs, churches, and YMCAs and YWCAs.

Exhibit A-4

Key Informant Discussion Guide

Local Drug Context

1. Based on your perception, how big a problem is drug use and abuse among children and youth in this community?
2. What drugs are most commonly used by young people?
3. What differences are there in drug use (by age, ethnicity, neighborhoods)?
4. How easy is it for young people to obtain drugs (by elementary school, middle school, and high school ages)?
5. What kinds of community events have occurred recently that have been related to drug use among youth?
6. Do you perceive any of these community events to have influenced awareness or attitudes toward drugs in this community?
7. [For law enforcement officials] What variations are there in neighborhoods (for arrest rate for juvenile possession of drugs; for trafficking)? How do you account for the differences?
8. [For public health officials] What is the frequency of drug-related emergency room admissions for juveniles? What is the frequency of drug treatment admissions for juveniles? What health effects have you been seeing in this community that seem to be frequently drug-related (e.g., STDs, physical abuse)?

Awareness and Attitudes

1. Thinking about the parents you deal with, what is your perception of their awareness of a drug problem in this community?
2. What is your perception of their attitude regarding the use of drugs (by adults, teenagers, children)?
3. What is your perception of their involvement in drug prevention efforts?
4. Thinking about the young people you deal with, how do you think they learn about the risks and dangers of using drugs?
5. What are their attitudes about the risks and dangers of using drugs?
6. Do attitudes about drugs vary (by age, ethnicity, neighborhood)?
7. What is your perception of why young people are using drugs? Do you think youth in this community are any different from young people elsewhere?

Drug Abuse Prevention Efforts

1. What are the leading drug abuse prevention efforts for young people in this community?
2. What Federal, State or local programs are in place?
3. What school districtwide drug prevention programs are in place?
4. What is your perception of the impact that these prevention efforts have had?

Media Attention

1. Please describe any anti-drug ads you have seen in the last few months (on TV, on radio, in local newspapers or magazines).
2. Do you know who sponsored them?
3. What message did those ads convey to you (e.g., what drug was the ad focused on, what age group was the ad intended for)?
4. What, if anything, have you seen or heard that would indicate the ads have been shown frequently enough and at the appropriate time, by the appropriate outlet, to get people's attention?
5. What, if anything, have you seen or heard to indicate that those ads have made young people or parents more aware of the risks and dangers of drug use?
6. What do you think the community response to the ads has been? What response, if any, have you noticed among the people with whom you come into contact?
7. Do you think the ads have the potential to be effective in changing attitudes toward drugs? What changes do you think would need to be made to the ads to increase their potential effectiveness?

Other Contextual Conditions

1. Has anything happened locally in the past two months that you perceive might have affected the community's awareness of or attitudes toward drugs? [other than the ONDCP Media Campaign]
2. Are you aware of the Campaign sponsored by the Office of National Drug Control Policy? Please describe any efforts you or your organization have participated in that have supported or supplemented the activities of the ONDCP Media Campaign (e.g., poster contest, school assembly, public event).
3. Are you aware of any other local or regional efforts specifically designed to support or supplement the ONDCP Media Campaign? Who sponsored them? Where did they take place? When? With what target audience? How effective were they?

Questions for Media (Television, Newspapers)

1. Does this newspaper have a strategy for PSAs and paid advertisements related to underage drinking and use of tobacco products?
2. What response have you received to the Media Campaign ads from local businesses, governments, civic organizations, the public, or advertisers? Do you monitor the responses?
3. Since the ONDCP Media Campaign began, have other sponsors provided additional public service anti-drug ads?
4. Has this station identified any issues that are given special support or attention?
5. How do you decide what PSAs to broadcast and when?

Focus groups generally lasted 30–90 minutes and involved 6–10 participants, a moderator who ensured that all participants stayed on topic and participated, and a notetaker who was responsible for taking notes, setting up and operating the tape-recorder, creating a seating chart, and distributing refreshments and stipends. All focus group sessions were tape-recorded for later analysis (i.e., tapes were later used to generate written transcripts that were used in the data analysis to validate findings gleaned through analysis of focus group data summarized in site visit reports). Focus group questions are listed in Exhibit A-5.

Document Review

Documents such as newsletters, newspaper articles, analytic reports, and statistical summaries that were obtained during site visits typically came from key informants or were obtained from agencies or libraries. Such written and archival materials were either promptly reviewed and evaluated for relevance by site visitors or were categorized, filed, and cited in a succinct reference list for later analysis. Such analysis occurred continuously and at all different stages of the research process so that any preliminary insights would be helpful in interpreting the data and so that analysts would not be overwhelmed with the large volume of printed materials.

Observations

Site visits provided opportunities for staff to observe relevant community- or Campaign-related events and activities such as town hall meetings, speeches, ribbon-cutting ceremonies, and advertisement production. Observing such events complemented the evaluation contractor's primary activities of interviewing, conducting focus groups, and collecting archival and printed materials.

Preparation of Qualitative Database

The qualitative database consists of a combination of (1) electronic and hard-copy text files (i.e., baseline and intermediate site visit reports for all 24 sites as well as two focus group transcripts for each of the 24 sites); (2) audiotapes for the six focus groups conducted during each site visit that were not transcribed; (3) site visitors' field notes about their own observations as well information gleaned from archival and written materials including local records, police or government reports, town meeting minutes, hospital records, newspapers, community fliers or posters, billboards, and human services agency publications; (4) primary source archival materials (e.g., newspaper clippings and town meeting minutes); and (5) processed analytic files (code reports) from NUD*IST 4.0 software.

Another category of data are the coding runs (or reports) composed of text units (from multiple reports or transcripts) that are associated with a given coding category. Any one of these reports may contain dozens or hundreds of text units that were used for analyzing community processes at the sites. Such reports are used for the qualitative content analysis, for which text was organized according to a hierarchical code structure that included all major content and thematic areas.

Exhibit A-5

Focus Group Questions and Their Objective

Questions	Objective
1. Can you tell me a little about what young people your age do with their free time, such as after school or on weekends?	Gather grounded, local contextual information on how free time is structured and what youth do with their free time.
2. How many of you participate in activities like sports or hobbies or do things at your church, mosque, or synagogue? Which activities? How often and when do you do these things? Do you have afterschool or weekend jobs?	Gather information about whether organized activities such as sports or other groups offer protective factors. Learn about youth's direct participation in such activities.
3. What kinds of TV shows, radio stations, movies, videos, magazines, newspapers, and things on the Internet do young people your age pay attention to? Do they watch much TV? Which TV shows or actors are most popular? What music do you and your friends listen to?	Gather information about what young people watch/listen to, what messages they get from these media, and who in these media they identify with.
4. Do young people your age know much about illegal drugs? How do young people learn about drugs? From TV, school, peers, etc.? Do kids your age talk about drugs with their friends? Do teachers or parents talk much about drugs?	Learn about both the source(s) of their information and what kinds of things young people know.
5. Do you and your friends feel much stress in your lives? What causes this stress? How do you deal with stress? Do you know kids your age who deal with stress differently? How? Do you think that stress can lead to drug use?	Learn about the source/cause of the stress and what behaviors it seems to lead to.
6. Where do teenagers hang out? Do teens go to a lot of parties? Is there alcohol at parties? Are there ever drugs? Do young people your age think using illegal drugs could be dangerous? Do you think that the music young people listen to, or the TV shows or movies they watch, give teenagers the sense that drugs are cool?	Gather information about whether young people spend time in environments where they are likely to be exposed to drugs/pro-drug messages, and whether they are favorably disposed toward drug use.
7. Have you seen any anti-drug ads on TV? Have you heard any on the radio, or seen any ads in newspapers or magazines or on billboards, at bus stops, or on the Internet? What about on posters or bookcovers? Can you remember what the ads were about? Can you describe it (what happens)? What do you think the ad was trying to tell you?	Learn which ads have been seen and whether the content or message of the ad was understood.
8. Did any of the ads you saw change any of the ideas you have about drugs? Did any of them influence the way you think about drugs? How did the ads make you feel about drugs and drug use? Do you think there is anything in these ads that might make people your age think about changing their behavior regarding the use of drugs? Would they make you think twice before using drugs? Are kids at school or parents or teachers talking about the ads? What are they saying?	Gather information about whether the ads have changed participants' thinking about drugs and in what ways. Learn about the public response to the Campaign and local media messages.
9. [Recall different ads that participants mentioned]. How effective do you think these ads are? Do you think these ads could make a difference in what young people think about drugs or whether they decide to use them? If new advertisements were to be produced, in what ways would you make them different? What changes would you make in them?	Gather information about whether participants think the ads are influential as they currently exist or whether they think the ads could be improved and, if so, how.

Focus Group Transcripts

Upon completion of each site visit, tape-recordings of the focus groups were transcribed to obtain a verbatim record of the focus group discussion. The time spent transcribing was dependent upon such factors as (1) the quality of the tape and the clarity of the participants' voices; (2) the skill, experience, and typing speed of the transcriber; (3) distracting background noises on the tapes; (4) participants' use of slang or hard-to-understand accents; (5) the number of focus group participants (i.e., 5 different voices are easier to track than 12); and (6) whether the session was conducted in English or in Spanish.

The baseline transcripts included in the analysis of data for this report consisted of 24 focus group transcripts (two per site) from a group of 12 sites. Of the 24 transcripts analyzed, 12 were drawn from 6 of the target sites and 12 were drawn from 6 of the comparison sites. There were 7 parent groups, 7 high school groups, 6 middle school groups, and 4 elementary school groups.

Site Visit Reports

All reports were written to a standardized topical outline. Separate outlines were developed for the baseline and intermediate reports. Written reports and electronic reports then were used for analysis. Electronic copies of reports were prepared for NUD*IST software analysis by following specified formatting requirements (e.g., inserting headers, keeping lines to no more than 72 characters, and breaking paragraphs into text units).

Data Analysis

Because of the volume of data collected on site, it was imperative that staff conduct preliminary data analyses at the time of site visit. For example, during site visits, site visit team members met daily to discuss the day's proceedings, write or type up notes, and formulate tentative analyses or hypotheses. Such analysis was done promptly at the time of data collection when the field experience was still fresh.

As for focus groups, the moderator and notetaker spent 15–30 min. debriefing immediately after the conclusion of each focus group and (1) writing up preliminary analyses; (2) identifying key issues, notable quotations, first impressions, trends, patterns, or problems that occurred during the focus group; (3) noting nonverbal activity that occurred; (4) comparing/contrasting the focus group to previous focus groups; (5) noting unexpected or unanticipated findings; and (6) determining if any of the questions needed to be revised or eliminated. This manner of debriefing was essential for informing later interpretation of the focus group data.

In addition, portions of the qualitative database that included any identifiers were stripped of information that might jeopardize the confidentiality of community respondents such as key informants or focus group participants. For example, a

phrase such as “Detective John Smith, head of the Denver Police Department drug unit,” would be changed to “a Denver law enforcement official.”

Software

A qualitative analysis software package called NUD*IST (Version 4.0) was used to analyze data collected through site visits. NUD*IST (Non-Numerical Unstructured Data Indexing Searching and Theorizing) aids the process of sorting, aggregating, storing, and analyzing text data. Data were typed in Microsoft Word prior to being imported into NUD*IST.

An advantage of NUD*IST is that its nodes (i.e., code categories) can be referenced to specific texts or text units without having to do any laborious data entry (of codes) or cutting and pasting or time-consuming reaggregating of texts. Rather, NUD*IST accomplishes coding by simply referencing a particular node to a specific text unit.

Coding

The coding of qualitative data for the present report involved a series of steps which are summarized below.

Step 1: Create a logical, hierarchical code/node structure—A structure was developed that encompassed all of the major content and thematic areas for the data analysis (see Exhibit A-6, Node Structure for Analysis of Qualitative Text Data). Under this structure, each separate content or thematic area had its own unique, numbered place in the hierarchy. For example, “Explicit Anti-Drug Interventions” had the identifying number 3.2 and was a subset of “Community Drug Context,” which had the number 3. The purpose of this code structure was to create unique topical/thematic niches where text units from the analyzed documents (baseline focus group transcripts and baseline and intermediate site visit reports) were coded and aggregated.

Step 2: Define all codes/nodes—Definitions of all codes were developed so that all analysts would have the same understanding of the meaning of each code. This allowed for a consistent and standardized approach to interpreting the text documents.

Step 3: Make analytic assignments—Research analysts were assigned pairs of target and comparison sites along with the reports and transcripts from those sites. Analysts were not assigned to analyze data for sites where they had been site visitors to avoid introducing any bias into their analysis.

Step 4: Inter-coder reliability—All analysts were assigned the same series of nine pages—three pages from a baseline report, three from a baseline transcript, and three from an intermediate report. Each analyst was asked to use the Hierarchical Code Structure to code all relevant text. The analysts then met to compare coding results, discuss discrepancies, and find ways to improve the process.

Exhibit A-6

Node Structure for Analysis of Qualitative Text Data

FREE NODES (9)

Statistics

Gangs

Reasons for Drug Use

Accessibility of Drugs

Media Influences

Recommendations for Media Campaign

Community Resources

Mixed Messages about Drugs

Parental Roles

NUMBERED HIERARCHICAL NODES (177)

1. DATABASE STRUCTURE

1.1. Phase

1.1.1. Phase I

1.1.2. Phase II

1.1.3. Phase III

1.2. Study Time

1.2.1. T1-Baseline

1.2.2. T2-Intermediate

1.2.3. T3-Follow-up

1.3. Date of Data Collection

1.4. City Status

1.4.1. Target

1.4.2. Comparison

1.5. Focus Group Type

1.5.1. Urban

1.5.2. Non-urban-Rural

1.6. Focus Group Participants

1.6.1. Grades 4-6

1.6.2. Grades 7-9

1.6.3. Grades 10-12

1.6.4. Parents

1.7. City Size

1.7.1. Small

1.7.2. Medium

1.7.3. Large

1.8. City/Site

1.8.1. Albuquerque

1.8.2. Atlanta

1.8.3. Austin

1.8.4. Baltimore

1.8.5. Birmingham

1.8.6. Boise

1.8.7. Dallas

1.8.8. Denver

1.8.9. Duluth

1.8.10. Eugene

1.8.11. Harrisburg

1.8.12. Hartford

1.8.13. Houston

1.8.14. Memphis

1.8.15. Milwaukee

1.8.16. Nashville

1.8.17. Phoenix

1.8.18. Portland

1.8.19. Richmond

1.8.20. San Diego

1.8.21. Sioux City

1.8.22. Spokane

1.8.23. Tucson

1.8.24. Washington, DC

1.9. Key Informant Domains

1.9.1. Media (e.g., TV, radio, newspaper, other)

1.9.2. School Administrator

1.9.3. Drug Prevention

1.9.4. Drug Treatment

1.9.5. Law Enforcement

1.9.6. Government

1.9.7. Before/After School

1.9.8. Religious/Faith Community

1.9.9. Youth Leadership

1.9.10. Youth Influencer

1.9.11. Minority/Ethnic Group Leader

1.9.12. Youth Influencer

1.9.13. Minority/Ethnic Group Leader

1.9.14. Community/Civic Group Leader

1.9.15. Business

1.9.16. Health Care

2. COMMUNITY CHARACTERISTICS/MSA DEMOGRAPHICS

2.1. Population

2.2. Race

2.3. Ethnicity

2.4. Socioeconomic Status

2.5. Education

2.6. Crime

2.7. Drugs (use, access, types, events)

3. COMMUNITY DRUG CONTEXT

3.1. Local Media Efforts

3.1.1. TV

3.1.2. Radio

3.1.3. Billboard

3.1.4. Newspaper

3.1.5. Other

3.2. Explicit Anti-Drug Interventions

3.2.1. Coalition

3.2.2. Outreach (e.g., DARE)

3.2.3. Specialized School Program

3.2.4. Concurrent Drug Education Effort

3.2.5. Treatment Efforts

3.2.6. New Policy or Legislation

3.3. Implicit Anti-Drug Interventions

3.3.1. General School Environment

3.3.2. After-School Program

- 3.3.3. Social/Recreational
- 3.3.4. Organized Sports
- 3.3.5. Other "Protective Factors"
- 3.4. Perceived Drug Problems
 - 3.4.1. Drug Types (e.g., tobacco, alcohol, marijuana, heroin, crack, etc.)
 - 3.4.2. Drug-Related Social Effects (youth, parents)
- 3.5. Community on Drug Issues
 - 3.5.1. Knowledge/Awareness
 - 3.5.2. Attitudes
 - 3.5.3. Behavior/Action (e.g., forming task forces, growing activism)
- 3.6. Unanticipated or Confounding Local Events
 - 3.6.1. Contextual Conditions/Community Descriptors
 - 3.6.2. Public Forums
 - 3.6.3. School Events or Incidents (factors influencing ASW survey data)
 - 3.6.4. Drug-Related Death
 - 3.6.5. Police Action (e.g., drug arrest, bust, sting)
 - 3.6.6. Other
- 4. YOUTH DRUG INFORMATION: MESSAGES AND SOURCES**
 - 4.1. Anti-Drug Messages
 - 4.1.1. School (curriculum; staff; peers)
 - 4.1.2. Family (parents, siblings, other)
 - 4.1.3. Neighborhood Contacts (peers, older youth, adults)
 - 4.1.4. Media (e.g., TV, radio, print, internet, movies, videos)
 - 4.1.5. Baseline Mentions of Anti-Drug Ads
 - 4.2. Pro-Drug Messages
 - 4.2.1. School (curriculum; staff; peers)
 - 4.2.2. Family (parents, siblings, other)
 - 4.2.3. Neighborhood Contacts (peers, older youth, adults)
 - 4.2.4. Media (e.g., TV, radio, print, internet, movies, videos)
- 5. FINDINGS ON YOUTH AND DRUGS**
 - 5.1. Youth Out-of-School Activities
 - 5.1.1. Unsupervised/Unstructured ("Free Time," parties, "hanging out")
 - 5.1.2. Supervised/Structured ("Organized," scheduled events)
 - 5.2. Youth Self-Assessment
 - 5.2.1. Knowledge/Awareness
 - 5.2.2. Attitudes (about drug risks, norms/beliefs, etc.)
 - 5.2.3. Stress Levels (of H.S. students)
 - 5.2.4. Behavior/Action
 - 5.3. Parent Assessment of Youth
 - 5.3.1. Knowledge/Awareness
 - 5.3.2. Attitudes (about drug risks, norms/beliefs, etc.)
 - 5.3.3. Stress Levels (of H.S. students)
 - 5.3.4. Behavior/Action
 - 5.4. Parent Self-Assessment
 - 5.4.1. Role in Talking to Youth
 - 5.4.2. Media Use and Influences
 - 5.5. Unintended-Unanticipated Outcomes
- 6. ONDCP MEDIA INTERVENTION**
 - 6.1. Media
 - 6.1.1. TV (network, non-English language, cable)
 - 6.1.2. Radio
 - 6.1.3. Newspaper
 - 6.1.4. Billboard
 - 6.1.5. Internet
 - 6.1.6. Posters
 - 6.1.7. Book Covers
 - 6.1.8. Other
 - 6.2. Characteristics of TV Ads
 - 6.2.1. Type (paid, PSA, pro bono)
 - 6.2.2. Content
 - 6.2.3. Dosage (frequency, time of day or week)
- 7. FINDINGS ON ONDCP MEDIA CAMPAIGN**
 - 7.1. Data from Children/Youth
 - 7.1.1. Knowledge/Awareness of Ads (sponsor, message, time, frequency)
 - 7.1.2. Perceived Impact of Ads (classroom or home discussions)
 - 7.1.3. Perceived Effectiveness of Ads
 - 7.1.4. Critique of Ads/Recommendations for Change
 - 7.1.5. Culture Relevance/Credibility
 - 7.2. Data from Parents
 - 7.2.1. Knowledge/Awareness of Ads (sponsor, message, time, frequency)
 - 7.2.2. Perceived Impact of Ads
 - 7.2.3. Perceived Effectiveness of Ads
 - 7.2.4. Critique of Ads/Recommendations for Change
 - 7.2.5. Cultural Relevance/Credibility
 - 7.3. Data from Community Members (Key-Informants)
 - 7.3.1. Knowledge/Awareness of Ads
 - 7.3.2. Perceived Impact of Ads
 - 7.3.3. Perceived Effectiveness of Ads
 - 7.3.4. Critique of Ads/Recommendations for Change
 - 7.3.5. Cultural Relevance/Credibility
 - 7.4. Media Informants' Responses
 - 7.4.1. Responses to Ads Received from the Community
 - 7.4.2. Factors Influencing Types of Ads Chosen (content of ads)
 - 7.4.3. Other Community-Based Anti-Drug Activities Generated or Supported by the Media
 - 7.5. Unintended/ Unanticipated Outcomes
 - 7.6. Rollout Activities
- 8. ALTERNATIVE HYPOTHESES**

Step 5: Coding of hard copy— All site visit reports (24 baseline and 24 intermediate) and a sampling of focus group transcripts (24 baseline) were distributed to their respective analysts for coding. The team met twice a week to monitor the process. Analysts recorded on the hard copies (a) how too-long paragraphs should be broken up into shorter paragraphs (i.e., text units) and (b) how text units should be coded (e.g., the code number, such as “3.1.1,” was placed in the right-hand margin adjacent to the relevant text unit). Single text units could be assigned more than one code, if applicable. Group meetings allowed discussions of which text units were being assigned multiple codes and which codes were most relevant.

Step 6: Transferral of coding to NUD*IST files— After all site visit reports and transcript files were imported into NUD*IST, three analysts were assigned the task of accessing NUD*IST and coding text units with the appropriate code(s) included in the node structure. Exhibit A-7 provides a summary of the number of documents and text units that were coded to various nodes.

Step 7: Generating code reports— Once the process of coding text units was completed, coding reports were generated. These reports consisted of aggregated collections of all the text units from all reports and transcripts that had been coded at a particular node. These reports—from 2 to 40 pages long—were printed out and served as the principal database for analysis.

Step 8: Content analysis/writing— Analysts were assigned to write different sections of the intermediate report, and each section was tied specifically to certain codes that comprised the node structure. Unique code reports (and often times several different code reports) were used for writing each of the report Sections. Thus, analysis of the contents of one or more code reports generated the narrative that formed a specific section of the intermediate report. Analysts reviewed the content analysis of each of the major sections and provided feedback on conclusions drawn from the data.

Exhibit A-7
Summary of the Number of Documents and Text Units
Coded to Various Nodes

NODE	BASELINE REPORTS		BASELINE TRANSCRIPTS		INTERMEDIATE REPORTS	
	# Documents	# Text Units	# Documents	# Text Units	# Documents	# Text Units
Stats	18	107	0	0	1	1
Gangs	3	11	2	38	1	1
Reasons	19	59	11	221	7	11
Accessib	12	38	5	47	4	6
Med Infl	14	88	14	736	3	4
Recomm	13	76	9	203	3	14
Comm Res	11	35	8	149	7	12
Mixed Mes	3	15	1	6	1	2
Par Role	4	13	6	53	4	7
2.7	5	46	1	6	0	0
3.1	11	21	0	0	12	32
3.1.1	8	16	1	5	11	62
3.1.2	4	4	0	0	7	24
3.1.3	3	3	0	0	3	7
3.1.4	2	2	0	0	8	12
3.1.5	2	2	0	0	5	10
3.2	13	58	0	0	18	54
3.2.1	16	39	0	0	10	29
3.2.2	13	42	1	1	14	27
3.2.3	11	43	0	0	19	66
3.2.4	8	17	0	0	5	9
3.2.5	11	15	0	0	7	18
3.2.6	4	10	0	0	6	11
3.3	10	33	1	4	10	26
3.3.1	4	7	0	0	4	22
3.3.2	6	15	0	0	7	14
3.3.3	6	11	0	0	3	7
3.3.4	1	1	0	0	0	0
3.3.5	6	18	0	0	5	11
3.4	9	25	0	0	2	2
3.4.1	24	173	0	0	6	10
3.4.2	21	113	0	0	7	18
3.5	9	29	0	0	2	2
3.5.1	22	89	0	0	12	17
3.5.2	24	124	0	0	13	22
3.5.3	17	54	3	14	6	14
3.6	1	1	1	2	6	7
3.6.1	13	52	2	128	13	132
3.6.2	0	0	0	0	2	5
3.6.3	2	8	0	0	5	5
3.6.4	5	15	1	1	16	19
3.6.5	2	2	1	15	17	23
3.6.6	3	9	0	0	9	26

Testing the Anti-Drug Message (Report No. 1)

NODE	BASELINE REPORTS		BASELINE TRANSCRIPTS		INTERMEDIATE REPORTS	
	# Documents	# Text Units	# Documents	# Text Units	# Documents	# Text Units
4	9	26	7	54	2	3
4.1	10	31	8	140	0	0
4.1.1	19	101	19	277	8	16
4.1.2	20	79	17	291	3	7
4.1.3	18	32	6	70	2	3
4.1.4	22	135	17	331	15	18
4.1.5	21	110	13	262	1	3
4.2	5	6	2	5	2	2
4.2.1	14	26	5	42	1	1
4.2.2	19	48	9	43	10	16
4.2.3	13	51	8	47	4	8
4.2.4	22	73	9	95	10	18
5.1	4	20	3	27	1	2
5.1.1	24	154	22	1218	8	19
5.1.2	24	197	21	841	3	5
5.2	2	2	1	2	2	2
5.2.1	20	107	16	294	19	76
5.2.2	18	62	14	239	22	63
5.2.3	23	47	7	316	0	0
5.2.4	18	86	15	258	18	34
5.3	6	12	1	17	5	7
5.3.1	19	54	6	51	10	17
5.3.2	12	19	4	56	11	16
5.3.3	18	34	5	199	0	0
5.3.4	15	29	7	190	12	16
5.4	5	11	4	151	6	6
5.4.1	13	34	7	260	7	14
5.4.2	13	24	4	86	3	7
5.5	3	3	0	0	1	1
7	1	1	0	0	3	5
7.1	0	0	0	0	2	3
7.1.1	3	16	3	22	23	196
7.1.2	3	7	2	16	21	75
7.1.3	6	28	1	19	21	119
7.1.4	4	11	2	23	22	158
7.1.5	1	2	0	0	12	24
7.2.1	1	2	1	1	22	61
7.2.2	1	5	1	1	18	37
7.2.3	5	10	0	0	19	34
7.2.4	3	3	1	1	17	46
7.2.5	0	0	0	0	13	21
7.3	0	0	0	0	4	5
7.3.1	4	6	0	0	22	356
7.3.2	2	3	0	0	19	62
7.3.3	3	9	0	0	17	61
7.3.4	4	14	0	0	21	108
7.3.5	1	1	0	0	15	42

Appendix A: Supplemental Information on Methodology

NODE	BASELINE REPORTS		BASELINE TRANSCRIPTS		INTERMEDIATE REPORTS	
	# Documents	# Text Units	# Documents	# Text Units	# Documents	# Text Units
7.4	0	0	0	0	10	56
7.4.1	0	0	0	0	24	79
7.4.2	0	0	0	0	24	216
7.4.3	0	0	0	0	17	87
7.5	2	2	0	0	5	7
7.6	0	0	0	0	10	28



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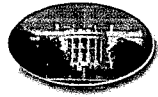
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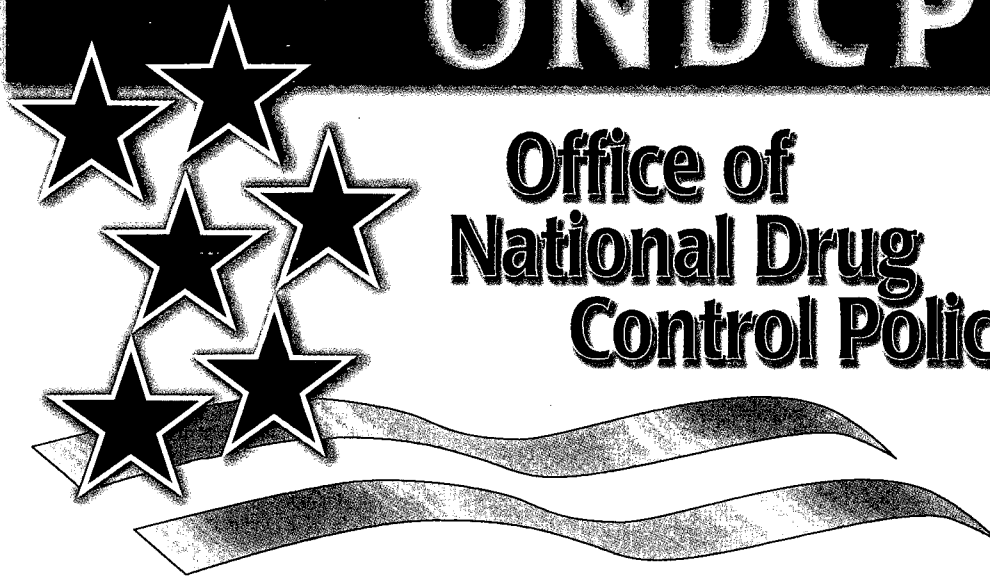
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