

**NEW MEXICO
HIGHWAY SAFETY and
PERFORMANCE PLAN 2000 - 2005**

**NM State Highway & Transportation Department
Transportation Programs Division
Traffic Safety Bureau**

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STATE CERTIFICATION AND ASSURANCES

Failure to comply with applicable Federal statutes, regulations and directives may subject state officials to civil or criminal penalties and/or place the state in a high-risk grantee status in accordance with 49 Code of Federal Regulations (CFR) §18.12.

Each fiscal year the State will sign this certification and assurance statement that the State complies with all applicable Federal statutes, regulations, and directives in effect with respect to the periods for which it receives grant funding. Applicable provisions include the following:

- ◆ 23 USC Chapter 4 - Highway Safety Act of 1966
- ◆ 49 CFR Part 18 - Uniform Administration Requirements for Grants and Cooperative Agreements to State and Local Governments
- ◆ 49 CFR Part 19 - Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and Other Nonprofit Organizations
- ◆ CFR Chapter II - NHTSA & FHWA Procedures and General Provisions for State Highway Safety Programs
- ◆ 45 CFR Part 74 - Appendix E - Principles for Determining Costs Applicable to Research and Development Under Grants and Contracts with Hospitals
- ◆ OMB Circular A-87 - Cost Principles for State, local and Indian Tribal Governments
- ◆ OMB Circular A-21 Cost Principles for Educational Institutions
- ◆ OMB Circular A-122 - Cost Principles for Nonprofit Organizations
- ◆ OMB Circular A-133 - Audits of States, Local Governments and Nonprofit Organizations
- ◆ NHTSA Order 462-6C - Matching Rates for State and Community Highway Safety Programs
- ◆ Highway Safety Grant Funding Policy for NHTSA/FHWA Field-Administered Grants (Effective 7/14/95)

Certification Statements

The Governor is responsible for the administration of the State highway safety program through a State highway safety agency that has adequate powers and is suitably equipped and organized (as evidenced by appropriate oversight procedures governing such areas as procurement, financial administration, and the use, management, and disposition of equipment) to carry out the program in compliance with 23 USC 402(b) (1) (B);

The political subdivisions of this State are authorized, as part of the State highway safety program, to carry out within their jurisdictions local highway safety programs that have been approved by the Governor and are in accordance with the uniform guidelines promulgated by the Secretary of Transportation in compliance with 23 USC 402(b) (1) (B);

At least 40 percent of all Federal funds apportioned to this State under 23 USC 402 for this fiscal year will be expended by or for the benefit of the political subdivision of the State in carrying out local highway safety programs authorized in accordance with 23 USC 402(b) (1) (C), unless this requirement is waived by the Secretary of Transportation;

This State's highway safety program provides adequate and reasonable access for the safe and convenient movement of physically handicapped persons, including those in wheelchairs, across curbs constructed or replaced on or after July 1, 1976, at all pedestrian crosswalks in compliance with 23 USC 402(b) (1) (D);

This State's highway safety program provides for programs to encourage the use of safety belts by drivers of, and passengers in, motor vehicles, in compliance with 23 USC 402(b)(1)(E).

Cash drawdowns will be initiated only when actually needed for disbursement, cash disbursements and balances will be reported in a timely manner as required by NHTSA, and the same standards of timing and amount, including the reporting of cash disbursement and balances, will be imposed upon any secondary recipient organizations in accordance with 49 CFR 18.20, 18.21, and 18.40 (failure to adhere to these provisions may result in the termination of advance financing);

Arrangements have been made for the financial and compliance audit required by the Single Audit Act of 1984 (OMB Circular A-128), which is to be conducted within the prescribed audit reporting cycle (failure to furnish an acceptable audit, as determined by the cognizant Federal agency, may result in denial or require return of Federal funds);

The State has submitted appropriate documentation for review to the single point of contact designated by the Governor to review Federal programs, as required by Executive Order 12372 (Intergovernmental Review of Federal Programs);

Equipment acquired under this agreement for use in highway safety program areas shall be used and kept in operation for highway safety purposes by the State; or the State, by formal agreement with appropriate officials of a political subdivision or State agency, shall cause such equipment to be used and kept in operation for highway safety purposes;

Each recipient of Section 402 funds has a financial management system that complies with the minimum requirements of 49 CFR Part 18.20;

Each recipient of Section 402 funds will comply with all applicable State procurement procedures;

The State is funding programs that are within the NHTSA/FHWA National Priority program areas;

The State highway safety agency will comply with Title VI of the Civil Rights Act of 1964 and Section 504 of the Rehabilitation Act of 1973, as amended, as implemented by 49 CFR Parts 21 and 27, to ensure that no person in the United States shall, on the grounds of race, color, national origin, or handicap, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under this program.

The Drug-free Workplace Act of 1988 (49 CFR Part 29 Sub-part F)

The State will provide a drug-free workplace by:

- a) Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
- b) Establishing a drug-free awareness program to inform employees about:
 1. The dangers of drug abuse in the workplace.
 2. The grantee's policy of maintaining a drug-free workplace.
 3. Any available drug counseling, rehabilitation, and employee assistance programs.
 4. The penalties that may be imposed upon employees for drug violations occurring in the workplace.
- c) Making it a requirement that each employee engaged in the performance of the grant be given a copy of the statement required by paragraph (a).
- d) Notifying the employee in the statement required by paragraph (a) that, as a condition of employment under the grant, the employee will:
 1. Abide by the terms of the statement.
 2. Notify the employer of any criminal drug statute conviction for a violation occurring in the workplace no later than five days after such conviction.
- e) Notifying the agency within ten days after receiving notice under subparagraph (d) (2) from an employee or otherwise receiving actual notice of such conviction.
- f) Taking one of the following actions, within 30 days of receiving notice under subparagraph (d) (2), with respect to any employee who is so convicted:
 1. Taking appropriate personnel action against such an employee, up to and including termination.
 2. Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency.

- g) Making a good faith effort to continue to maintain a drug-free workplace through implementation of the paragraphs (a), (b), (c), (d), (e), and (f) above.

Buy America Act

The State will comply with the provisions of the Buy America Act (23 USC 101 Note) which contains the following requirements:

Only steel, iron and manufactured items produced in the United States may be purchased with Federal funds unless the State can show that such domestic purchases would be inconsistent with the public interest; that such materials are not reasonably available and are of an unsatisfactory quality; or that inclusion of domestic materials will increase the cost of the overall project contract by more than 25 percent. Clear justification for the purchase of non-domestic items must be in the form of a waiver request submitted to and approved by the Secretary of Transportation.

Certification Regarding Lobbying

Certification for Contracts, Grants, Loans, and Cooperative Agreements

The undersigned certifies, to the best of his or her knowledge and belief, that:

- a) No Federal appropriated funds have been or will be paid to any person by, or on behalf of, the undersigned for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.
- b) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.
- c) The undersigned shall require that the language of this certification be included in the award documents for all sub-award at all tiers (including subcontracts, subgrants, and contracts under grant, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

This certification is a material representation of fact upon which reliance was placed when this

transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

Certification Regarding Debarment and Suspension

In accordance with the provisions of 49 CFR Part 29, the State agrees that it shall not knowingly enter into any agreement under its Highway Safety Plan with a person or entity that is barred, suspended, declared ineligible, or voluntarily excluded from participation in the Section 402 program, unless otherwise authorized by NHTSA. The State further agrees that it will include the following clause and accompanying instruction, without modification, in all lower tier covered transactions, as provided by 49 CFR Part 29, and in all solicitations for lower tier covered transactions.

Instructions for Certification

- a) By signing and submitting this proposal, the prospective lower tier participant is providing the certification set out below.
- b) The certification in this clause is a material representation of fact upon which reliance was placed when this transaction was entered into. If it is later determined that the prospective lower tier participant knowingly rendered an erroneous certification, in addition to other remedies available to the Federal government, the department or agency with which this transaction originated may pursue available remedies, including suspension or debarment.
- c) The prospective lower tier participant shall provide immediate written notice to the person to which this proposal is submitted if at any time the prospective lower tier participant learns that its certification was erroneous when submitted or has become erroneous by reason of changed circumstances.
- d) The terms -- "covered transaction," "debarred," "suspended," "ineligible," "lower tier covered transaction," "participant," "person," "primary covered transaction," "principal," "proposal," and "voluntarily excluded" -- as used in this clause, have their meanings set out in the Definition and Coverage sections of 49 CFR Part 29. You may contact the person to whom this proposal is submitted for assistance in obtaining a copy of those regulations.

- e) The prospective lower tier participant agrees by submitting this proposal that should the proposed covered transaction be entered into, it shall not knowingly enter into any lower tier covered transaction with a person who is debarred, suspended, declared ineligible, or voluntarily excluded from participation in this covered transaction, unless authorized by the department or agency with which this transaction originated.
- f) The prospective lower tier participant further agrees by submitting this proposal that it will include this clause titled “Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion -- Lower Tier Covered Transaction,” without modification, in all lower tier covered transactions and in all solicitations for lower tier covered transactions. (See below)
- g) A participant in a covered transaction may rely upon a certification of a prospective participant in a lower tier covered transaction that it is not debarred, suspended, ineligible, or voluntarily excluded from the covered transaction, unless it knows that the certification is erroneous. A participant may decide the method and frequency by which it determines the eligibility of its principals. Each participant may, but is not required to, check the Non-procurement List.
- h) Nothing contained in the foregoing shall be construed to require establishment of a system of records in order to render in good faith the certification required by this clause. The knowledge and information of a participant is not required to exceed that which is normally possessed by a prudent person in the ordinary course of business dealings.
- i) Except for transactions authorized under paragraph 5 of these instructions, if a participant in a covered transaction knowingly enters into a lower tier covered transaction with a person who is suspended, debarred, ineligible, or voluntarily excluded from participation in this transaction, in addition to other remedies available to the Federal government, the department or agency with which this transaction originated may pursue available remedies, including suspension and/or debarment.

Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion -- Lower Tier Covered Transactions:

- a) The prospective lower tier participant certifies, by submission of this proposal, that neither it nor its principals is presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from participation in this transaction by any Federal department or agency.
- b) Where the prospective lower tier participant is unable to certify to any of the statements in this certification, such prospective participants shall attach an explanation to this proposal.

Minority Business Enterprise Requirements

In accordance with the provisions of 49 CFR Part 23, the State agrees to abide by the following statements, and shall ensure that these statements are included in all subsequent agreements and/or contracts assisted by Section 402 funds:

It is the policy of the Department of Transportation that minority business enterprises, as defined in 49 CFR Part 23, shall have the maximum opportunity to participate in the performance of contracts financed in whole or in part with Federal funds under this agreement. Consequently, the MBE requirements of 49 CFR Part 23 apply to this agreement.

The recipient or its contractor agrees to ensure that minority business enterprises as defined in 49 CFR Part 23 have the maximum opportunity to participate in the performance of contracts and subcontracts financed in whole or in part with Federal funds provided under this agreement.

In this regard, all recipients or contractors shall take all necessary and reasonable steps in accordance with 49 CFR Part 23 to ensure that minority business enterprises have the maximum opportunity to compete for and perform contracts. Recipients and their contractors shall not discriminate on the basis of race, color, national origin, or sex in the award and performance of DOT-assisted contracts.

Environmental Impact

The Governor's Representative for Highway Safety has reviewed the State's Fiscal Year 1999 highway safety planning document and hereby declares that no significant environmental impact will result from implementing this highway safety plan. If, under a future revision, this Plan will be modified in such a manner that a project would be instituted that could affect environmental quality to the extent that a review and statement would be necessary, this office is prepared to take the action necessary to comply with the National Environmental Policy Act (42 USC 4321 et seq.).

Date

Virginia M. Jaramillo, Chief
Traffic Safety Bureau

Date

Pete K. Rahn, Secretary
State Highway and Transportation Department

PERFORMANCE PLAN

Purpose and Mission

The New Mexico Highway Safety Performance Plan describes the state's plan for using Federal Highway Safety Funds as authorized under the Transportation Equity Act for the 21st Century (TEA-21). It also incorporates plans and strategies developed for the NM State Highway and Transportation Department's COMPASS, and the various state-funded programs such as Traffic Safety Education and Enforcement, DWI Prevention and Education, Motorcycle Training, Drivers Improvement, and Community DWI. Based on detailed analyses of crash and other relevant traffic related data, as well as input from national, state and local traffic safety agencies, major traffic safety problem areas are identified, performance goals established, and objectives/strategies have been developed .

The plan's overall performance goal, as well as the mission of the Traffic Safety Bureau, is to continuously reduce traffic-related fatalities and injuries by developing and supporting a comprehensive, multiple strategy approach that includes prevention, education, screening and treatment, regulation, legislation, enforcement and deterrence initiatives.

The Traffic Safety Bureau (TSB) strives to accomplish this mission by identifying traffic safety problems and enabling State and community leaders to develop effective activities and programs to address them.

New Mexico follows the performance-based 402 process as designated by the National Highway Traffic Safety Administration (NHTSA) and the Federal Highway Administration (FHWA). This process entails submitting a performance plan that describes the processes used to identify New Mexico's highway safety problems, establish its performance goals, and develop the projects contained in its plan. Critical problem areas have been identified, and performance goals developed to address those problems. Administrative and capacity building goals have been identified to improve the state's ability to address traffic safety issues in the broadest and most comprehensive manner possible. Measurement tools are discussed and data sources listed. This report includes the *Highway Safety Program Cost Summary*, HS Form 217, which can be found on page 28.

The performance goals, as well as the administrative and capacity building goals identified in the Performance Plan are discussed in greater detail in the Highway Safety Plan, which presents an overview of each problem area and describes the strategies devised to solve those problems.

Since the New Mexico Highway Safety Performance Plan utilizes the strategic directions provided in TEA-21 for highway safety funding, the Traffic Safety Bureau will apply for base and discretionary incentive grants as eligible, once rules and regulations are promulgated.

The New Mexico Highway Safety Performance Plan presents an overview of New Mexico's traffic safety problems and the processes used to identify those issues. Included is a historical overview of traffic safety in New Mexico, a description of goals for the Years 2000 through 2005, the strategies for attaining these goals, and the methods that will be used to determine success.

Traffic Safety in New Mexico Historical Overview

New Mexico's traffic safety program began during the 1940's. In response to the state's high rate of traffic-related injuries and deaths, New Mexico was one of the first states to adopt per se laws, administrative license revocation, primary safety belts laws for children and adults, and an open container law. Its DWI laws are some of the toughest and most comprehensive in the country. Special traffic enforcement programs have been initiated for DWI, occupant protection, child restraint usage, underage drinking, speed, and aggressive driving.

Collaboration among state and local agencies has increased dramatically since 1993. A Governor's Cabinet Council on DWI Reduction was established in the fall of 1995, and provides overall guidance and direction to cabinet level agencies involved in DWI, as well as develops annual legislative agendas. The Federal Highway Administration (FHWA) is working collaboratively with the Traffic Safety Bureau and is seeking to become a more active traffic safety partner in New Mexico. Several state agencies -- including the Traffic Safety Bureau (TSB), Department of Health (DOH), Children, Youth and Family, (CYFD), Department of Public Safety (DPS), and the Local Government Division (LGD) of the Department of Finance and Administration (DFA) provide coordinated efforts through the DWI Interagency Work Group.

In 1990, New Mexico enacted legislation to attach a traffic safety fee of \$3.00 to each traffic citation and since 1991, all convicted DWI offenders are required to pay a \$75 conviction fee, which is used to fund the Community DWI Program.

Dramatic reforms in New Mexico's DWI laws occurred during the 1993 legislature, which enacted a .08 per se law for adults, a .02 per se law for juveniles (zero tolerance), and increased penalties for DWI, including mandatory alcohol screening. Alcohol server training was mandated and driver's education required in all secondary schools and for newly licensed drivers. In 1993, the Traffic Safety Bureau initiated Operation DWI, a statewide checkpoint program that now includes saturation patrols. Funds from an increase in the state alcohol excise tax were used to establish a local DWI grant program of \$5 million. Funding was also appropriated for court record automation and other DWI prevention efforts.

The 1997 legislative session resulted in mandatory fingerprinting for all persons arrested for DWI. It also increased the DWI lab fee from \$35.00 to \$65.00. The Local DWI grant fund saw an increase from \$5 million to \$10 million in July 1998. A 1998 Special Legislative session resulted in a statewide ban on drive-up liquor windows, effective August 3, 1998.

During the 1999 Legislative session, several laws were amended and/or enacted which will affect traffic safety in New Mexico. Most notably, and discussed in greater detail within the Highway Safety Plan, are laws relating to use of ignition interlock devices and Graduated Driver's Licensing.

The Traffic Safety Bureau works extensively with local communities and law enforcement agencies through its Community DWI, Safe Communities, Operation Buckle Down, Operation DWI, Selective Traffic Enforcement, Police Traffic Services, DWI, Drivers Education, and Driver's Improvement programs. Other state agencies involved in traffic safety include:

A. Department of Health

1. Injury Prevention and Emergency Medical Services Bureau (IPEMS) which targets DWI as well as child traffic safety issues. Injury prevention, including motor vehicle crashes, is a major concern of this Bureau. DOH funds a statewide child safety seat program for newborns, the only program in the nation using matching federal dollars for child safety seats, and oversees the New Mexico SAFE KIDS Coalitions. Both of these DOH efforts were expanded in 1999. The IPEMS Bureau funds state as well as regional prevention coordinators.
2. Office of Epidemiology has two units that address DWI -- the Injury and Substance Abuse Units are involved in DWI prevention and treatment.

B. Department of Finance and Administration's Local Government Division oversees the Local DWI Grant Program.

C. Administrative Office of the Courts (AOC) has become a key player in the DWI arena, and is assisting in bringing the judiciary in as full-participating partners. The AOC is conducting a "judicial performance review" of all courts under its jurisdictions over the next few years, beginning with Metro Court, located in Bernalillo County, the largest court in the state.

D. Children, Youth and Families Department (CYFD) and other members of the DWI Interagency Work Groups are working on a federal juvenile justice grant to reduce underage drinking.

E. Department of Public Safety, Investigations Bureau, and the Regulations and Licensing Department, Alcohol and Gaming Division, have become key players in the underage drinking initiative through expanded "stings" and investigations of licensees reported to be selling alcohol to minors and/or intoxicated persons.

In 1997, the emerging issue of road rage and aggressive driving resulted in a two-year project with the City of Albuquerque. In an effort to slow speeders on the urban interstate, and to address rising crime rates, the Albuquerque "Safe Streets" project was initiated using a mixture of state, federal and local funds. This well publicized effort involving selective traffic enforcement resulted in over 30,000 citations in three months, and a visible slowing of the speeds on the urban interstate. Little negative public reaction was experienced, and this approach seems to have excellent potential. The program has continued, and replication in other urban

centers in New Mexico began in 1999.

What results have been achieved by these efforts? During the past 20 years, traffic fatality rates have declined substantially, as have alcohol-involved traffic death rates. Crash injury rates have dropped, and more people are wearing seatbelts. Despite these improvements, New Mexico still has one of the highest traffic-related death and injury rates per population in the country. These problems are described in the following section.

Problem Identification Process

The procedures used to identify New Mexico's traffic safety problems and to set performance goals include:

A. Problem Identification--analysis of crash and other relevant traffic records data. To determine the causes of New Mexico's high traffic injury and death rate, crash data and other relevant health and economic data are analyzed in terms of time and day of crash, weather conditions, age, gender, and ethnicity of drivers and victims, road conditions, type and condition of vehicle, degree of driver impairment, unlawful or risk taking behavior, medical/disability outcomes, and costs of motor vehicle crashes. Motor vehicle laws are also examined and traffic safety policies reviewed for needed changes.

B. Review and assessment of the ability and willingness of state and local entities, especially law enforcement, to implement the strategies necessary to obtain the goals, and

C. The participation of state and local agencies in the development of the strategies. A broad spectrum of traffic safety agencies and advocates were asked for input and/or were involved in the review of the relevant data used in developing this plan, especially the effectiveness of current programs. Using the TEA-21 strategic directions as a guideline, TSB worked with the agencies listed below to assess New Mexico's strengths, gaps and needs in several traffic safety areas, and to develop plans, strategies and projects to address the gaps and needs.

The leaders, and some members, of these entities were asked to provide input and direction for the FY2000 activities, as well as overall traffic safety priorities and strategies for New Mexico. Groups that were asked to provide input for this plan include the following:

Traffic Safety Advisory Committee
UNM Division of Government Research
UNM Institute of Public Law
DOH Office of Epidemiology
Department of Public Safety
Children, Youth and Families Department
The DWI Interagency Work Group
The NM Law Enforcement Committee
UNM Pedestrian Safety Committee

NM SAFE KIDS Coalition
Safety Management Sys. Advisory Group
The Injury Surveillance Alliance

EMS Data Standards Steering Committee
DWI Process/Data Standards Committee
The Alcohol Issues Consortium
Child Fatality Review Team
DOH Injury Prevention and EMS Bureau
UNM Emergency Medicine Department
UNM-Continuing Ed./Community Serv.
DWI Resource Center
Motor Transportation Division

Motor Vehicle Division
Department of Education
Local DWI Program, DFA
Administrative Office of the Courts
Investigations Bureau, DPS
Regulations and Licensing Department
Alcohol and Gaming Division
Mother Against Drunk Driving
Federal Highway Administration, FHWA

Factors Identified. The contributing factors to New Mexico’s crashes have been analyzed to determine which are statistically significant. The factor most responsible for New Mexico’s severe traffic crash rate is *risk-taking behavior* on the part of the drivers. This is determined from the high percentage of traffic injuries and deaths resulting from failure to wear seatbelts, drinking and driving, excessive speed, and not using motorcycle helmets (See Table 1 to Table 3).

1. In terms of occupant deaths, 63 percent of those killed in 1998 were *not wearing seatbelts*. According to 1998 observational surveys, 83 percent of New Mexico motorists were “buckling up,” compared to only 27 percent in 1985.
2. *Excessive speed* was involved in 33 percent of fatal crashes.
3. *Alcohol involved drivers and pedestrians* were responsible for 188 (44%) of traffic deaths in 1998 (See Table 3b). Over 1.5 percent of New Mexico’s licensed drivers are arrested each year for DWI. Although high by national standards, this rate is low when compared to the scope of the problem. In 1998, there were 19,799 DWI arrests – which is 1.64% of licensed drivers. These arrests represent 18,723 individuals, of whom 18,640 appear to have NM driver’s licenses.
4. Although motorcycles comprise only 3.5 percent of the vehicles on the road, they were involved in 5 percent of all crash deaths. *Motorcyclists* are over-represented in fatal crashes, and of the 23 killed in 1998, 83 percent were *not wearing helmets*.

In short, most traffic injuries and deaths result from risk-taking behavior. Enforcement of traffic laws is hampered by shortfalls in staffing and resources. Social norms, socioeconomic factors, demographic characteristics, and road conditions also affect driving behavior, as indicated below:

- Social norms influence people’s use of alcohol and its availability. In many New Mexico communities, adults as well as teenagers easily obtain alcohol. Alcohol is sold at liquor stores, supermarkets, pharmacies, gas stations, convenience stores, and restaurants. In 1996, the Traffic Safety Bureau conducted an Underage Drinking Assessment, and continues to use this document as a planning guide for future underage drinking initiatives.
- Low family incomes and an “accommodating climate” result in a high average vehicle age.

Consequently, safety features such as air bags found in newer vehicles are slower to reach New Mexico highways.

- New Mexico has a population density of only 14.2 people per square mile. As a result, travel per road mile is comparatively low, as are highway improvement dollars. While road problems rarely cause crashes or fatalities, improvements such as broad shoulders, rumble strips, controlled access, guardrails, and frequent resurfacing can make them more forgiving of driver error. Inadequate funding for such improvements leaves New Mexicans with sub-standard roads that are subject to higher crash rates.

In terms of geography and population size, New Mexico is very similar to Utah. Utah, however, has a much lower crash rate. The primary difference is in the degree of high-risk behavior. In New Mexico, this is the primary cause of traffic deaths and injuries.

Groups at Risk. Motor vehicle crashes are a major cause of injury and death for all age groups, every ethnicity, and both sexes. Despite the “egalitarian nature” of this public health problem, some groups have much higher rates than others do. In New Mexico, those most at-risk are described below:

- Males are injured more than females in nearly every age range and transportation mode.
- Young adult (20-24) males die in crashes almost 50 percent more often than young adult females, while male teenagers (15-19) die twice as frequently as female teens.
- Young people, especially teenagers, are injured more frequently than older residents are. 12 percent of all drivers in crashes were young adult drivers although young adults comprised only 9 percent of New Mexico’s drivers.
- While New Mexicans in urban communities are more likely to be involved in a crash, rural residents are more at risk for injury and death. In 1998, 76 percent of the traffic fatalities were in rural areas. Rural citizens use safety belts at slightly lower rates and drive at higher speeds than their urban counterparts. Crashes involving overturned vehicles and collisions with pedestrians are also more common in rural areas.
- New Mexico children and teenagers have lower seatbelt use rates than adult drivers do. Observational surveys in thirteen New Mexico communities reveal that the average use rate for drivers is 83 percent, compared to an estimated 70 percent for children aged 5 to 11.

Analysis of Crash Data

Total Traffic Crashes. New Mexico's traffic fatality rates have declined for the last twenty years despite an increase in population, economic activity, and volume of traffic. In 1992, New Mexico ranked first in the nation for crash deaths per capita at 29.9, and by 1998 the rate had dropped to 24.4 (See Table 1). These declines correlate with increased safety belt usage.

Non-Alcohol-Related Crashes. In 1998, non-alcohol related traffic fatalities outnumbered alcohol related, falling from 271 in 1997 to 236 in 1998 (See Table 3d). Despite improvements, New Mexico's fatal crash rate (per 100,000 population) is still 56 percent higher than the national rate (21.5 vs. 13.7).

After experiencing a rise in 1997, traffic fatalities declined from 484 in 1997 to 424 in 1998 -- a 12 percent decrease (See Table 1 and Table 2). In 1996, New Mexico raised its speed limit to 75 mph on interstate roads, and 65 mph on some other state roads. All highway systems had lower injury and fatality counts in 1998 compared to 1997 (See Table 3c). Not only were total injury counts down, every category of injury had lower counts than in 1997.

Alcohol-Related Crashes. For many years, New Mexico was first in the nation for alcohol-related motor vehicle fatalities per capita. During the past 15 years, New Mexico's fatality rate has steadily declined. In 1980, 417 people were killed in DWI crashes, compared to 188 deaths in 1998 (See Table 3b). In 1980, 67 percent of all traffic fatalities and 26 percent of all traffic injuries were alcohol related. By 1998, 44 percent of motor vehicle fatalities were due to alcohol, the lowest number and rate since accurate counting began in 1979. The reduction in alcohol-related motor vehicle crashes can be attributed, in part, to New Mexico's comprehensive DWI laws, state-funded prevention and treatment efforts, ongoing checkpoints and saturation patrols, selective traffic enforcement, and extensive publicity.

Pedestrian Fatalities. With a fatality rate of 3.3 deaths per 100,000 people, New Mexico's pedestrian fatality rate for 1998 was considerably higher than the 1997 national rate of 1.98. Over 60 percent of these deaths were alcohol-related, with predominantly intoxicated pedestrians.

Table 1 through Table 3 present New Mexico's crash trends over the past decade.

Table 1 Motor Vehicle Crash Deaths in New Mexico, 1979-1998

Year	Crash Deaths	Change Prior Year	Death Rate Per Capita
1979	650	-11	51.4
1980	613	-37	47.2
1981	544	-69	41.0
1982	577	+33	42.3
1983	531	-46	38.2
1984	497	-34	36.9
1985	535	+38	36.9
1986	499	-36	33.7
1987	568	+69	37.9
1988	487	-81	32.3

Year	Crash Deaths	Change Prior Year	Death Rate Per Capita
1989	538	+51	35.8
1990	499	-39	33.2
1991	469	-30	31.7
1992	460	-9	29.9
1993	431	-29	26.9
1994	447	+16	27.8
1995	485	+38	28.8
1996	481	-4	28.1
1997	484	+3	28.0
1998	424	-60	24.4

Table 2 New Mexico Motor Vehicle Crashes and Injuries, 1984-1998

Year	Total Crashes	Fatal Crashes	Injury Crashes	Crash-related Property Damage	Crash Deaths	Crash Injuries
1984	49,962	426	15,660	32,879	497	24,040
1985	50,606	453	16,327	33,826	535	24,893
1986	52,726	436	16,189	36,101	499	24,793
1987	55,060	493	16,965	37,602	568	26,144
1988	50,872	433	16,800	33,639	487	26,369
1989	49,389	469	16,076	32,844	538	24,960
1990	49,779	440	15,966	33,373	499	24,904
1991	47,218	422	15,937	30,859	469	25,019
1992	50,227	398	17,219	32,610	460	27,195
1993	48,729	386	17,828	30,515	431	28,032
1994	50,275	388	18,949	30,938	447	29,910
1995	52,377	425	19,757	32,195	485	31,041
1996	52,166	412	19,707	32,053	481	31,352
1997	51,824	400	18,853	32,571	484	29,719
1998	48,268	374	17,820	30,074	424	28,112

Table 3 Traffic Crash Trends, 1990-1998

a. Fatal Crashes, Fatalities, and Injuries

Year	100 MVM	Fatal Crashes		Fatalities		Injuries	
		Number	Rate	Number	Rate*	Number	Rate*
1990	185.28	440	2.37	499	2.69	24,904	134.41
1991	190.17	442	2.32	469	2.47	24,619	129.46
1992	200.15	398	1.99	460	2.30	27,195	135.87
1993	207.91	386	1.86	431	2.07	28,032	134.83
1994	222.62	388	1.74	447	2.01	29,910	134.35
1995	228.17	425	1.86	485	2.13	31,041	136.04
1996	232.51	412	1.77	481	2.07	31,352	134.84
1997	236.69	400	1.69	484	2.04	29,719	125.56
1998	239.33	374	1.56	424	1.77	28,112	117.46

* Rate is per 100 million vehicle miles traveled.

Table 3 Traffic Crash Trends, 1990-1998

b. Alcohol-Related Crashes

Year	100 MVM	Fatal Crashes		Fatalities		Injuries	
		Number	Rate*	Number	Rate*	Number	Rate*
1990	185.28	262	1.41	304	1.64	4,120	22.24
1991	190.17	236	1.24	261	1.37	4,181	21.99
1992	200.15	233	1.16	274	1.37	4,458	22.27
1993	207.91	220	1.06	249	1.20	4,454	21.42
1994	222.62	201	0.90	228	1.02	4,466	20.06
1995	228.17	202	0.89	231	1.01	4,326	18.96
1996	232.51	204	0.88	235	1.01	4,132	17.77
1997	236.69	180	0.76	213	0.90	3,526	14.90
1998	239.33	166	0.69	188	0.79	3,300	13.79

* Rate is per 100 million vehicle miles traveled.

Table 3 Traffic Crash Trends, 1990-1998

c. All Crashes and Injury Crashes

Year	All Crashes		Injury Crashes	
	Number	Rate*	Number	Rate*
1990	49,779	268.67	15,966	86.2
1991	47,218	248.29	15,937	83.8
1992	50,227	250.95	17,219	86.0
1993	48,729	234.38	17,828	85.7
1994	50,275	225.83	18,849	84.7
1995	52,377	229.55	19,757	86.6
1996	52,166	224.36	19,701	84.73
1997	51,824	218.95	18,853	79.65
1998	48,268	201.68	17,820	74.45

* Rate is per 100 million vehicle miles traveled

Table 3 Traffic Crash Trends, 1990-1998

d. Non-Alcohol Fatal Crashes

Year	Fatal Crashes		Fatalities	
	Number	Rate*	Number	Rate*
1990	178	0.96	195	1.05
1991	206	1.08	208	1.09
1992	165	0.82	186	0.93
1993	166	0.80	182	0.88
1994	187	0.84	219	0.98
1995	223	0.98	254	1.11
1996	208	0.89	246	1.06
1997	220	0.93	271	1.14
1998	208	0.87	236	0.99

* Rate is per 100 million vehicle miles traveled

Data and Information Sources

The information and data described in the Highway Safety Performance Plan were obtained from a variety of agencies, including the Health Policy Commission, HSD Income Support Division, and the Centers for Disease Control/Center for Injury Prevention. The majority of the data, however, were obtained from the following five sources:

1. **New Mexico Crash Data System** - a comprehensive crash data repository dating back to 1978. It incorporates all NAG and most CADRE-required elements. Data is derived from police reports submitted on the Uniform Crash Reporting form used by law enforcement agencies in New Mexico.
2. **Crash Outcome Data Evaluation System (CODES)** - a data linkage system housed at the Office of Epidemiology, Department of Health. It links together data from the police crash reports, state trauma registry, Office of the Medical Investigator (OMI), hospital inpatient discharge records and Medicaid.
3. **Motor Vehicle Database** - a comprehensive driver database from the Motor Vehicle Division of New Mexico's Taxation and Revenue Department. It includes DWI offenses and case outcomes.
4. **Division of Government Research** - using data analysis and data linkage techniques, DGR combines crash records, highway tabulations, driver records, geographic information, census data, and CODES data to produce reports and provide information upon request.
5. **NM State Highway and Transportation Department** - highway data. It provides data on highway usage; vehicle miles traveled, speed monitoring, and CHDB data.
6. **Federal data** sources from NHTSA reports for national crash data and from the US Census Bureau on population.

Measurements

The performance goals established for the 2000-2005 New Mexico Highway Safety Performance Plan are the result of the process described below and represent an inclusive and thoughtful planning process. *Performance goals* will be measured using quantitative data from police crash records, highway department traffic volume and speed monitoring data and other relevant traffic safety, census and health related databases, as well as observational surveys of occupant restraint usage.

Administrative goals will be assessed through process measures, including the percentage of subgrantees reached and trained in program management, equipment usage, and program development, the number of agencies participating in traffic safety activities, the implementation rate of subgrantees, the number and quality of site visits, and the percentage

of monitoring tasks completed.

Capacity-building goals will be measured by tracking progress toward system development, improvement, and/or expansion, such as the development of the EMS run report system, improvements in the court systems, and data linkage efforts.

Initiatives

This extensive review of New Mexico's traffic safety issues resulted in continuation of several major programs, as well as some new program focus areas. State laws, rules and regulations, and the federal grant requirements in TEA 21 also guided New Mexico's development of its highway safety plan.

New Mexico utilizes a statewide, high visibility enforcement approach with Operation DWI, Operation Buckle Down, S.T.E.P.s and the "Know Your Speed" programs to reduce traffic fatalities. These programs address the major statewide problems identified in crash data as well as support local law enforcement's willingness and ability to conduct traffic safety initiatives. Impaired driving programs will remain as a major focus for efforts and resources. Occupant protection activities will continue to strive for increases in seatbelt and child restraint use. Speed will be monitored for its impact, and resources will be directed as available.

The newest area of concern is overall traffic enforcement, especially with the increase in non-alcohol related traffic fatalities on two of the three rural interstates for non-NM residents.

The issues of "road rage" and aggressive driving will be addressed through Selective Traffic Enforcement Programs (STEP). The "Safe Streets" project initiated by the City of Albuquerque has been used as a model for traffic enforcement throughout New Mexico, and a number of replication projects began in 1999 which will be continued in FY2000,

A traffic records assessment has been completed. Recommendations from the assessment will be used to set up a Statewide Traffic Records Advisory Committee to develop a traffic records improvement plan.

The Traffic Safety Bureau, in collaboration with the Children, Youth and Families (CYFD) Department, is expanding prevention projects statewide to reduce underage drinking. CYFD, through a Juvenile Justice Department grant, funds underage drinking initiatives in 13 communities in the areas of enforcement, prevention, and early intervention. The Traffic Safety Bureau supports CYFD's efforts with a variety of projects such as the one with the DPS Special Investigations Division which has increased resources to step up "sting" operations and investigations of licensees selling to minors/or intoxicated persons. The Community DWI Program will continue expansion of Cops N Shops projects initiated this year. This fall a statewide an underage drinking prevention media campaign will kick off with public service announcements supporting enforcement and prevention efforts. Part of this campaign will include prevention and educational program materials and media support for

schools and communities. The DWI Interagency Work Group serves as the advisory board to coordinate these efforts statewide.

The Traffic Safety Bureau has expanded previous occupation protection efforts significantly this year. 65 police agencies plus each of the 13 State Police districts are now participating in high visibility occupant restraint enforcement Superblitz activities four times a year. An expanded newborn car seat program will increase the distribution of seats to low-income families and increase availability of education and inspection to all. A statewide media campaign targeting children and youth plus school programs, preschool through second grade, elementary, junior and high schools will be expanded. Additional technician training on child restraint use will be available statewide.

TSB is working with AAA and other traffic safety organizations such as MADD, and with Motor Vehicle Division, to implement a new graduated driver's licensing law that will incorporate TEA21 requirements. The new law is a three-stage process that includes passenger and nighttime driving restrictions.

Because New Mexico has enacted and is enforcing a .08 BAC legal limit, the state was eligible and received a federal incentive grant for \$1.2 million. The funds were allocated to implement various traffic safety programs such as DWI Court Monitoring and electronic data transfer, expansion of existing programs, Administrative License Revocation, and Roadway Safety initiatives.

The University of New Mexico, Division of Government Research and the Department of Health, Office of Epidemiology developed a new seatbelt observation methodology approved by NHTSA. This new methodology was implemented in the fall of 1998 and the results are reflected in this plan.

Other important initiatives will address either administrative improvements or capacity-building efforts, such as continued development of a statewide EMS run report system, and the CODES data linkage activities.

Goals

Performance Goals

Reduce New Mexico's traffic fatality rate from 24.4 per 100,000 population in 1998 to 23 in 1999; 22 in 2000; and 20 in 2005.

Reduce New Mexico's fatal traffic crash rate from 1.56 per 100 million vehicle miles traveled in 1998 to 1.50 in 1999; 1.35 in 2000; and 1.25 in 2005.

Speed

Achieve 85 percent compliance with the 75 mile per hour posted speed limit on the rural interstates/highways.

Impaired Driving

- a) Reduce alcohol-involved traffic fatalities from 44 percent of total traffic fatalities in 1998 to 43 percent in 1999; 42 percent in 2000; and 40 percent in 2005.
- b) Reduce alcohol-involved fatal crashes from 44 percent of fatal crashes in 1998 to 43 percent in 1999; 42 percent in 2000; and 40 percent in 2005.
- c) Reduce alcohol-involved crash deaths among young adults (20-24) from 63 percent of young adult crash deaths in 1998 to 60 percent in 2000; 58 percent in 2001; and 55 percent in 2005.
- d) Reduce alcohol-involved crash deaths among adolescents (15-19) from 44 percent of adolescent crash deaths in 1998 to 42 percent in 2000; 40 percent in 2001; and 38 percent in 2005.

Occupant Protection

- a) Increase front seat occupant seatbelt use rate from 83 percent in 1998 to 86 percent in 1999; 90 percent in 2000; and 92 percent in 2005.
- b) Increase the use of occupant restraints by children under age 12 from 81 percent in 1998 to 82 percent in 1999; 84 percent in 2000; and 85 percent in 2005.
- c) Increase the use of occupant restraints by children under ages Infant-4 from 81 percent in 1998 to 82 percent in 1999; 84 percent in 2000; and 85 percent in 2005.
- d) Increase the use of occupant restraints by children ages 5-10 from 81 percent in 1998 to 82 percent in 1999; to 84 percent in 2000; and 85 percent in 2005.
- e) Increase the use of occupant restraints by children ages 11-17 from 76 percent in 1998 to 77 percent in 1999; to 78 percent in 2000; and 85 percent in 2005.

Pedestrian Safety

Reduce the pedestrian fatality rate from 3.3 per 100,000 population in 1998 to 3.0 in 1999; 2.5 in 2000; and 2.0 in 2005.

Program Planning, Administrative and Capacity Building Goals

Planning and Administration

- a) Improve and expand the development, coordination, implementation and evaluation of traffic safety programs at the state and local level.
- b) Improve the quality of traffic safety projects through the optimal use of resources and through increased compliance by subgrantees and Bureau staff with all programmatic and fiscal requirements.
- c) Improve and expand coordination between traffic safety programs and highway safety partners at the local, district, state, and federal levels.
- d) Increase public awareness of the dangers of traffic crashes involving trains and railroad crossings.
- e) Coordinate traffic safety resources from the national, state, and local level and provide this information to partners interested in implementing or expanding current programs.

Traffic Records

- a) Increase the use of traffic records by state and local agencies and communities to identify traffic safety problems and develop strategies to address them, and plan, manage, and evaluate the effectiveness of traffic-related programs.
- b) Improve the quality, accuracy, integrity, timeliness, completeness, consistency, accessibility, and “user-friendly” mode of traffic records data.
- c) Develop a strategic plan to establish a vision for the future of traffic records in the State of New Mexico and to coordinate changes and enhancements in the traffic records system.

Police Traffic Services

- a) Utilize the resources available for police traffic services to increase law enforcement and the public’s awareness of the importance of traffic enforcement in reducing crime and increasing public safety.
- b) Deliver traffic enforcement training to the officers at low or no cost to the departments.
- c) Train local law enforcement agencies in problem identification, strategic utilization of available resources, and the value of traffic enforcement.

- d) Improve police traffic services in order to increase the public's perception of the risk of enforcement consequences.
- e) Improve accessibility to traffic safety resources by law enforcement agencies and their community partners.
- f) Provide coordination and technical assistance to promote the linkage between traffic enforcement, crime, and the reduction of crashes, injuries, and fatalities.
- g) Provide traffic enforcement and education tools to traffic safety organizations.

Speed

- a) Increase the number of law enforcement agencies participating in Speed and other traffic enforcement initiatives.
- b) Educate speed enforcement grantees about the importance of traffic enforcement, benefits to the community and usefulness in reducing traffic problems and crime.

Safe Communities

- a) Provide support for implementation and evaluation of the safe community's model ensuring adaptability to NM communities.
- b) Improve and expand coordination between traffic safety programs and safe community partners at the local, district, and state levels.
- c) Provide technical assistance and train communities in problem identification and strategic utilization of available resources.

Pedestrian and Bicycle Safety

- (a) Reduce the pedestrian fatality rate from 3.3 per 100,000 population in 1998 to 3.0 in 1999; 2.5 in 2000; and 2.0 in 2005.
- (b) Collaborate with SAFE KIDS coalitions to promote bicycle helmet use at state and local levels.

Roadway Safety

- a) Improve and expand communication and coordination between traffic safety programs and highway safety partners at the local, district, and state levels

- b) Increase public awareness of the dangers of traffic crashes involving trains and railroad crossings.
- c) Provide traffic safety information to travelers within New Mexico.

Emergency Medical Services

- (a) Establish a population-based, computerized, and standardized data system for emergency medical services by the end of 2000.
- (b) Seek and acquire self-sufficiency funding for continuous maintenance and enhancement of the CODES.

Motorcycle Safety

- a) Increase awareness of and participation in motorcycle training programs.
- b) Promote the enforcement of motorcycle training requirements.
- c) Coordinate resources to improve accessibility to the motorcycle training programs.

Drivers Education and Training

- a) Improve skills and knowledge of directors, instructors, and interested persons.
- b) Ensure quality of drivers training and education programs.
- c) Assist in the implementation the Graduated Driver's Licensing law.
- d) Educate the public about the schools administered by the Bureau and any laws or regulations affecting driving privileges.

HIGHWAY SAFETY PLAN

New Mexico's Highway Safety Plan presents the state's strategy for reducing traffic-related injuries and deaths relating to goals set for FY 2000 through 2005 that are based on problems identified. The strategies include countermeasures for twelve "National Program Areas" identified by NHTSA and FHWA. Each area describes and identifies specific problems, performance goals, and the strategies/projects devised to address them.

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Planning and Administration

Problem: The Traffic Safety Bureau must plan and coordinate traffic safety activities among a growing diversity and number of partners.

Overview

Traffic safety advocates in New Mexico face a formidable challenge in identifying problems, selecting strategies, implementing those strategies, and evaluating their effectiveness. Social change is a difficult task. It involves researching ideas, obtaining data, using accurate management information, mustering resources, and organizing roles and responsibilities across diverse entities. A comprehensive program that involves training, public information, planning, financial management, coordination and communication among “partners” is crucial to the success of the Highway Safety Plan.

New Mexico's traffic safety program funds have almost tripled during the past few years, and staff size has decreased by one-third. As a result, many of the program funds are coordinated through partnerships with contractors or other lead agencies such as the State Highway and Transportation Department, University of New Mexico, Department of Health, Local Government Division (DFA), Department of Public Safety, Regulation and Licensing, Motor Vehicle Division, the Administrative Office of the Courts. Local governments and local law enforcement are no longer passive recipients of programs, but instead have been empowered as proactive traffic safety partners. Due to the limited resources, the Traffic Safety Bureau is coordinating activities with other transportation partners.

Communication and coordination of activities has increased as a result of the Transportation Equity Act for the 21st Century (TEA-21) and the focus on collaboration between Department of Transportation partners at the State level. The Traffic Safety Bureau is working closer with the various State Highway and Transportation Department entities as well as with FHWA staff.

Initiatives

Many new partners have recently become involved in traffic safety issues in response to increased public interest and funding opportunities. These new participants need to be educated about traffic safety issues, including the use of relevant traffic crash data and proven effective strategies. To maximize the effectiveness of these partners, the following needs must be met:

- Continue to utilize the partnerships with the health community, including but not limited to emergency medical services, injury prevention programs and substance abuse prevention and treatment programs.
- Improve the skills of traffic safety activists to influence and impact on policy and

legislation in a positive manner.

- Involve the judiciary as full partners in preventing and reducing traffic related deaths and injuries.
- Involve the business community in educational as well as policy-related strategies to reduce the impact of traffic-related deaths and injuries on their businesses.
- Provide the media needs with information that is accurate, meaningful and tied to policy or program efforts.
- Expand coordination among substance abuse, juvenile justice and DWI prevention programs.
- Increase availability to local programs of expanded training and information on enforcement, policy and legislative changes, social marketing, media advocacy, community organizing, and other proven effective strategies in addition to educational and public information strategies.
- Target specific populations for public information programs and utilize messages and strategies that research shows are effective in changing behavior.
- Provide traffic safety grantees technical assistance in managing the programmatic and financial aspects of their grants.
- Empower traffic safety partners by providing technical assistance and training on problem identification, development and implementation of strategies, and evaluation of programs.

Goals

- a) Improve and expand the development, coordination, implementation and evaluation of traffic safety programs at the state and local level.
- b) Improve the quality of traffic safety projects through the optimal use of resources and through increased compliance by subgrantees and Bureau staff with all programmatic and fiscal requirements.
- c) Improve and expand coordination between traffic safety programs and highway safety partners at the local, district, state, and federal levels.
- d) Increase public awareness of the dangers of traffic crashes involving trains and railroad crossings.
- e) Coordinate traffic safety resources from the national, state, and locals levels and provide this information to partners interested in implementing or expanding current programs.

Strategies

1. Develop and implement traffic safety training, education, and informational programs to increase knowledge of traffic safety issues.
2. Conduct traffic safety forums as well as specialized regional training as needed and/or requested.
3. Develop and implement an ongoing system for providing technical assistance and programmatic oversight to grantees and contractors. Improve their skills at project development, implementation, and management. Conduct an annual training for grantees.
4. Develop and implement well-documented procedures and processes for compliance with all applicable laws, regulations and management policies. Update TSB program and financial procedures manual on an annual basis.
5. Facilitate the expansion and coordination of efforts among state and local traffic safety partners.
6. Conduct a program to improve communication and collaboration between traffic engineer workers and others with roles in traffic safety.

Projects

00-PA-01 (P) Financial Systems Manager: Develop, implement, coordinate and oversee efficient accounting and reporting processes for the financial management of the Bureau's project agreements and contracts. Conduct the annual financial training for subgrantees. Process project reimbursement claims for traffic safety projects and contracts. Personnel services will include salaries and benefits for one FTE. Travel, supplies, and training will also be included in the project for monitoring, workshops, seminars and program management.

00-PA-02 Program Maintenance Services: Technical assistance on the application for, planning, and management of financial and program resources.

00-PA-03 Planning and Administration Evaluation: Evaluate planning and administration activities, provide recommendations for improvement, and develop and implement changes based on priority.

00-PA-04 Financial Project-Management Services: Prepare financial documents necessary for the efficient and effective implementation of programs.

00-PA-05 Program Management Services: Review, track, and acquire program documentation for compliance with existing State and Federal laws, rules, and regulations.

00-RF-05 Financial Management: Process program and financial documents for traffic

safety. Conduct financial reviews of project files and handle discrepancies noted, obtain and review required financial audits, and process federal reimbursements.

00-RF-06 TS Attorney Fees: Provide funds for attorney fees associated with traffic safety.

00-RF-08 Temporary Services: Provide administrative support services to traffic safety programs.

Traffic Records

Problem: Questions crucial to the planning, management, and evaluation of traffic safety programs can only be answered with comprehensive traffic records systems that are accessible and of high quality.

Overview

New Mexico's traffic records system provides for the routine generation of management information system reports that draw data from eight major sources. These sources include statewide uniform crash data, DWI arrest records, driver histories, forensic chemical test results, roadway configuration and traffic volume data, health data systems, public training records, and geographic information systems. This system has served the state well, but is in need of converting from a hard copy or paper based reporting system to an electronic system for generation of reporting to centralized databases. In addition, there are still significant deficiencies in EMS and emergency department data. Advanced work is needed in the area of data linkage, as well as in making the information accessible and available in a user-friendly mode. Automation of law enforcement generated records are a high priority for many state and local agencies.

Training is needed by community DWI groups in order for them to be able to access the data, and apply it to evaluate their traffic safety programs. Communities are asked annually to update and develop comprehensive DWI prevention and reduction plans and activities. Increased emphasis needs to be placed on assessing current programs, service availability, and gaps in resources. State and local data on enforcement activities and resource needs to be comprehensive and inclusive. With the exception of Operation DWI and Operation Buckle Down, very little information exists as to the extent and effectiveness of these programs.

New Mexico has a comprehensive crash data system dating from 1978 -- with less complete data available back to 1972. Crash data incorporates most CADRE recommended elements and in the case of commercial vehicle crashes, all NGA elements. Data are obtained from a centralized source, which derives its information from the Uniform Accident Reports submitted by New Mexico police. The state captures more information about crashes than about the persons involved. Crash report data are sometimes incomplete, and EMS, emergency department, and rehabilitation data systems are still being developed.

New Mexico, however, possesses a strong data matching capability that can be used for traffic safety analysis. Based on a decentralized model, it utilizes advanced programming techniques to link together administrative data systems. The Division of Government Research at the University of New Mexico oversees much of this activity. The Injury Surveillance Alliance, composed of a number of data users in the state, meets quarterly to review and recommend data linkage and evaluation studies, and to provide ongoing input and support for improving New Mexico's traffic records system. The ISA has agreed and

may serve as the statewide traffic records coordinating committee (STRCC) to assist in the development of a traffic records strategic plan. The establishment of the STRCC is a recommendation resulting from the traffic records assessment conducted in April 1999.

The Traffic Records Assessment is a technical assistance tool that NHTSA and FHWA offer to state offices of highway safety to allow management to review the State's traffic records program. NHTSA and FHWA have co-published a Highway Safety Program Advisory for Traffic Records, which establishes criteria to guide state development and use of its highway safety information resources. The Traffic Records Assessment is a process for giving the State a snapshot of its status relative to that Advisory.

This Assessment Report documents the State's traffic records activities as compared to the provisions in the Advisory, notes the State's traffic records strengths and accomplishments, and offers suggestions where improvements can be made. It is recognized that, based on resources and other program priorities, the recommended improvements would be considered for implementation through a strategic plan established by the New Mexico State Highway and Transportation Department (NMSHTD) in coordination with other affected state and local agencies. These activities will make New Mexico eligible for a data incentive grant under TEA 21.

In 1995, the Department of Health's Injury Epidemiology Unit implemented a Crash Outcome Data Evaluation System. Known as the CODES project, this system involves the matching of different data sets to obtain medical outcome information. This capacity continues to be expanded and refined, and used for analysis of specific problem areas. Other studies conducted include tracking clinical records for crash victims, calculating DWI recidivism rates, and evaluating the effectiveness of traffic safety programs. Data linkage efforts are utilized in the New Mexico DOH's annual vital statistics report and "The State of Health in New Mexico" report.

Data is provided by state agencies to counties and municipalities to assist in their program planning and evaluation processes, especially in the area of DWI. Increased training and technical assistance are needed to improve their ability to access and use data to design their programs.

Current Data Bases

Current data systems are maintained by various state agencies. These include the following twelve systems:

- **State Police crash report system** - captures the following information about each occupant: age, sex, vehicle, seat position, occupant protection and injury category (K-A-B-C). In 1996, it began recording identity information for passengers. The Division of Government Research is granted access to this database by the Traffic Safety Bureau, through the reports compiled by the Transportation Statistics Bureau of the NM State Highway and Transportation Department.
- **Highway Department planning database** - includes traffic volume, speed monitoring

equipment, and CHDB data.

- **Motor Vehicle Division comprehensive drivers database** - includes centralized DWI arrest and case outcome records. This database is accessible to local police, courts, and insurers. Police citations are recorded for drivers only when they result in a conviction that is reported to the state. DWIs are posted at the time of arrest as required by administrative license revocation procedures. Courts are required by law to report convictions to the state, often there are significant time delays. Sentencing policies, management problems, and under staffing are contributing factors. State driver records do not incorporate photographs or fingerprint information, which makes them difficult to use for enforcement, warrant service, or preventing fraudulent license requests. Funding for implementing enhanced licenses was authorized in statute, and beginning in 1997, driver's licenses will incorporate the advanced technology that would improve their effectiveness in traffic safety programs.
- **EMS run report data** - The new EMS run report system will utilize the NHTSA recommended data elements incorporated into a statewide reporting format. Reporting will be accomplished through a number of electronic and/or scanning methods, and will be analyzed and disseminated at the state level.
- **Emergency Department data** -- No statewide system for electronic compilation of hospital emergency department injury data exists. In fact, few emergency departments routinely collect automated information regarding causes of injuries seen in their facilities. This lack of information on injuries treated in New Mexico's emergency departments is a significant gap in the overall motor vehicle injury databases.
- **Trauma Registry** -- This system has recently been expanded to include most sizeable hospitals, and since 1994, captures all trauma cases involving an overnight hospital admission. Some portions of the state are not included, and the Indian Health Service does not contribute information uniformly.
- **Hospital Inpatient Discharge Data system (HIDD)** -- As of January 1995, this database includes personal identifiers and a field for E-codes, which greatly enhances its value as a source of injury prevention information.
- **Disability or Rehabilitation data** -- No central repository exists. Effort is being made to establish a surveillance system for inpatient traumatic brain injury patients in New Mexico hospitals.
- **Office of the Medical Investigator** -- OMI operates a complete and detailed data system on the cause of unattended deaths. This includes toxicology analysis results.

- **Scientific Laboratory Division** -- SLD provides testing of BAC levels for all New Mexico traffic fatalities and training and calibration of breathalyzers used by law enforcement. This effort is vital for planning and evaluation purposes, as well as to make New Mexico eligible for federal monies.
- **Administrative Office of the Courts** - this database contains all District and Magistrate court data beginning July 1, 1997. Attempts are being made to input historical data when and where feasible.
- **DWI Screening Database** - This database hopes to include screening data on all DWI convictions in all courts throughout New Mexico.

Initiatives

As noted previously, a traffic records assessment was completed in 1999. The Bureau has already had one Alcohol assessment as well as a follow-up, an EMS assessment, and a Police Traffic Services Assessment. Based on the assessment, a five-year traffic records improvement plan will be developed and assessment recommendations will be implemented as feasible. TSB will work cooperatively and collaboratively to improve New Mexico's traffic records system.

The Bureau will support the development of a new statewide EMS run report system, detailed in the Emergency Medical Services section of the plan. The Traffic Safety Bureau will continue to support the CODES data linkage effort. This effort has shown to be successful, as well as useful to other agencies in the state.

Other activities in this area will involve expansion and refinement of the Traffic Safety Bureau web page, which will also include access to the crash database at the Division of Government Research, UNM. The Bureau plans to increase utilization of electronic data transfer to local government and law enforcement agencies, including localized crash summaries, intersection analyses and maps of high traffic crash areas. The TSB will also increase training efforts to local communities on how to use data to plan, develop, implement and evaluate their traffic safety programs. TSB staff will receive additional training in this area and will work with local agencies to improve and expand their skills and capacities.

TSB will, with support from the Local and Community DWI programs, the Motor Vehicle Division and law enforcement agencies, institute a process by which local law enforcement agencies receiving funds from TSB or DFA will report on annual traffic citation and conviction activities. This will provide a more comprehensive picture of statewide activity in traffic enforcement efforts.

Goals

- (a) Increase the use of traffic records by state agencies and communities to plan, manage, and evaluate the effectiveness of traffic-related injury prevention activities and programs.
- (b) Improve the quality, accuracy, integrity, timeliness, completeness, consistency, accessibility, and “user-friendly” mode of traffic records data.
- (c) Develop a strategic plan to establish a vision for the future of traffic records in the State of New Mexico and to coordinate changes and enhancements in the traffic records system.

Strategies

- 1. Distribute, and provide for web access to, traffic crash data to communities annually through community specific profiles, as well as the annual crash and DWI booklets.
- 2. Obtain or coordinate training for TSB staff and community partners in planning, operating, evaluating, and tracking safety programs.
- 3. Train community safety leaders and law enforcement to use traffic safety information more effectively through the TSB forums, workshops, and training.
- 4. Incorporate the analysis of traffic safety information in program planning, management, and evaluation of traffic injury prevention activities at the state and local level.

Projects

00-TR-01 Traffic Safety Problem Identification and Information: Use advanced data analysis and data merging techniques to identify problem locations and conditions. Disseminate that information in a series of reports targeting traffic safety partners, leaders, and the public. Provide critical planning, management, and evaluation to priority traffic safety initiatives. Work collaboratively to improve electronic data generation on enforcement activity by law enforcement and to assist the department in updating its traffic crash database capabilities. Provide geographic-based safety information to state and community traffic safety program managers to improve their targeting of scarce resources.

00-TR-02 (P) Traffic Safety Information Manager: Provide program management of the traffic records program area to improve traffic safety management information systems in order to increase access by staff and others to critical financial, traffic safety, evaluation, and programmatic information. Prepare an automated presentation of traffic safety projects for use in dissemination of traffic safety information. Participate in the development of the five-year traffic records strategic plan. Personnel services will include salaries and benefits for one FTE. Travel, supplies, and training will also be included in the project for monitoring,

workshops, seminars and program management.

00-TR-03 Traffic Safety Information and Training: Develop, acquire, and/or provide for training and technical assistance for traffic safety staff to enable New Mexico to meet its performance, administrative and capacity-building goals, and develop and manage programs efficiently and effectively.

00-TR-04 Program Management Information System: Refine current program management information system for use in generating reports, monitoring projects, and developing programs to alleviate duplication of work by employees and/or grantees.

00-TR-05 Statewide Traffic Records Improvement Plan: Develop a statewide traffic records strategic plan.

00-TR-06 Traffic Records Improvement and Development: Implement Traffic Records Assessment and Statewide TR Improvement Plan recommendations.

00-TR-07 Traffic Records - Judicial Training: Develop and produce a comprehensive reference and training guide on the law and procedures for disposing traffic citations to promote uniformity, accuracy and efficiency in the disposition of traffic citations. Publish reference in hard copy and on the Judicial Education Center's web site.

00-TR-08 Court Monitoring: Produce and disseminate an annual report on prosecution, judicial disposition and sentencing of all DWI cases in municipal, magistrate, Metro and District court, including court monitoring information as well as the collection and accurate recording of court fees compiled by an outside source. Improve the quality, accuracy, integrity, timeliness, completeness, consistency and accessibility of the Central Repository DWI database in the Administrative Office of the Courts to the public, state agencies and other government entities.

00-TR-09 Electronic Data Transfer: Develop a program for electronic transfer of court data to the central repository database in the Administrative Office of the Courts as well as to the Motor Vehicle Division.

Police Traffic Services

Problem: Perception concerning the effectiveness and importance of traffic enforcement affects its potential for reducing traffic-related deaths and injuries.

Overview

Local attitudes, judicial policies, and police involvement result in a diversity of opinions about the importance of traffic enforcement and its legitimacy in New Mexico. These differences stem, in part, from the availability of local resources such as funding, equipment, and training that support enforcement efforts. Jurisdictional divisions are sometimes also a factor. Municipal police, for example, are charged with enforcing municipal laws, while county sheriffs cover the rural areas, and tribal police enforce laws on tribal lands. State police can provide enforcement in both municipal and rural areas, but need cross-jurisdictional agreements to provide enforcement on tribal lands. City and county agencies frequently sign cross-jurisdictional agreements, but usually within a small geographic area.

The Motor Transportation Division of the Department of Public Safety, on the other hand, enforces commercial vehicle laws. In 1998, under a directive from the Governor, the Motor Transportation Division has authorized any MTD inspector encountering a situation with a non-commercial vehicle relative to speeding violations or any other moving violations to act on the situation immediately. Mainly the focus is on those violations that could contribute to an accident with a commercial motor vehicle or could be the cause of a commercial motor vehicle accident,

Attitudes held by the public and law enforcement need to be continuously reinforced to ensure that the perception of enforcement is high and the value of traffic enforcement is realized. Much of the public does not realize that traffic enforcement impacts crime reduction and contributes to overall community safety. To increase public safety, it is imperative that efforts be made to combine crime reduction and traffic enforcement initiatives.

In 1990, the State Legislature acted to create the Traffic Safety Education and Enforcement Fund by attaching a \$3 fee to each penalty assessment and traffic conviction under the state Motor Vehicle Code. By law, \$1.50 of that amount can go to the issuing police agency to pay for improvements to its traffic safety education and enforcement activities. To receive the funds, the agency must submit to the Traffic Safety Bureau its plans for how the funds will be used for traffic safety education and enforcement. Once approved, agencies proceed to make the expenditures and are reimbursed by the Traffic Safety Bureau from the Traffic Safety Education and Enforcement fund.

We are now entering the eighth year of the program under this Fund's existence. The Bureau obtains periodic funds transfers from the Motor Vehicle Division and the Administrative

Office of the Courts, and requests annual information about the agencies that generated the citations for which fees were paid. Funds are then allocated based on information from these two sources of data about citation activity.

Statewide projects awarded from this fund have included the overall coordination as well as public information and education activities promoting state traffic safety programs. Types of projects include: Selective Traffic Enforcement, PTS training, assessment of specific law enforcement agencies throughout the state, training on the use of breathalyzers and standard field sobriety tests, sobriety checkpoint equipment, the high school seatbelt campaign known as “Buckle Your Bod”, and printing of traffic safety materials for use by law enforcement agencies and other partners in traffic safety.

Over 50 law enforcement agencies throughout the state use their portion of the funding, administered by the Traffic Safety Bureau, for various traffic safety activities. Some of these activities include speed, DWI, and/or OP enforcement, development of traffic safety public information and education materials for use in special community events or for officers to use during presentations at school or other youth-related activities, training and the purchase of equipment relating to traffic enforcement.

In partnership with the Albuquerque Police Department, the Traffic Safety Bureau utilized a combination of funding sources to help support APD’s “Safe Streets” project. This project focused on highly visible traffic enforcement targeting the urban interstates as well as the problem arteries in the city. High traffic problem and high crime areas were correlated for focus and follow through efforts. In the first eight months of this project, over 85,000 traffic citations were issued (representing a 120% increase in citations issued for the same time period in 1996), and traffic related fatalities/severe injuries were cut 30% as compared to the same time period in 1996. All crashes decreased by nine percent in Albuquerque, and increased by four percent in the other urban areas of the state between 1996 and 1997. Other communities in the nation are interested in replicating this project. Resources have been acquired to replicate this strategy within New Mexico.

Law Enforcement Agency Assessments, also paid for with TS Education and Enforcement funds were conducted for approximately five years; thirty-five city and county agencies were assessed. As a result, the Traffic Safety Bureau noted that training and availability of resources were two common problems identified consistently in all the assessments. Most Law Enforcement agencies do not have adequate training budget, equipment, and other resources to provide an appropriate level of traffic enforcement.

With limited resources available for police traffic services, it is crucial that problems and strategies be prioritized. A major goal of the Highway Safety Plan is to utilize the resources available for police traffic services to increase law enforcement and the public’s awareness of the importance of traffic enforcement in reducing crime and increasing public safety. This involves increasing public perception that consequences will be imposed if laws are broken. Additional police traffic services training will be made available to agencies at low- or no-cost. Awareness combined with enforcement will help create a more consistent and positive attitude towards police traffic service. This in turn will help support the development of a

comprehensive traffic enforcement program in New Mexico.

To identify rural problem areas and target enforcement resources, New Mexico uses a process in which highway segments are identified according to character and traffic volume. Crashes are aggregated for each segment. The segments are then ranked according to the number of DWI related, speed-related and total crashes per 100 million vehicle miles traveled. Segments are identified as problems if their rates are more than two standard deviations above the mean for all segments. Table 4 provides information on New Mexico's rural problem segments.

A large concentration of fatal and injury crashes on a small proportion of roads indicates a need to focus resources on those roads. Since 76 percent of traffic fatalities in 1998 occurred on rural roads, traffic enforcement efforts also need to target these problem segments.

Table 4 NM Rural Problem Segments, 1998

Road System	Number of Problem Segments	Highest Fatal/Injury Rate	System Fatal/Injury Rate	Percent of System Fat./Inj. Crashes	Percent of System Miles	Percent Of System VMT
Rural Interstate	32	134	20	19	5	6
Rural Non-Interstate	46	681	47	18	1	6
Overall Rural	83	681	32	18	2	6

Initiatives

Since 1999, efforts have increased to involve more tribal law enforcement agencies in traffic enforcement. In addition, all law enforcement agencies are being encouraged to utilize a comprehensive approach to traffic enforcement and training efforts will focus on how targeted traffic enforcement can improve the overall safety of a community.

One of the goals of the PTS program is to deliver traffic enforcement training to the officers at low or no cost to the departments. Focusing on this goal, national courses are provided to New Mexico entities at a fraction of the cost. Courses such as Accident Reconstruction offered by Northwestern University have been provided, through coordination with Traffic Safety Bureau, at one-third the cost to the law enforcement agencies. The course has been provided in-state and may not have been available to officers when agencies have limited resources for out-of-state travel and training.

The Traffic Safety Regional Training Program is focused on developing well-trained, well-informed law enforcement officers to perform quality traffic enforcement. The training sessions provide information and resources to agencies for local problem identification, program development, implementation, and evaluation. Current sessions include Selective

Traffic Enforcement, Officer as a Prosecutor, Basic Radar Certification, Public Information Workshop, Accident Reconstruction, Field Sobriety Testing and the Radar Instructor courses.

Another mechanism being used to provide traffic enforcement training is the Regional Law Enforcement Forums. Forums are geared at providing general traffic enforcement information and training to line officers and other traffic safety partners. The forums have been instrumental in bringing different professional groups working towards the common goal of traffic safety. Participants include law enforcement officers, local, district, and state engineers, judicial and health personnel, Motor Vehicle Division staff, contractors, media personnel, as well as other groups interested on working on safety on New Mexico Highways. By sharing expertise and working together, consistent steps are being taken towards reducing New Mexico's traffic safety problems. In addition, information on overall traffic enforcement--its effectiveness and the benefits to the community is provided during the training sessions.

This is the basis for the Selective Traffic Enforcement program, now a two-tiered program. Tier one involves participation in the accredited 8-hour, selective traffic enforcement course. The course is provided regionally and, in 1997, originally targeted middle and upper law enforcement management, geared at getting feedback and support for overall traffic enforcement. In 1998 and due to an increase in requests for this course, the Traffic Safety Bureau provided a course to all officers interested in traffic enforcement. Fifteen regional courses were conducted in 1998, training approximately four hundred officers and thirty tribal, local, and state agencies. Currently, Traffic Safety Bureau is planning to provide this course statewide and potentially train approximately four hundred additional officers. In addition a forty-hour management level course is being developed to meet the anticipated growing demands for traffic enforcement training.

Tier two involves problem identification, data collection, analysis, setting objectives, implementation and evaluation of a localized selective traffic enforcement program. Projects began in 1997 with the Albuquerque Safe Streets project and have continued through 1999 with ten pilot programs around the state. The Traffic Safety Bureau plans to increase the number of these localized statewide projects. All officers taking part in the overtime-based program are required to attend accredited-traffic enforcement classes, so that the officer is provided with important information on the intent and expected impact of traffic enforcement.

Another initiative, the Seeds for Speed program began in 1999. It targets specific speed-related problem areas and is intended to help small law enforcement departments address local speed enforcement problems. In larger Departments Seeds for Speed funding is being used as a start-up program intended to be developed into a selective enforcement program.

By jump-starting an agency with training, equipment, enforcement overtime, and technical support Traffic Safety Bureau is preparing them to grow into a selective enforcement program.

Goals

- (a) Utilize the resources available for police traffic services to increase law enforcement and the public's awareness of the importance of traffic enforcement in reducing crime and increasing public safety.
- (b) Deliver traffic enforcement training to the officers at low or no cost to the departments.
- (c) Train local law enforcement agencies in problem identification, strategic utilization of available resources, and the value of traffic enforcement.
- (d) Improve police traffic services in order to increase the public's perception of the risk of enforcement consequences.
- (e) Improve accessibility to traffic safety resources by law enforcement agencies and their community partners.
- (f) Provide coordination and technical assistance to promote the linkage between traffic enforcement, crime, and the reduction of crashes, injuries, and fatalities.
- (g) Provide traffic enforcement and education tools to traffic safety organizations.

Strategies

1. Provide agencies with technical assistance and other resources to identify, prioritize, and address traffic safety problem areas with available resources.
2. Improve interagency participation, including tribal agencies, and increase interaction and exchange of information among all law enforcement agencies to address mutual traffic safety problems.
3. Promote traffic enforcement and traffic services as a resource to the community.
4. Define and illustrate the importance of traffic enforcement in reducing death, injury, and crime.
5. Utilize selective traffic enforcement efforts to promote compliance with traffic laws relating to occupant protection, DWI, and speed such as the "Safe Streets" project.

6. Conduct public information and education campaigns to increase the public's awareness of the penalties and consequences resulting from unsafe driving.
7. Provide resources for local agencies to report on the outcome of enforcement efforts at the community level to inform local drivers about the impact of statewide and local operations.
8. Improve the involvement of existing judicial and enforcement systems to increase the public's perception that laws are enforced and penalties imposed.
9. Stress the link between traffic enforcement, crime, and injury reduction and should target public entities responsible for resource allocation.
10. Target problem areas identified through the analysis of data such as that provided in Table 5. The latter lists the number of traffic convictions per 1,000 licensed drivers in 1997 and 1998.

**Table 5 NM Traffic Conviction Rates
Per 1,000 Licensed Drivers, 1997-1998**

Area	Speeding		DWI		Occupant Protection	
	<u>1997</u>	<u>1998</u>	<u>1997</u>	<u>1998</u>	<u>1997</u>	<u>1998</u>
State	100.04	98.70	9.22	7.88	21.55	17.38
Highest County	3496.82	4018.82	551.19	374.22	780.80	650.31
Lowest County	1.16	0.73	0.00	0.02	0	0

Projects

00-PT-01 (P) Police Traffic Services Promotion Program Manager: Provide program management for the Police Traffic Services, traffic enforcement, and Speed program areas to coordinate a statewide program of training, development and quality assurance for police traffic services. Provide oversight and management of state Traffic Safety Education and Enforcement funding to local law enforcement agencies and oversee law enforcement efforts in speed control, aggressive driving and selected traffic enforcement programs. Personnel services will include salaries and benefits for one FTE. Travel, supplies, and training will also be included in the project for monitoring, workshops, seminars and program management.

00-PT-02 (P) Law Enforcement Program Manager: Provide program management in the Police Traffic Services program area to coordinate statewide local law enforcement efforts relating to Operation Buckle Down, Operation DWI, Special Investigations, and Drug Recognition. Oversee funding to local law enforcement agencies for overtime enforcement,

and assist in developing strategies for inter-jurisdictional enforcement efforts. Personnel services will include salaries and benefits for one FTE. Travel, supplies, and training will also be included in the project for monitoring, workshops, seminars and program management.

00-PT-03 Statewide Strict Enforcement: Identify statewide traffic safety problems through the use of various internal and external data, target enforcement and traffic safety funds and activities to address problems, and increase current officer's and new recruit's awareness and education on traffic safety issues and techniques. Participate in statewide traffic enforcement efforts and programs.

00-PT-04 PTS Resource Repository: Create a central repository on traffic safety resources available to law enforcement agencies, including funding, equipment, training, materials, information, etc.

00-PT-05 Statewide PTS Task Force: Provide roving selective traffic enforcement patrol on problem roadways, using the OBD/ODWI/STEP methods proven to be successful in promoting traffic safety within NM.

00-PT-06 NM Safe Streets: Implement traffic enforcement projects modeled on the "Looking Beyond the Ticket" approach and the successful Albuquerque Safe Streets 1997 program. Establish community-based projects throughout New Mexico to strictly enforce traffic laws by targeting areas identified as having both high crash and crime rates in order to reduce the number of crashes, injuries, fatalities, and remove the opportunity for criminal activities.

00-PT-07 Selective Traffic Enforcement: Target specific traffic problems such as Speed, DWI, road rage, aggressive and reckless driving, fatigue/drowsy driving, teen and child occupant protection, and crashes involving pedestrians. STEP projects will include use conventional and extraordinary methods to obtain media coverage for public information and will coordinate work-zone enforcement with other agencies during major construction projects.

00-PT-08 Statewide PTS Training and Information: Provide traffic safety information and training to all involved in police traffic services. Statewide training may include training in use of video cameras, passive sensors, and card readers to detect counterfeit licenses; Operation DWI Checkpoint procedures; Standardized Field Sobriety Test (SFST); occupant protection training such as Traffic Occupant Protection Strategy (TOPS) and the International Association of Chiefs of Police Operation Kids training; checkpoint and saturation patrol training; police officer as a prosecutor; training needs critical to OBD/ODWI, and any other training necessary to promote and foster coordination of PTS activities throughout the state.

00-ED-02 STEP / TS Education and Training: Provide for training to traffic safety partners in areas involving traffic enforcement.

00-PS-03 Traffic Safety Education and Enforcement: Designated state funds resulting from traffic convictions generated and provided to law enforcement agencies--total approximately 60 per year.

00-EF-04 TSEE -- Equipment: Purchase and distribute traffic enforcement and/or education equipment to agencies involved in traffic safety.

Speed

Problem: Speeding is one of the three major contributing factors in fatalities and injuries resulting from traffic crashes. Speeding is a contributing factor in approximately 34 percent of all fatal crashes in NM.

Overview

Prior to 1974, speed limits on the rural Interstate highways in New Mexico were generally 70 mph, and many other rural highways had limits of 65 mph during the day and 55-mph at night. With the Arab oil embargo of 1974 and the resulting energy shortage, Congress enacted the National Maximum Speed Limit (NMSL) of 55 mph. Compliance with the NMSL by the states was assured by a provision that denied Federal highway funding to states that did not comply. Like other western states, New Mexico complained but changed the speed limit signs. Nationally, the number of traffic fatalities dropped sharply after the implementation of the NMSL.

In 1987, the NMSL was changed to allow speed limits of 65 mph on rural Interstate highways. New Mexico was the first state in the nation to adopt the higher speed limit. The speed limit was changed in April, and during the late spring and early summer of 1987 there was a 50 percent increase in traffic fatalities on New Mexico's rural Interstate highways. Further analysis showed that almost all of the increase in fatalities was in overturning crashes in older pickups and vans. After the end of the summer, fatalities on the rural Interstate dropped back to a level about 10 percent above the number prior to the 65 mph speed limit.

In the fall of 1995, Congress passed the National Highway System Designation Act, which included a provision to repeal the NMSL as of December 8, 1995. The New Mexico State Highway and Transportation Department had begun engineering studies to determine appropriate speed limits in the fall of 1995. The criteria included the design speed of the roadway, the condition for the pavement, traffic congestion, and existing travel speeds. The New Mexico Legislature amended the speed limit law during the 1996 session to set the maximum permissible speed at 75 mph. The new speed limit law was effective on May 15, 1996, and the speed limits began to change.

For most of the rural Interstate, the new speed limit is 75 mph. Many other rural arterial routes have speed limits set at 65 mph and some are set at 60 mph. One section of the rural Interstate and one section of rural arterial now have 70-mph speed limits. The new speed limits were posted first on the Interstate and then on the rural arterials. The process of changing the signs was time consuming, as there are many signs. The signs on the rural Interstate were changed in a matter of days, but speed limits on other roads took somewhat longer to change.

The State Highway and Transportation Department, in light of the changes in speed laws, assumed its responsibilities by doing everything in its power to safeguard the public through engineering/design analysis of changes to speed limits and provided State resources for a

speed program within the Traffic Safety Bureau. The Bureau worked closely with partners to develop a statewide speed campaign known as “KNOW YOUR SPEED” which focused on informing and educating the public of the varying speeds, and “arming” law enforcement with equipment, training, and overtime enforcement funding.

The effects of higher speed limits continue to be analyzed and monitored. Attention will also be given to identify potential problems on the rural National Highway System routes since the initial Study reflects that there is no apparent effect of the speed limit change in the aggregate analysis of this system.

Initiatives

The Speed program focuses on providing long-term resources for speed enforcement, public information and education to change the perception that violating a speed law is an “acceptable” minor violation of the law.

A new program, Seeds for Speed, was implemented in 1999 to focus on speed-related problems and is intended to help small law enforcement departments address local speed enforcement problems. In larger department Seeds for Speed funding is being used as a start-up program intended to be developed into a selective enforcement program. By jump-starting an agency with training, equipment, enforcement overtime, and technical support Traffic Safety Bureau is preparing them to grow into a selective enforcement program. This year initiatives will include:

- Public information and education materials to encourage the traveling public to ‘voluntarily’ comply with the posted speed limits, be aware that ‘speed limits vary’, and the consequences of violating speed laws.
- Continuous training for law enforcement on the proper use of speed enforcement equipment, radar certification, prosecution of court cases, and traffic enforcement. Training will be provided to educate judges and prosecutors about traffic enforcement and equipment.
- Training for engineers on traffic enforcement/safety activities and how to set proper speed limits and allow for a process by which the need for speed limit changes are addressed in a timely manner by using available data or other resources.
- Fund programs for equipment, controlling, and enforcement of traffic laws on all public roads; maintain visibility to increase perception of risk of enforcement.
- Funding for the purchase, replacement or maintenance of speed equipment, including the purchase of state-of-the art equipment for enforcing speed limits.
- Changes in legislation to allow for mailing citations to traffic offenders or owner of vehicles photographed defying traffic laws.

- Collect and analyze data for problem identification and evaluation of program to improve program effectiveness.
- Collect information on citation tracking for use in evaluation of program activities and to target resources for increasing conviction rates.

Goals

- a) Achieve 85 percent compliance with the 75 mile per hour posted speed limit on the rural interstates/highways.
- b) Increase the number of law enforcement agencies participating in Speed and other traffic enforcement initiatives.
- c) Educate speed enforcement grantees about the importance of traffic enforcement, benefits to the community and usefulness in reducing traffic problems and crime.

Strategies

1. Provide training, equipment, and technical assistance to enforcement agencies and others in continuing a comprehensive statewide speed control plan by those involved with traffic enforcement and integrate speed control as part of enforcement and engineering programs.
2. Provide public information and education materials on the scope and severity of the problem.
3. Coordinate statewide speed activities and resources in order to maximize effectiveness of existing programs; encourage use of local traffic safety education and enforcement funds for speed enforcement.
4. Provide resources for traffic safety partners interested in enforcing traffic laws.

Projects

00-SC-01 Speed Enforcement: Provide overtime enforcement funds, technical assistance and materials to assist agencies in launching high visibility enforcement efforts targeted at speeding. Coordinate statewide speed-control activities; encourage compliance with speed limits through public information and education and speed enforcement activities.

00-SC-02 Seeds for Speed: Focus on localized speed-related problems and develop 'start-up' grantee agencies into a selective enforcement participants. Provide resources such as training, equipment, enforcement overtime, and technical support.

00-SC-03 Speed Equipment: Purchase speed equipment to be used for Public Information/Education and Enforcement activities. Provide speed enforcement equipment to assist agencies in speed-enforcement efforts.

00-RF-02 Speed Enforcement Equipment: Purchase speed equipment to be used for Public Information/Education and Enforcement activities. Provide speed enforcement equipment to assist agencies in speed-enforcement efforts.

Impaired Driving

Problem: New Mexicans who drive while impaired by alcohol or other drugs produce crash deaths and injuries in disproportional large numbers.

Overview

Driving while impaired is a critical public health, as well social, political and economic problem that affects everyone who lives in or may travel through New Mexico. It is the leading cause of injury and death for all New Mexicans between the ages of one and forty-four. Table 6 shows the reported number of alcohol-impaired deaths and injuries for 1980-1998.

During the past 18 years, DWI deaths have decreased by 54 percent. Because drunken driving fatalities have been so thoroughly investigated, there is reason to believe that the trend is likely real and that it stems, in part, from the effectiveness of state and local prevention programs. Demography may have also played a factor, in that the percentage of drivers in high-risk age groups has declined as baby boomers matured. This decline has now ceased as their children become teenagers and young adults, and this shift in demographics may result in subsequent increases in traffic related fatalities and injuries, including alcohol-involved traffic fatalities.

New Mexico's lowest number of alcohol related traffic deaths have occurred during the past three years ('96, '97 and '98). As can be seen in Table 6, the percentage of alcohol-related injuries has also declined. These decreases corresponded with the introduction and expansion of community based DWI programs, tougher DWI laws, increased public awareness due to well-publicized crashes, increased seatbelt enforcement, and closing of the drive-up windows. The Community DWI Program (supported by a \$75.00 fee imposed on each person convicted of DWI and generating approximately @ \$800,000 annually) began in 1992 and the Local DWI Grant Program (providing @ \$9 million in state General Funds to counties) in 1993. Operation DWI, a statewide checkpoint program, started in December 1993. A .08 per se law for adults and a .02 per se law for juveniles became effective in 1994. In 1998, drive-up liquor windows were closed statewide.

In 1999, New Mexico enacted several laws relating to driving under the influence. One law gives courts the option of requiring breath alcohol ignition interlock devices (BAIIDs) for repeat offenders. A separate law requires repeat offenders to have a BAIID installed as a condition to receive a limited license. Another is a three-stage Graduated Driver's Licensing law, designed to give individuals under the age of eighteen more driving experience before acquiring a full license and includes requirements for the driver to remain violation free during the initial two stages. DUI is considered a traffic violation under the new Graduated Licensing law.

With respect to DWI-related injuries, Table 6 reveals sharp annual variations with a general

decreasing trend. It's likely that some of this decrease is real. However, some may be the result of variation in police investigative practices for non-fatal crashes. Table 7 presents this trend in a "proxy" measure that in the past has shown to correlate closely with actual (vs. reported) impaired driving in New Mexico. The numbers shown for "% Reported" indicates the percentage of "reported" alcohol-involved fatal and injury crashes. The numbers shown for "% Proxy" indicate Wednesday-through-Saturday-night (8pm through 4am) fatal and injury crashes, which are reported as a percentage of all fatal and injury crashes.

Table 6 NM Impairment-Related Death and Injury, 1981-1998

Year	Alcohol Related Deaths	Total Traffic Deaths	Percent Alcohol Related	Alcohol Related Injuries	Total Traffic Injuries	Percent Alcohol Related
1980	417	613	68.0	6,006	22,784	26.4
1981	356	544	65.4	6,076	23,050	26.4
1982	365	577	63.3	5,762	23,252	24.8
1983	350	531	65.9	5,448	23,442	23.2
1984	319	497	64.2	4,837	24,041	20.1
1985	299	535	55.9	4,225	24,893	17.0
1986	285	499	57.1	4,296	24,793	17.3
1987	339	568	59.7	3,858	26,144	14.8
1988	289	487	59.3	3,969	26,369	15.1
1989	296	538	55.0	3,419	24,960	13.7
1990	305	499	61.1	4,120	24,904	16.5
1991	261	469	55.7	4,181	25,019	16.7
1992	274	460	59.6	4,458	27,195	16.4
1993	249	431	57.8	4,454	28,032	15.9
1994	228	447	51.0	4,466	29,910	14.9
1995	231	485	47.6	4,326	31,041	13.9
1996	235	481	48.9	4,132	31,352	13.2
1997	213	484	44.0	3,526	29,719	11.9
1998	188	424	44.3	3,300	28,112	11.7

Although alcohol-involved deaths and injuries have declined since 1982, impaired driving is still a serious problem. In 1998, 44.3% of all traffic fatalities were still alcohol-related. As a result, a continuing, major focus of New Mexico's Highway Safety Plan is DWI prevention and deterrence.

To judge from the proxy measure in Table 7, it appears that the relative proportion of impaired driving crashes dropped markedly in 1984 with the onset of New Mexico's administrative license revocation for DWI. It remained fairly level through 1992, when it dropped again. Reporting, meanwhile, dropped drastically, then climbed back again. The proxy measure corresponds well to the trend observed for fatal crashes, where reporting of

alcohol involvement has been consistent and reliable throughout this period.

Table 7 NM Impairment-Related Crash Reported & Proxy Percentage by Year

Year	% Reported	% Proxy
1982	23.8	20.3
1983	22.5	19.6
1984	19.6	17.8
1985	16.5	16.2
1986	16.3	16.7
1987	14.4	15.5
1988	15.0	16.5
1989	13.7	15.8
1990	16.2	15.8

Year	% Reported	% Proxy
1991	16.4	15.7
1992	16.4	14.7
1993	16.0	12.9
1994	14.7	13.1
1995	13.8	12.2
1996	13.0	11.8
1997	11.4	12.5
1998	11.8	12.1

Public Awareness Campaigns. During the past ten years, New Mexico has made substantial progress in raising public awareness about DWI. Major newspapers have taken strong editorial stands against DWI and provide extensive coverage of specific cases. Many print the names and addresses of those convicted of DWI. In a recent DOH report, up to 84% of surveyed drivers report knowing of the Operation DWI checkpoint program. Unfortunately, the groups at greatest risk for DWI-related injuries are also those least likely to be reached by mass media campaigns, especially print media. The Traffic Safety Bureau strives to assist state and local entities in developing accurate and effective messages to reach these high-risk populations. Pro-active rather than reactive marketing and media campaigns that focus and target effective messages to those who are most likely to drink and drive is also a Bureau priority.

Many of those arrested for DWI are already driving on revoked or suspended licenses. New Mexico must develop a more aggressive strategy for reaching these offenders. “Normal” deterrence, enforcement, and correction measures frequently fail to prevent these offenders from repeatedly getting behind the wheel while impaired. Vehicle confiscation, vehicle immobilization devices or special vehicle identification (license plates) are avenues that could be pursued to increase the impact on these repeat offenders.

Community Involvement. To increase public awareness, teachers, school administrators, religious officials, and other community leaders must be educated and given the support they need to address DWI and develop policies and procedures to combat this problem. For example, School Boards need to develop effective in-school education programs and effective deterrence programs, especially during Homecoming, Prom, and graduation “seasons.” Such programs should begin at the elementary grades, and continue (increasing the level of information and sophistication) through High School. The goal is to reach target populations through the social institutions that impact their lives -- i.e. the community, work place, church, school, and family.

Law Enforcement. New Mexico has strong DWI laws and an effective support system for enforcement activities. This includes a testing program for alcohol and drugs, a large pool of officers trained in standard field sobriety testing, DWI squads with mobile breath testing units in larger cities, an established body of law which supports using checkpoints, breath tests, and blood tests in court, and numerous agencies trained and equipped to conduct checkpoints. In December 1993, the Traffic Safety Bureau launched Operation DWI -- a statewide checkpoint program. In 1998 Operation DWI was combined with Operation Buckle Down and renamed Superblitz. Checkpoints are conducted monthly in every State Police district, 37 cities, and 26 counties, covering over 85 percent of the state's total population. The program continues to receive intense statewide and local publicity, which contributes to its success. DWI fatality rates have dropped as the monthly statewide checkpoint program has been fully implemented.

Table 8 NM DWI Arrests by Year, 1986-1998

Year	DWI Arrests	Percent DWI Convictions	Percent Lacking Disposition	Percent Requesting Hearings	Percent Sustained
1986	23,054	67.2	13.0	11.6	63.7
1987	21,180	69.4	17.9	12.9	61.2
1988	21,019	70.9	13.8	13.5	57.3
1989	22,202	69.3	11.7	15.8	57.9
1990	24,445	69.3	12.2	18.4	62.2
1991	23,761	69.1	11.2	20.5	59.2
1992	24,354	67.3	16.1	20.9	62.2
1993	24,429	72.9	10.8	19.8	66.8
1994	23,905	67.6	13.1	18.0	57.8
1995	22,066	68.1	14.0	18.2	58.2
1996	20,643	65.3	15.1	21.7	55.8
1997	19,584	64.8	16.3	21.6	58.9
1998	19,799	55.4	30.6	23.4	57.9

Table 8 shows that the number of arrests has declined from the 1986 level, which was the first full year of administrative license revocation. Since the total number of licensed drivers has increased significantly during this period, and the number of crashes and deaths has declined, we believe that New Mexico's prevention efforts (including enforcement as a deterrent tool) are working. In 1998, 1.6 percent of New Mexico drivers were arrested for impaired driving.

Our conviction rate, however, appears low. In 1996, a sharp decline in the percent of DWI convictions occurred, while the percent of cases lacking disposition rose sharply. This may be due to dismissals, but may also be the result of the high volume of unreported dispositions and manual record keeping that has been the rule rather than the exception in most courts in the state. Many are probably from cases in which the offender or the law enforcement officer failed to appear in court. Cases dropped by prosecutors may result in no disposition. Over twenty one percent of offenders refuse to be tested for BAC. The widespread practice of deferring sentencing is also a factor. Finally, some judges may fail to report first time convictions in order to keep an offender's record "clean". The lack of available space in detention facilities, coupled with a shortage of alternative sentencing or treatment programs in some jurisdictions may also play a part in case dispositions.

Administrative license revocation, however, has proven to be an effective system. In 1998, 85.6 percent of arrests resulted in administrative revocation, versus only 55.4 percent reported as convictions as of 4/99. For those who refused the BAC test, administrative revocation was sometimes the only consequence. Unfortunately, the administrative hearing process can be very burdensome for law enforcement. More affluent offenders hire attorneys, who generally request a hearing in hope that a procedural flaw will result in a dismissal. Very often, the attorney requests repeated continuances. Although the majority of hearings result in "sustaining the action," considerable resources and time delays are involved in the process. With the addition this year of one more hearing officer and the production of an annual report identifying program problem areas and reasons for rescinded revocation, this should begin to improve. One area which requires further study is the effect increasing DWI penalties has had on the number of cases going to trial rather than "plead" and the impact any increase may have had on the court system.

Driving Under the Influence of Drugs (DUID) is also a problem in New Mexico. In 1997, the Scientific Laboratory Division (DOH) tested 950 blood samples from DWI suspects. More than half of these cases (514) tested positive for drugs: this represents more than 30% of the total blood samples collected in DWI cases. There may well be significantly greater numbers of DUID cases as no testing was done for marijuana products in blood samples. New Mexico laws permit collecting blood samples for the purpose of drug testing in cases where low BACs are detected. However, it does not allow urine testing under Implied Consent provisions. In 1997 the State Legislature raised the lab fee for convicted DWI offenders from \$35 to \$65 in an effort to provide more funds for drug testing in DWI cases (especially marijuana) and for the Breath Alcohol Testing Program; to date, the courts have been slow in implementing this change. While prosecution of DUID cases has been more successful than prosecution of DWI-alcohol cases, judges and attorneys need continued training to deal with this issue.

In 1992, with the help of NHTSA, law enforcement officers in three urban areas were trained as Drug Recognition Experts (DREs). In 1999, the program includes 21 active DREs and 6 instructors in 8 sites around the state. The number of trained officers is significantly down

from a high of 35 in 1996 and those officers are concentrated in larger agencies. An expanded DRE training and recertification program is needed to assure well-trained officers, available throughout the state.

Legislation and Public Policy Issues

In 1993, the New Mexico Legislature enacted landmark, sweeping DWI law reforms, including a law requiring that all alcohol servers be trained. The legislature also appropriated \$15.1 million to state agencies and local communities for DWI and alcohol abuse prevention. Of this amount, nearly \$7 million was designated for court automation and personnel; \$1.2 million for prosecutors; \$800,000 for public defenders; \$5.5 million for the Local DWI Program; and \$5.1 million for state agencies to expand DWI prevention and education, and other DWI related efforts within state agencies.

Although funds were not specifically designated for law enforcement, communities can and do request monies for enforcement activities through the Local DWI Program as well as the Community DWI (CDWI) program. TSB provides oversight of the approximate \$800,000, flow-through CDWI funds. Funds are used for Operation DWI enforcement activities, as well as prevention, offender programs and public information and education. Even though yearly DWI convictions remain constant, CDWI revenues, generated by a \$75.00 fee on every DWI convictions, have been decreasing. TSB and local programs, are working with the Administrative Office of the Courts to determine and remedy, if possible, the reasons for the decrease.

In 1997, the Legislature passed a bill increasing the amount allocated to the Local DWI fund to approximately \$9 million annually. Revenues for the fund are generated by the liquor excise tax. About \$7 million is allocated through formula funding, and \$2 million is allocated for special projects by the DWI Grant Council. The TSB Bureau Chief participates by statutory authority on this Council. Also, the 1997 Legislature passed bills requiring that all persons arrested for DWI be fingerprinted, and that all persons convicted of DWI receive screening services for alcoholism or alcohol abuse problems. The DWI crime lab fee was increased from \$35 to \$65 and hopefully will provide the means for the laboratory to offer marijuana testing in blood and to continue to support the Breath Alcohol Testing Program at current levels.

In a 1998 Special Legislative session, a statewide ban to close all drive up windows in the state was enacted, and signed by the Governor, effective August 2, 1998.

As noted previously, in 1999, the Legislature passed two Ignition Interlock laws. The first law allows the court to require, as a condition of sentencing, that repeat offenders have a Breath Alcohol Ignition Interlock Device (BAIID) installed on any and all vehicles that the individual drives. The second law requires a repeat offender to have a BAIID installed as a condition of receiving a limited license to travel to and from gainful employment or school. A breath alcohol test is required before the vehicle will start. The reading must be below .02 and further testing is required while the vehicle is in motion.

Also in 1999, a three-stage Graduated Driver's Licensing Law was passed drastically

changing the way teenagers under the age of eighteen are licensed. With nighttime driving restrictions between the times of 12:00 am-5: 00 am in stage 2, teenagers will be off the roads during the high risk DWI crash times. Other benefits include passenger restrictions and increased behind-the-wheel experience and requirements for the driver to remain violation free during the initial two stages. DUI is considered a traffic violation under the new Graduated Licensing law.

New Mexico has nearly the full arsenal of DWI laws most experts say will control and reduce DWI. And New Mexico's alcohol involved traffic fatality rates have been decreasing in the face of increasing population and miles traveled. However, while New Mexicans are impatient for further dramatic decreases, it must be recognized that the dramatic policy changes are only six years old and the impact of many of the legislative efforts and increased resources may not yet be fully apparent. Changing the drinking and driving habits of New Mexicans is not a "quick fix". The problem did not develop in a few years, and will not be solved in a few years. Given our powerful DWI laws, and the substantial funding now dedicated to DWI for enforcement and community programs, our task must be to improve the implementation and effectiveness of the new laws and programs, and to evaluate for both success and failure. New Mexico has the opportunity to provide valuable lessons and information on the impact of strong legislation coupled with increased resources. All entities involved must now work together to increase the effectiveness and efficiency of DWI laws and programs

Collaborative Efforts

Increased resources and expanded responsibilities of state and local agencies mandated by the 1993 DWI legislative reforms brought about the imperative for collaborative efforts. The DWI Interagency Work Group was formed in response to this need to work together. This work group is composed of a number of state agencies including the Traffic Safety Bureau, Department of Health, DFA/Local Government Division, Department of Public Safety, Administrative Office of the Courts, Alcohol & Gaming, and the Children and Youth and Families Department. This group has met on a monthly basis since 1993. The DWI Interagency Work Group provides ongoing technical assistance to community/local DWI programs as well as developing plans and implementing system changes at the state level. In 1996, DFA/Local Government Division took the lead with the assistance of this group to plan and implement a statewide-standardized screening and compliance tracking system. The Department of Health analyzes the screening data from this system to prepare a yearly report to assist in strategic planning.

The group is also participating in the multi-agency effort to implement a Central DWI Repository database at the Administrative Office of the Courts. The work group continues to serve as a forum for review of the CDWI and Local DWI plans and applications to ensure efforts and resources are not duplicated. Currently the work group serves as the statewide coordinating committee for the Underage Drinking Prevention project funded through the Juvenile Justice Division of CYFD.

The DWI Interagency Work Group provides continued leadership in the DWI collaborative

efforts by setting strategic directions as well as developing operational tactics to implement these directives, while ensuring coordination of all the players in the DWI effort.

Another collaborative effort among state agencies involved the DWI Process and Data Standards Committee. This committee focused on improving processes involving the DWI offender from arrest through sentence compliance. Areas targeted for improvement include electronic access to motor vehicle and court databases by law enforcement and consistent reporting of DWI convictions across databases. With state funding from TSB, the committee provided education on these process issues to community DWI programs. In 1998, the Department of Health committed funding for completion of the committee's efforts.

Underage Drinking Issues

Motor vehicle crashes remain the leading killer of New Mexico's adolescents and a major cause of teen injury, even though in many states in the nation teen homicide is the leading cause of teen death. Alcohol plays a major role in crashes involving teenagers in New Mexico. In 1992, 62 percent of all traffic fatalities involving teenagers also involved alcohol. That percentage had decreased in 1997 to 40 percent. However, in 1998 the percentage increased to 44 percent. The table below shows impaired (under influence of alcohol) teenage drivers in crashes (excludes teenage pedestrians and pedalcyclists). It also shows total fatalities and injuries in crashes with drivers ages 14-20.

Table 9 NM Young Impaired Drivers in Crashes, 1990-1998
Ages 14-20

	The Number of Impaired Drivers Ages 14-20 in Crashes Resulting in Fatalities & Injuries		Total Fatalities & Injuries Involving Impaired Drivers Age 14-20 in Crashes	
Year of Crash	Fatal	Injury	Fatal	Injury
1990	62	401	60	794
1991	37	420	41	770
1992	25	413	20	742
1993	39	408	38	713
1994	35	367	45	728
1995	32	372	37	684
1996	30	400	33	783
1997	34	327	39	656
1998	25	344	28	640
Eight Year Total	319	3,452	341	6,510

Despite overall population growth, the number of young drivers decreased from 1975-1987 as baby boomers matured. Since 1987, the youth population has grown and can be expected to increase dramatically during the next 10 years, as the offspring of baby boomers become

teenagers. Given the fact that teens and young adults have poorer driving skills and lower seat belt use rates than drivers over 21 years of age, teen traffic crashes will probably increase both in numbers and severity. In the future, the three-stage graduated licensing system signed into law in 1999 and the underage drinking initiatives implemented in 1999 may be the antidotes to address this issue.

In a January 1997 study, Minor Under the Influence, developed by the New Mexico Traffic Safety Bureau, the link between alcohol and high-risk behavior behind the wheel was noted. New Mexico's youth rank from 12 percent to 19 percent higher than the national average for those who reported drinking while they were driving and approximately 30 percent higher for reported riding with an impaired driver during the past year.

Access to alcohol by youth has been illegal since 1925 when the 21 minimum drinking age was passed. Adolescents, however easily circumvent this law. In the open meetings and focus groups held to develop Minor Under the Influence, young people reported that it was easy to obtain false IDs, including learning the technology over the Internet, easy to obtain alcohol from parents, older family members, i.e. siblings, aunts, uncles, and friends. In 1998, a law was enacted prohibiting parents and guardians from serving/providing alcohol to minors on licensed premises.

Juvenile Laws

The New Mexico Children's Code and local policies concerning juvenile (under 18 years of age) enforcement impose heavy restrictions on police. Consequently, some officers deal with intoxicated juvenile offenders by calling their parents or by having them pour out their alcohol. A lack of holding facilities for juveniles contributes to this problem. Individuals who are 18, 19, and 20 years of age are subject to the Motor Vehicle Code or Liquor Control Act. Underage drinking is tolerated in many communities, and therefore, consequences are minimal.

Laws pertaining to underage drinking have become more severe in recent years. In 1993, a new law was enacted that imposes severe penalties on alcohol retailers who knowingly sell alcohol to minors. These penalties include suspension and revocation of liquor licenses. State law now mandates server training for all persons who sell alcohol -- whether in bars, restaurants, package stores, or supermarkets -- as a requirement for liquor license renewal. To improve enforcement of these laws, the 1994 Legislature appropriated funds for new staff positions at the Department of Public Safety, which houses the Special Investigations Division.

The 1993 legislature also enacted a .02 BAC law for drivers under 21. This law pertains only to administrative license revocation. The criminal per se limits for both youth and adults are .08. Law enforcement personnel indicate that it would be difficult to identify impairment at .02; so the .02 provision by itself is unlikely to have much direct effect.

Programs

To reduce underage drinking and DWI, the state has implemented the following programs:

Juvenile Enforcement. The state continues its vigorous support of youth-targeted enforcement practices. The Dona Ana County Sheriff's Office in southern New Mexico reports considerable success in enforcing underage drinking laws by locating parties involving underage drinkers, breaking up the party and having parents or responsible adults pick up the youth. The program, called "Wolf Packs," currently is working with El Paso, Texas to implement a program there. In 1999, the "Cops in Shops" program expanded into seven new communities and plans further expansion in 2000. The Special Investigative Division (SID) of the State Police works with Cops in Shops to stop underage purchase of liquor. SID is also increasing "sting operations" targeting problem licensed premises for selective enforcement of the liquor control laws. Both these efforts are coordinated with CYFD's Underage Drinking Prevention project.

Teen Court. Over 26 state-funded teen court programs have been established in New Mexico. The state's first teen court was started in Silver City as a 410 pilot project. In 1994, a two-year STEP project focusing on youth was also implemented in that community as part of an integrated youth enforcement/adjudication program. Statewide this program has had a desirable recidivism effect on adolescent alcohol issues such as minor under the influence and DWI. The New Mexico Administrative Office of the Courts and the New Mexico Teen Court association continue to investigate permanent funding for this program. The programs are currently funded from a variety of sources, including LDWI, CDWI, AOC and/or special legislative appropriations. In 2000 New Mexico will host the National Teen Court Conference.

Publicity. To support the perception that New Mexico's underage drinking laws are enforced, the state will continue extensive publicity campaigns conducted in conjunction with the Superblitz Campaign. The campaigns emphasize the penalties for DWI and the severity of the .02 per se law for juveniles. One of the four major Superblitz media campaign themes is targeted at the underage and young adult drinker. In addition to Superblitz efforts, the Underage Drinking Prevention Media Campaign will target parents and other adults with messages on consequences of giving or buying alcohol to underage drinkers and educate teens on the risks and consequences involved with drinking and driving. The media and publicity efforts of these campaigns will use the general deterrent effect of video cameras and passive sensors in their messages.

Teens Need Teens (TNT) Program. Counties throughout the state have adopted a teen empowerment program designed to prevent DWI. Based on California's "Friday Night Live" model, this program was piloted in 1993 by the Injury Prevention and Control Section of the Department of Health with a 410 grant from the Traffic Safety Bureau. The program was adapted to meet New Mexico's needs and renamed "Teens Need Teens"(TNT) by local youth. Over 40 communities have adopted this program or programs with similar goals such as Youth to Youth or Natural Helpers. TNT includes three components: 1) leadership and skill development; 2) opportunities for alternative activities without alcohol, drugs and

violence; and 3) community service and advocacy. This program is based on practices known to be effective for changing attitudes and behavior. The program is funded through the local DWI Grant Programs, the CDWI programs and other state and foundation grants. The Traffic Safety Bureau provides training and technical assistance. TNT was featured at the 1996 International Injury Conference in Australia, 1996 Lifesavers Conference in Albuquerque, and the 1997 Southwest Regional Substance Abuse Conference in Albuquerque.

Underage Drinking Reduction Project. This state-funded project involved, in 1997, an assessment of current laws and practices around underage drinking. Twelve county profiles were developed, and a statewide advisory panel made recommendations for needed changes. The result of the efforts was the previously mentioned study *Minor Under the Influence*. In 1998, several communities that participated in this project initiated underage drinking prevention efforts using this assessment as a guideline. The project has been renamed to Youth Mobilization and will be folded into the Underage Drinking Prevention Media Campaign.

Initiatives

The Highway Safety Plan includes DWI prevention as one of its top priorities. New Mexico is fortunate to have several state funded DWI prevention and reduction programs to complement the federal programs. In 2000, increased resources for DWI prevention efforts is funding new initiatives and maintaining current program levels. Following is a list of areas being considered for or in the process of implementation:

1. Underage Drinking Prevention project - This effort, led by CYFD under a Juvenile Justice Department grant, and includes a statewide coordinating committee, underage drinking enforcement strategies, specialized training for judges and prosecutors, a statewide media campaign, a statewide training conference, and pilot projects in 13 selected communities to address the problems.
2. Graduated Driver's Licensing legislation passed in 1999, with the coordinated efforts of AAA, MADD, and the Motor Vehicle Division. The legislation includes three stages for licensing.
3. Drugged driving research - UNM Emergency Medical Services Department expresses continued interest in applying for 403 research monies, and working collaboratively with other players in this field.
4. Juvenile offenders - The UNM Institute of Public Law is interested in developing a DWI "interactive test" for juvenile offenders. IPL will continue to work with community youth empowerment groups on DWI issues, as well as conduct a statewide DWI conference focusing on youth issues and monthly TSB newsletter on DWI and other traffic related issues.

5. Monthly DWI enforcement activities throughout the state will continue. We will concentrate on making checkpoints and saturation patrols more effective and efficient. Appropriate steps will be taken to ensure that enforcement agencies are:
 - (a) making a maximum effort under this program and
 - (b) maintaining an adequate DWI enforcement effort at times other than the four structured Superblitzes
 - (c) media and public information efforts will be more focused and intensified at specific times throughout the year.
6. Legislative initiatives will include support of increased penalties for vehicular homicide and allowing prior DWIs to count for “habitual offenders”. Initiatives to revise repeat offender laws, the open container law, and the graduated licensing law as needed for compliance with federal requirements will also be supported.
7. Other areas of increased focus for 2000 will be to continue efforts to involve the judiciary as full partners through expanded and improved training and statewide implementation of the standardized DWI screening and compliance tracking package. As well as continued support to the Administrative Office of the Courts in the development of a central depository database.

Goals

- a) Reduce alcohol-involved traffic fatalities from 44 percent of total traffic fatalities in 1998 to 43 percent in 1999; 42 percent in 2000; and 40 percent in 2005.
- b) Reduce alcohol-involved fatal crashes from 44 percent of fatal crashes in 1998 to 43 percent in 1999; 42 percent in 2000; and 40 percent in 2005.
- c) Reduce alcohol-involved crash deaths among young adults (20-24) from 63 percent of young adult crash deaths in 1998 to 60 percent in 2000; 58 percent in 2001; and 55 percent in 2005.
- d) Reduce alcohol-involved crash deaths among adolescents (15-19) from 44 percent of adolescent crash deaths in 1998 to 42 percent in 2000; 40 percent in 2001; and 38 percent in 2005.

Strategies

1. Increase the perception of risk of enforcement consequences for DWI among targeted high-risk groups through an extensive publicity campaign conducted in conjunction with the Superblitz Campaign. .
2. Utilize community and public information/education strategies to reach targeted groups.

3. Coordinate with other DWI prevention programs at the national, state and local levels in order to avoid confusion, conflict and duplication, and increase cooperation and coordination between law enforcement, judicial, correction, treatment, and prevention sectors.
4. Expand information, training and technical assistance to local DWI programs. Improve the effectiveness of prevention, enforcement, screening, treatment, and alternative sentencing programs.
5. Increase the effectiveness of specific deterrence systems to alter the behavior of arrested DWI offenders.
6. Increase the perception of the risk of consequences for underage drinking and DWI among persons less than 21.
7. Promote innovative approaches to youth enforcement to prevent underage drinking and DWI.
8. Promote model prevention and education programs for adolescents using a youth development and empowerment model.
9. Promote model-training programs to assist parents to talk to their adolescents about alcohol and to assist parents in understanding responsible social host liability.
10. Development of a statewide media and marketing campaign on underage drinking and parental responsibilities. Campaign will incorporate the general deterrent effect of video cameras and passive sensors in the messages.

Projects

00-AL-01 Traffic Safety Information Program: Develop and disseminate DWI and other traffic safety information through a monthly newsletter and traffic safety conferences, workshops, training, etc. Ensure maximum communication with and between enforcement, judicial, correction, treatment, and prevention sectors on DWI issues around the state and at the local level. Develop an annual traffic safety report for widespread dissemination.

00-AL-02 OBD/ODWI Expansion Enforcement & Visibility Coordination: Maintain the extensive marketing campaign for the OBD/ODWI program, which is one of the keys to the success of the program.

00-AL-03 Special Investigations: Continue funding the additional SID officers hired in FY99 by the Department of Public Safety dedicated to Alcohol and Gaming to conduct “stings” and investigations of licensees reported to be selling to minors and/or intoxicated persons.

00-AL-04 Drug Recognition Expert Training: Expand training and recertification of DRE (Drug Recognition Expert) officers to increase the number of DRE experts in the state.

00-J8-01 Lab Technology: Improve expertise in chemical testing issues, provide blood alcohol content levels and drug testing information on traffic fatalities and serious injuries, and provide equipment for improving the processing of information.

00-J8-02 Operation DWI Evaluation: Evaluate Operation DWI to determine program effectiveness of monthly enforcement efforts combined with quarterly statewide blitzes, and provide direction for program improvement.

00-J8-03 and 00-J7-03 DWI Judicial Education: Train new judges on New Mexico's DWI laws; develop an interactive webpage on DWI law and problems; develop and conduct special DWI training for Metro Court judges. Provide training to judges and prosecutors on evidence collected by video cameras, passive sensors and other equipment used when arresting offenders.

00-J8-04 DWI Coordinator Affiliate Training: Provide training and technical assistance to DWI coordinators statewide in areas such as science-based DWI prevention models; successful, cutting edge treatment technology and programs; effective media strategies and coalition building.

00-J8-05 Motor Transportation ODWI Expansion: Conduct specialized DWI enforcement activities targeting commercial vehicles along roadways of Interstate 10 and Interstate 40 from Arizona to Texas.

00-J8-06 ODWI Expansion: Overtime enforcement and checkpoint equipment for the Operation DWI checkpoint and DWI saturation patrol program. Maintain the program at the FY99, or if funding allows expand the program to a level which will include tribal and new law enforcement entities.

00-J8-07 Administrative License Revocation Officer: Continue the funding for the ALR Hearing Officer hired in FY99 for Albuquerque to handle the increased ALR caseload from ODWI. A report on ALR hearing outcomes will be produced and disseminated by the Taxation and Revenue Department.

00-J8-08 Administrative Support - Alcohol and Gaming: Support processing of licensees and server citations and administrative hearings. Provide a report on citations and administrative hearings.

00-J8-09 Underage Drinking Reduction: Utilize effective strategies to reduce underage drinking through education, information, enforcement and policy changes by involving parents, parent groups and teens/teen groups as well as schools. Develop and conduct an ongoing underage drinking prevention and reduction publicity campaign in coordination with

and support of the enforcement efforts. The campaign will involve development and dissemination of public service announcements supporting enforcement efforts, as well as program packets for each high school to implement prevention and educational programs at their community. Develop and implement an ongoing multi-media campaign designed to educate parents and other adults on giving or buying alcohol for underage drinkers and to educate teens on the risks and consequences involved with drinking and driving. Include the general deterrent effect of video cameras and passive sensors in the media and publicity efforts.

00-J8-10 Court Monitoring Handbook: Update the handbook to reflect current laws. The handbook will be used to train new volunteers in court monitoring and will be distributed statewide for use by judicial and other traffic safety partners.

00-YA-01 Cops in Shops: Provide funding for officers to conduct “stings” and investigations of licensees reported to be selling to minors and/or intoxicated persons. Provide technical support to local programs on “Cops in Shop” programs.

00-RF-01 OBD/ODWI Enforcement & Visibility Campaign: Coordinate Superblitz law enforcement activities and state and community media advocacy and publicity efforts to ensure the effectiveness and visibility of law enforcement efforts during the implementation of Operation DWI and OBD. Include the general deterrent effect of video cameras and passive sensors in the media and publicity efforts. Develop a statewide schedule to provide video equipment and passive alcohol sensors to enforcement agencies participating in Operation DWI. Train law enforcement community in field use of equipment and inform judicial and prosecutors the equipment’s purpose and use in the field.

00-RF-03 COSAP Campus DWI Prevention: Provide campus DWI prevention program targeting University of New Mexico students. Plan and initiate expansion of campus DWI prevention statewide to other public and private universities, community colleges and vocational schools.

00-RF-04 Teen Mobilization: Engage teenagers in projects that strengthen their communities’ DWI prevention efforts. Utilize social advocacy and marketing techniques to train and support adolescents in developing and implementing programs to reduce DWI at the local level.

00-RF-10 Operation DWI: Coordinate ODWI/OBD enforcement operations on a monthly basis statewide.

00-EE-01 OBD/ODWI Enforcement & Visibility Coordination: Coordinate Superblitz law enforcement activities and state and community media advocacy and publicity efforts to ensure the effectiveness and visibility of law enforcement efforts during the implementation of Operation DWI and OBD. Include the general deterrent effect of video cameras and passive sensors in the media and publicity efforts. Develop a statewide schedule to provide video equipment and passive alcohol sensors to enforcement agencies participating in Operation DWI. Train law enforcement community in field use of

equipment and inform judicial and prosecutors the equipment's purpose and use in the field.

00-DP-01 Teen Mobilization: Engage teenagers in projects that strengthen their communities' DWI prevention efforts. Utilize social advocacy and marketing techniques to train and support adolescents in developing and implementing programs to reduce DWI at the local level.

00-RF-09 Memorial Signs: Provide resources to continue the memorial DWI sign programs established as a memorial to those who have died as a result of alcohol-involved crashes.

00-CD-01 Community DWI : State designated funding to communities to implement DWI prevention and reduction activities.

Occupant Protection

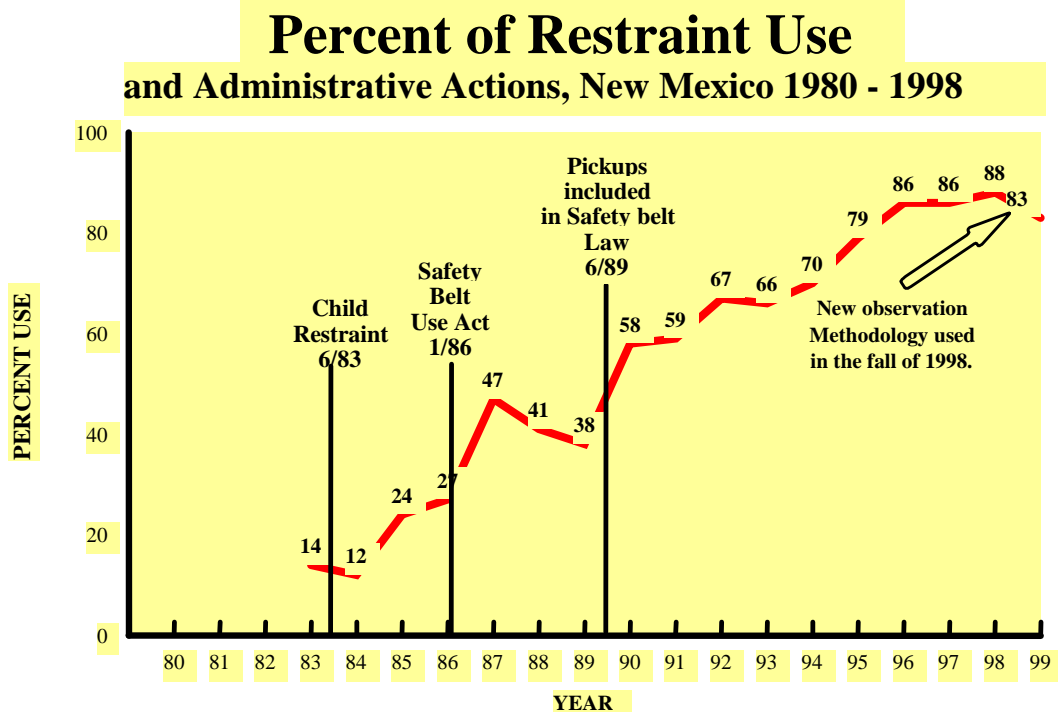
Problem: Low use rates of occupant protection devices by high-risk groups continue to produce high rates of severe traffic-related deaths and injuries among these groups.

Overview

In 1998, 63 percent of deaths of New Mexico motor vehicle occupants involved failure to use occupant protection. Among those under age 13 the rate is more tragic, 76 percent were not wearing belts or child restraints. National studies have shown that seatbelt use can reduce traffic fatalities by as much as 75 percent. If New Mexico had achieved 100 percent usage; an estimated 150 lives would have been saved.

Despite considerable progress, New Mexico is far from achieving this goal. Table 10 shows a very favorable trend in observed safety belt use on New Mexico roadways. Observed safety belt use statistics as of 1998 reflect the results of a new, NHTSA approved observational survey methodology developed by the University of New Mexico, Division of Government Research and the Department of Health, Office of Epidemiology.

Table 10 Percent of Restraint Use & Administrative Actions



The safety belt law has been New Mexico's most effective inducement to use occupant protection. During the period (1986-1989) when pickups were exempt from the law, pickup truck deaths climbed 30 percent above their pre-law average, while passenger cars rose by just 1 percent despite growth in travel and population. An estimated 170 lives would have been lost if passenger car deaths had risen at the same rate as pickup deaths. After pickups were included in the law, pickup deaths from July 1989 through May 1990 declined 14

percent while passenger car deaths remained the same. During the 1990's, a steady rise in safety belt usage corresponded with a steady decline in fatalities. Usage rates remain slightly lower for pickup truck occupants than for those in passenger cars, due in part to the exclusion of pickups from safety belt laws between January 1986 and June 1989.

Starting in July 1989, belt use was required for front seat occupants of all vehicles under 10,000 pounds, provided the vehicles were originally manufactured with safety belts. Only mail carriers and those with doctor's excuses are excluded New Mexico's safety belt use act. New Mexico's child restraint law and safety belt use Act allow law enforcement agencies to issue citations whenever they observe non-use.

The rise in safety belt usage stems from steady improvements in the visibility of occupant protection enforcement efforts. The primary cause of variation in safety belt usage is the degree of enforcement by local police. The number of enforcement activities and the number of law enforcement agencies participating in Operation Buckle Down are increasing. Enforcement activities occur statewide during Superblitz Campaign periods and monthly at the local level outside of the Superblitz period. In 1999 NHTSA recognized the New Mexico Traffic Safety Bureau and Safer New Mexico Now for 97% participation in the Buckle Up America Campaign. Superblitz and Buckle Up America Campaigns occur simultaneously in New Mexico.

Public knowledge of the law and vigorous enforcement are the two most crucial ingredients in increasing safety belt usage. Table 11 summarizes reported experiences of New Mexicans with safety belt enforcement and seat belt use. Starting in 1996, these are responses from self-administered surveys distributed by motor vehicle field offices.

Table 11 Attitudes About the Safety Belt Law, 1995-1998

	8/95		8/96*		8/97*		8/98*	
	Male %	Female %	Male %	Female %	Male %	Female %	Male %	Female %
Stopped, Ticketed, or Warned by Police Officer for Not Wearing Seat Belt	18.7	14.4	12.5	8.1	13.5	8.1	14.8	8.4
Stopped, Ticketed, or Warned by Police Officer for Not Having Child Under Age 11 Properly Buckled (Or Know Anyone Who Has Been)	7.4	6.4	12.0	12.6	14.1	13.4	17.3	14.7
Report Using Seat Belt Always or Nearly Always	92.4	96.5	85.8	93.7	86.2	90.9	85.9	91.6

* Methodology was changed from a telephone to a self-administered questionnaire at the Motor Vehicle Offices.

Beginning in 1997 people surveyed were asked if they supported the seat belt law and if

they supported drivers license point penalties for seat belt and child safety seat violations. Women supported both of these (87.9 percent and 69.0 percent) more than the men (80.2 percent and 61.2 percent). Starting in 1999, New Mexico drivers convicted for failure to restrain child passengers properly or failure to use seatbelts properly will receive a two-point assessment for each conviction.

A key problem in occupant protection is the failure of those most at risk for traffic-related injuries to use occupant protection. This includes young adults, teenagers and children. Children are particularly at risk because they are more fragile than adults are in crashes. Despite a strong child restraint law that covers children through age 11 in all seat positions, children use seat belts at a lower rate than adults do. Over the long term, usage among the 5-10 age group has lagged behind usage among adults and those under 5. The lowest rate is for teens, age 11-17 at 76%. Perceived enforcement is low. Only 13 percent of those surveyed knew someone who had been cited under the child restraint law.

Table 12 shows the police reported seat belt usage for passenger vehicle occupants with visible and incapacitating injuries. These data are used as a proxy for actual seat belt usage because belt usage in outboard front seat occupants with visible and incapacitating injuries is highly correlated with observed belt usage for those occupants over the last ten years. Restraint usage is lowest among the 11 through 17 age group.

**Table 12 Percent Police Reported Seat Belt Use
For Front Seat Occupants with Visible and Incapacitating Injuries**

Year	Age 1-4	Age 5-10	Age 11-17	Adults
1985	44	29	15	22
1986	64	62	50	57
1987	57	60	47	57
1988	67	60	47	58
1989	68	65	54	64
1990	73	64	58	68
1991	73	63	59	68
1992	77	67	60	72
1993	74	65	64	76
1994	82	75	68	79
1995	82	74	72	80
1996	84	77	68	81
1997	81	72	72	83
1998	81	81	76	83

Since 1991, New Mexico's approach to safety belt usage has focused on Operation Buckle Down, an intensive statewide program of safety belt law enforcement. In 1997, New Mexico

received 403 funding to conduct special child restraint enforcement blitzes in conjunction with a media campaign, operated by Safer New Mexico Now under private funds, “Enforcing the Law for Children’s Safety”. A recent child restraint observation survey showed that the usage rate had increased to 74%. In 1999 increased funding from Section 157 permitted significant expansion of enforcement activities. 78 jurisdictions, including city, county, university, tribal and each of the 13 State Police districts, now participate. Expansion also includes increased availability of child restraint equipment for low-income families; an expanded occupant protection media campaign; technician training around child restraint use; development of school based occupant protection prevention programs; and an observational study of child occupant restraint use, ages 0-18, in 13 communities. These efforts are working well, as demonstrated by an overall increase in safety belt usage. To maintain these high usage rates, the state will continue this program. Plus, enforcement efforts will be expanded further dependant on funding of a Section 157 discretionary incentive grant under TEA 21.

New Mexico’s overall high rate conceals low use rates among the following sub-populations: youth, children, rural residents, drunk drivers, citizens of non-participant cities, and Native Americans. Public information and education campaigns have been designed to target these groups. Law enforcement will be encouraged to coordinate with community program coordinators to target schools and recreational programs for education and special, targeted enforcement activities.

With respect to child restraints, child safety seat availability is a major factor, particularly for low-income families. Loaner and low cost programs operate in many parts of the state. Some organizations offer child safety seats at wholesale cost to encourage their use. The Traffic Safety Bureau maintains a current list of such programs. In 1995, the Department of Health’s Injury Prevention and Control Section implemented a project under the Emergency Medical Assistance program to provide child safety seats to newborns of families receiving Aid to Families with Dependent Children (AFDC). In FY 98, the Department of Health expanded its hospital based car seat distribution program to include all families on Medicaid or “low income.” The number of hospitals participating in this program, which provides every newborn AFDC client with a child seat at birth, is being expanded to 31 in 2000. This program, which is operated through Safer New Mexico Now, is the only program of its kind in the nation using federal matching funds.

Another issue is the debut of air bags in New Mexico. There is tremendous potential for public misunderstanding of the way air bags work, with the primary danger being the perception that belts are not needed in air bag vehicles. Public attitude surveys should examine this issue, which also needs to be addressed by the manufacturers as well as federal and state information programs.

As a result of the air bag issue, New Mexico is one of seven states nationwide that received funding from the National Air Bag Safety Campaign. New Mexico’s project is the only one targeting increasing child restraint use. With additional 403 funding from NHTSA, New Mexico launched Operation Buckle Down “Enforcing the Law for Children’s Safety” to give-increased emphasis and resources to child occupant restraint usage. The campaign

focused on high visibility enforcement efforts through September 1998 was continued on a reduced basis in FY 99.

An effective complement to occupant protection promotion is New Mexico's self-funded educational program for occupant protection violators. Judges provide offenders with the opportunity to attend a short course on occupant protection, in exchange for having their citations dismissed. The program is currently offered in 10 New Mexico cities. Classes are usually conducted by officers and are funded by a \$5 attendance fee. In some, revenues from a slightly higher fee pay for child safety seats for needy children.

Initiatives

The expanded Operation Buckle Down will be continued in 2000-2005. The Bureau will also strive to increase occupant protection enforcement activities through expanded speed enforcement and four additional Safe Streets Traffic Safety Campaigns. Both initiatives are dependent on funding of a Section 157 discretionary incentive grant under TEA 21.

TSB and the Department of Health continue to collaborate on child occupant protection issues. Other initiatives expanded in 1999 that will continue include: occupant protection media campaign efforts; greater availability of child safety seats for low income families; technician training around child restraint use; development of school based occupant protection prevention programs; and development of an observational survey methodology for child occupant restraint use. TSB will work to increase the impact of these current programs and activities funded through the Department of Health to better reach young adults, teenagers, children and rural residents.

The Traffic Safety Bureau also continues to work with our partners to support passage of more comprehensive legislation around child restraint and to require occupant protection restraint use in all seating positions.

The following performance goals are designed to improve usage rates among at-risk populations while maintaining the state's high overall rates for adults. The front seatbelt use rate is measured through a NHTSA approved observational survey. The other occupant restraint rates are measured through police reported (a) incapacitating and (b) visible injuries.

Goals

- a) Increase front seat occupant seatbelt use rate from 83 percent in 1998 to 86 percent in 1999; 90 percent in 2000; and 92 percent in 2005.
- b) Increase the use of occupant restraints by children under age 12 from 81 percent in 1998 to 82 percent in 1999; 84 percent in 2000; and 85 percent in 2005.
- c) Increase the use of occupant restraints by children under ages Infant-4 from 81 percent

in 1998 to 82 percent in 1999; 84 percent in 2000; and 85 percent in 2005.

- d) Increase the use of occupant restraints by children ages 5-10 from 81 percent in 1998 to 82 percent in 1999; to 84 percent in 2000; and 85 percent in 2005.
- e) Increase the use of occupant restraints by children ages 11-17 from 76 percent in 1998 to 77 percent in 1999; to 78 percent in 2000; and 85 percent in 2005.

Strategies

1. Promote the use of occupant protection devices through enforcement and media campaigns designed to heighten the perceived risk of enforcement consequences for all non-use. This includes increased high visibility enforcement efforts of the child restraint law.
2. Promote the use of occupant protection devices, including booster seats, among targeted groups of non-users through educational and media campaigns. This includes working with the schools and youth groups to increase seatbelt usage among teenagers, and outreach to other agencies such as pediatricians, and day care centers.
3. Increase public awareness of the importance of occupant restraints for children under 16. This includes the proper use of appropriate child restraint devices such as booster seats for children older than one year.
4. Increase public awareness of the benefits and cautions around air bags.
5. Increase use of child restraint devices through expanded availability of child seats, clinics and technician training.

Projects

00-OP-01 Operation Buckle Down Enforcement: This program has been successful in producing a steady increase in safety belt use in New Mexico. Law enforcement agencies will conduct seatbelt and child occupant restraint use activities.

00-OP-02 Seatbelt Observation Protocol and Evaluation: Conduct statewide seatbelt observations using new method. Analyze observation data, and evaluate Operation Buckle Down.

00-OP-03 Occupant Protection Assessment: Conduct a NHTSA sponsored OP Assessment in FY 2000.

00-OP-04 Occupant Protection / Child Restraints: Provide a statewide occupant protection media campaign, develop a school based occupant protection program;

develop an observational survey methodology to measure child occupant restraint use, train additional car seat technicians, expand the car seat distribution system and increase availability of child restraint equipment for low-income families and special needs children.

00-OP-05 Operation Buckle Down Enforcement: This program has been successful in producing a steady increase in safety belt use in New Mexico. Law enforcement agencies will conduct seatbelt and child occupant restraint use activities. Section 157 funds will be used to expand and/or maintain this program at the FY99 level.

00-OP-06 Operation Buckle Down Enforcement: This program has been successful in producing a steady increase in safety belt use in New Mexico. Law enforcement agencies will conduct seatbelt and child occupant restraint use activities. Section 405 funds will be used to expand and/or maintain this program at the FY99 level.

00-OP-07 Occupant Protection Specialists: Increase the number of trained child occupant restraint technicians and car seat clinic availability throughout the state.

00-OP-08 Child Safety Seats: Purchase and disseminate child safety seats to low-income families and special needs children in New Mexico.

00-EE-01 OBD/ODWI Enforcement & Visibility Coordination: Coordinate Superblitz law enforcement activities and state and community media advocacy and publicity efforts to ensure the effectiveness and visibility of law enforcement efforts during the implementation of Operation DWI and OBD. Include the general deterrent effect of video cameras and passive sensors in the media and publicity efforts. Develop a statewide schedule to provide video equipment and passive alcohol sensors to enforcement agencies participating in Operation DWI. Train law enforcement community in field use of equipment and inform judicial and prosecutors the equipment's purpose and use in the field.

Safe Communities

Problem: Although a leading cause of injury and death, motor vehicle crashes, are frequently viewed as isolated incidents rather than as public health issues impacting the entire community.

Overview

Uncoordinated approaches to traffic-related problems can be solved through the establishment of Safe Communities -- an initiative designed to develop, support and evaluate community programs that address traffic-related injuries within a public health framework. By including traffic safety within the larger injury prevention community, traffic safety professionals can forge new and expanded partnerships, leverage resources and share strategies and ideas. These new partnerships will expand the constituency base for traffic-related issues as well as enhance the visibility of successfully operating programs.

Safe Communities seeks to expand its traffic safety focus to include not only fatalities but traffic injuries as well. In many communities, the most common cause of injury is motor vehicle crashes. Fortunately, strategies proven to be effective are available to combat this problem. Incorporating a public health approach to injury prevention, Safe Communities emphasizes the need to coordinate prevention, acute care and rehabilitation efforts. Its major attributes include data linkage, expanded partnerships, citizen involvement, and a comprehensive injury control system.

Data Linkage

Safe Communities focuses not only on reducing traffic fatalities, but on decreasing injuries and health care costs as well. This shift in emphasis means that additional data bases need to be identified, assessed, validated, and linked to traffic databases. Injury-related databases are available through health departments, hospital discharge and emergency departments, trauma registries, emergency medical services, rehabilitation programs, insurance companies, Medicaid and Medicare. Data linkage involves identifying common risk factors. For example, young adults who drink and drive are also at risk for domestic violence, unprotected sexual activity, drowning, child abuse, suicide and homicide. Traffic safety and violence prevention efforts can join forces to reduce alcohol-related problems with youth.

New Mexico has extensive experience in such issues. The New Mexico CODES project has linked several fatality-related databases, including those from Vital Records, OMI and traffic crash records. It has also linked injury databases from the state Trauma Registry, hospital emergency departments, Medicaid, and EMS. Drawing on these data, the New Mexico Injury Surveillance Alliance produced the 1993 *Injury in New Mexico* booklet -- an effort spearheaded by the Traffic Safety Bureau and the Department of Health's Injury Prevention and Control Section. A second edition was published in 1998.

Expanded Partnerships

Traffic-related problems are too complex and the resources too limited for traffic safety advocates to work in isolation. Alcohol-related traffic problems cannot be separated from the overall alcohol problem of a community. Policies that promote alcohol consumption also promote DWI. Conversely, policies that decrease access and availability also decrease consumption and DWI, especially among young drivers. Safe Communities encourages enlisting businesses, employers, medical facilities, and rehabilitation communities as full partners. Local government, law enforcement, schools, and courts will also be encouraged to participate.

Citizen Involvement

Citizen involvement is essential to the establishment of community priorities through problem identification. Through the Safe Communities process, local leaders and interested citizens will examine the leading causes of death and disability, look at years of productive life lost, cost to the community, impact on different segments of the population, and resources available to affect change. Community coalitions will develop and implement effective strategies. The latter should involve education, enforcement, policy and laws, roadway engineering and economic incentives.

Comprehensive Injury Control System

An integrated and comprehensive injury control system lies at the foundation of the Safe Communities approach. To solve community injury problems, it is essential that prevention, acute care and rehabilitation programs be involved, for their perspectives are invaluable.

Initiatives

Safe Communities is basically a public health approach to community development. In this approach, citizen ownership of local problems is essential. Reduction of fatal and non-fatal injuries is viewed in terms of health care as well as cost to the community. Integrating prevention, acute care and rehabilitation develops systems-based solutions. Traffic safety advocates are offered the opportunity to work with new partners and to integrate traffic safety issues into broader injury control efforts.

New Mexico currently implements the Safe Communities approach in several ways. The Community DWI Task Forces and County DWI Planning Councils utilize a basic public health oriented problem identification approach by bringing together interested parties to assess the problem, identify resources, develop and implement strategies, and evaluate the results. At this time, these two groups, however, focus specifically on DWI. In FY 2000, TSB will expand the Community DWI program to include other traffic safety related issues, following the Safe Communities model. Other coalitions will be encouraged to work with the Community DWI program. State and local SAFE KIDS coalitions address traffic safety as part of a global approach to childhood injury prevention. However, they rarely analyze injury problems and generally utilize education as the primary strategy. There are several

substance abuse partnerships in New Mexico that analyze substance abuse problems. These partnerships utilize a Safe Communities approach that involves citizen and partnership participation. In addition, several communities have “Healthier Communities” organizations that take a broad approach to community health. Injury prevention is viewed as just one of their areas of interest, which also include chronic and infectious disease, environmental issues, and economic development. Existing community groups have the advantage of an infrastructure and a network of interested citizens to implement programs, obtain resources, and establish new relationships. However, some are too narrowly focused, while others are so broad that traffic-related injuries may get “lost in the shuffle.”

The Traffic Safety Bureau will provide training and technical assistance to communities who are willing to integrate the Safe Communities model into their existing CDWI programs. Communities will be encouraged to utilize the principles of Safe Communities in their own way to meet their special needs.

Goals

- a) Provide support for implementation and evaluation of the safe community's model ensuring adaptability to NM communities.
- b) Improve and expand coordination between traffic safety programs and safe community partners at the local, district, and state levels.
- c) Provide technical assistance and train communities in problem identification and strategic utilization of available resources.

Strategies

1. Expand existing Community DWI program to include traffic issues other than driving while intoxicated.
2. Identify existing state and local resources that can support this expansion.
3. Provide resources, training, technical assistance and monitoring to communities interested in this expanded community program model.

Projects

00-SA-01 (P) Community Programs Manager: Provide program management to develop and implement effective DWI prevention, pedestrian safety and safe communities strategies in local communities. Personnel services will include salaries and benefits for one FTE. Travel, supplies, and training will also be included in the project for monitoring, workshops, seminars and program management.

00-SA-02 (P) Traffic Safety Programs Manager: Provide program management and oversight of all traffic safety programs related to impaired driving, occupant protection, safe communities, pedestrian and bicycle safety and other special traffic safety policy and planning efforts with local, state and national traffic safety entities. Personnel services will include salaries and benefits for one FTE. Travel, supplies, and training will also be included in the project for monitoring, workshops, seminars and program management.

00-SA-03 Activist Information and Training: Provide for participation by New Mexico traffic safety activists in training events, conferences, task forces, and seminars to develop their skills and knowledge in traffic safety program issues.

00-SA-04 Statewide Traffic Safety Information: Raise public awareness of traffic safety problems and activities within NM.

00-SA-05 Public Information Broadcasting: Provide for non-paid media activities developed and implemented by broadcasters and broadcasters-in-training for use in the promotion of current statewide traffic safety activities.

00-SA-06 CDWI / TS program: Community DWI partners will expand their scope to other traffic safety-related issues, following the Safe Communities model.

00-CD-01 Community DWI : State designated funding to communities to implement DWI prevention and reduction activities.

Pedestrian and Bicycle Safety

Problem: Pedestrian fatalities are high and bicyclists experience high rates of severe crash injuries.

Overview

New Mexico's pedestrian death rate per capita is among the highest in the nation. With a fatality rate of 3.3 deaths per 100,000 people, New Mexico's pedestrian fatality rate for 1998 was considerably higher than the 1997 national rate of 1.98. Over 60 percent of these deaths alcohol-related, with predominantly intoxicated pedestrians in rural areas.

Although rates are high, the trend is level, as indicated in Table 13. Specific details are described below.

Table 13 Bicycle and Pedestrian Injury Trends

Year	Bicycle Dead	Bicycle Injured	Pedestrian Dead	Pedestrian Injured
1983	6	372	115	604
1984	5	419	105	555
1985	7	427	97	560
1986	10	388	102	572
1987	6	509	94	640
1988	4	376	86	607
1989	5	412	85	647
1990	5	371	83	639
1991	4	398	91	588
1992	2	441	90	627
1993	5	433	67	620
1994	8	415	73	607
1995	6	448	88	587
1996	2	389	62	574
1997	5	366	66	579
1998	3	341	58	466

- During the past ten years, pedestrian deaths have declined by over 30%, while injuries show a decline of approximately 25% since 1992.
- The lowest pedestrian death toll in the past ten years occurred in 1998 and the highest

in 1991.

- Pedestrian and bicyclist injuries generally follow the same pattern as total injury crashes. Pedestrian fatalities traditionally followed the same pattern as total motor vehicle fatalities, but the trends separated when soaring safety belt usage produced steady drops in occupant deaths.

Table 14 NM Pedestrian Crash Characteristics

Year	Pedestrians Age 0-14		Pedestrians Age 15 and Up			
					Fatal Pedestrian Crashes	
					Pedestrians	Drivers
Dead	Injured	Dead	Injured	% Drinking	% Drinking	
1983	11	185	104	419	65	14
1984	11	157	94	398	55	18
1985	6	170	91	390	55	14
1986	8	166	94	406	54	11
1987	6	185	88	455	67	15
1988	13	188	73	419	70	11
1989	6	186	79	461	80	10
1990	7	186	76	453	82	11
1991	5	178	86	410	73	7
1992	8	158	82	469	78	13
1993	7	171	60	449	85	17
1994	7	194	66	413	79	15
1995	5	193	83	394	56	13
1996	2	159	60	415	61	5
1997	1	190	65	395	53	6
1998	5	150	53	330	53	9

- Adult pedestrian deaths are usually alcohol-related. Like other alcohol-related crashes, these deaths commonly occur on weekend nights. However, as shown in Table 14, the drivers involved in such crashes are rarely alcohol-impaired.
- Analysis of the blood alcohol content of fatal crash victims reveals a higher average BAC for pedestrian victims than for occupant victims. Pedestrian victims tend to be older than impaired drivers do, and have more severe alcohol problems.
- In comparison with adults, child pedestrians are seldom killed. However, available figures may understate the problem, especially regarding children under age five. Many child pedestrian injuries occur on private property, particularly with toddlers in driveways. Private property crashes are not included in the state crash data system.

Bicycle Crash Data

During the past ten years, bicyclist deaths have remained fairly low. However, averages of 405 people have been injured each year over the past ten years in bicycle crashes. It should be noted that few New Mexico municipalities or rural areas have trail systems for pedestrians and bicyclists. The result is that pedestrians, bicycles, and motor vehicles often compete for the same roadway -- a practice that contributes to New Mexico's high death and injury rates.

Initiatives

The SAFE KIDS coalitions and the Safety Management System Task Force have implemented a broad array of pedestrian and bicycle safety measures in New Mexico. These programs are briefly described below.

- The Department of Health oversees the state *SAFE KIDS* program. A major priority is pedestrian and bicycle safety for children. Bicycle rodeos are conducted by many communities, and discounted bicycle helmets are provided to school-age children. Some advocates have begun lobbying for local bicycle helmet ordinances in their communities.
- The Highway and Transportation Department has created a statewide Pedestrian and Bicyclist Safety Committee. Its members are currently developing a long-term safety program that includes the expansion of separate "travel ways" for bicyclists and pedestrians.
- After extensive school bus safety initiatives, school bus drivers and transportation coordinators have created an informal statewide network whose purpose is to educate children about bicycle and pedestrian safety.
- Epidemiological studies of pedestrian injuries have been conducted from both a public health and engineering perspective, and appropriate countermeasures identified.
- Resolving safety problems for alcohol-impaired pedestrians is difficult, especially since the most severe crashes generally occur at night on rural highways. Nevertheless, successful efforts targeting adult pedestrians in rural areas have succeeded, as described below.
- Zuni, in conjunction with the Indian Health Service and the Highway and Transportation Department, built separated walkways and marked crosswalks in rural areas where several pedestrians had been injured.

- To reduce pedestrian risk along US 666 near Gallup, lighting was installed by the Indian Health Service and the Highway and Transportation Department.
- In the Española area, pedestrian injuries often occur during the annual Good Friday pilgrimage, during which hundreds of pilgrims walk along rural highways to Chimayo. To address this problem, state and local agencies collaborated to establish pedestrian aid stations, post cautionary signs, bus pilgrims home from Chimayo, reduce the availability of alcohol, and increase enforcement and traffic control.
- In San Juan County, community activists collaborated with the University of New Mexico School of Medicine to install lighting at a site near bars where numerous pedestrian crashes had occurred.
- In 1995, the University of New Mexico's School of Medicine expanded its community-based approach to develop a five-year, statewide pedestrian safety plan.

Goals

- a) Reduce the pedestrian fatality rate from 3.3 per 100,000 population in 1998 to 3.0 in 1999; 2.5 in 2000; and 2.0 in 2005.
- b) Collaborate with SAFE KIDS coalitions to promote bicycle helmet use at state and local levels.

Strategies

1. Collaborate with public health agencies to promote the environmental and policy changes needed to reduce pedestrian and bicycle injuries.
2. Promote community action to reduce pedestrian and bicycle injury among targeted high-risk groups.
3. Collaborate with SAFE KIDS coalitions to promote bicycle helmet use at state and local level.
4. Increase public awareness of pedestrian safety issues and practices through an expanded public information effort, linking pedestrian safety with other enforcement issues, such as speed, community policing and aggressive driving.
5. Disseminate the pedestrian safety program, "Walkability" to interested communities throughout the state.
6. Produce community specific maps analyzing pedestrian and bicycle safety problems.

7. Develop public information campaign such as “walk safely, look first”.

Projects

00-PS-01 Pedestrian Safety: Conduct statewide activities designed to reduce pedestrian deaths and injuries. Implement a statewide public awareness campaign on pedestrian safety.

Roadway Safety

Problem: Safety strategies based on altering roadways are seldom employed due to inadequate communication among enforcement officials, traffic safety advocates, and traffic engineers.

Overview

New Mexico possesses diverse traffic engineering programs that are accustomed to providing good roads with restricted funding. Although such programs are concerned about safety, there is little communication between them and other safety disciplines. Improved coordination would enhance the quality of roadway projects and build a broader public base to win support for needed improvement.

The New Mexico State Highway and Transportation Department has multi-modal responsibilities in ground, air, and public transportation. Its Secretary serves as the Governor's Representative for Highway Safety. The Department maintains a strong network of regional and metropolitan planning organizations that oversee transportation planning in communities and districts. Although counties and cities oversee their own network of roads, few have full-time traffic engineers. Drawing on resources from the Bureau of Indian Affairs, tribes operate their own roads.

Professional training for traffic engineers and technicians is provided by universities, Highway and Transportation Department programs for technology transfer and training; and by other providers but specific courses in 'traffic safety' are very limited. The Highway and Transportation Department sponsors an advanced engineering technician certification program for engineering technicians and contractors. Special efforts are being made to provide a positive introduction to traffic safety issues for engineer interns in the Department. Traffic engineers play a crucial role in New Mexico safety. They have been involved in countless local concerns raised over traffic signal installation, speed limits, and school zone designation. They post signs concerning pedestrians for seasonal events and provide lighting for pedestrians in problem areas. They also provide technical assistance to police on DWI checkpoint layouts and loan them safety equipment

Despite strong traffic safety activist groups in most New Mexico communities, traffic engineers are seldom involved. Few traffic safety activists are acquainted with the principles of roadway safety or know the engineers responsible for designing safe roads. Recent assessments have shown that contact between traffic police and traffic engineers is limited as well. Since 1997, traffic safety forums have involved engineers and local law enforcement agencies in networking and planning efforts. This effort will be continued, and ongoing efforts are underway to improve coordination among the many partners needed to implement that system. The Traffic Safety Bureau will continue to participate in the Safety Management Advisory Group and is making an aggressive attempt to expand the coordination between traffic safety and all highway safety partners.

The Intermodal Management Bureau (IMB) of the New Mexico State Highway and Transportation Department has as its mission “to support the New Mexico State Highway and Transportation Department, in being the leader in advancing safe, efficient transportation systems to provide public and commercial mobility, to stimulate economic development, and to improve the quality of life of our customers.” The Bureau also has as its goal “to serve as the Department’s liaison between state government and the private sector to promote safe and efficient transportation of passengers and freight between and among transport modes.”

Between 1990 and 1994, there was a 22 percent decrease in total traffic crashes involving trains. Between 1994 and 1998, there was an 11 percent increase in the same statistic. Five people were killed in 1997 in crashes involving trains and in 1998 that figure decreased to four. Eighteen people were injured in 1997 and nine injuries occurred in 1998.

From a low point of 12 crashes that killed or injured eight people in 1983, traffic crashes involving trains have, on average, increased. In 1996, there were 30 crashes involving 29 deaths or injuries. In 1998, there were only 19 crashes involving 13 deaths or injuries.

Initiatives

For the past few years, the Traffic Safety Bureau has worked aggressively towards improving communication and coordination of safety activities involving traffic. By working with other State Highway and Transportation Department personnel, the Bureau has encouraged active participation at traffic safety-related workshops, training, and conference. Those participating have included design and traffic engineers, railway and district officer personnel from various levels within the Department.

The opportunity to work closely with the engineers was seized in 1996, when the speed limits changed in New Mexico, and traffic safety worked closely with engineers and enforcement to minimize the impact of the change. Since then high-level engineers have been presenting, at the Traffic Safety forums, the methodology used in changing the speed limits. This has contributed to a better understanding by law enforcement, which at one point believed speed limits were changed randomly by the State Highway and Transportation Department. In addition, Engineers-in-Training (EITs) have been attending the forums and other traffic safety workshops. The intent is to expose them to traffic safety issues, thus making them better aware of their role in reducing crashes, injuries, and fatalities.

Traffic Safety Bureau plans to develop joint projects with other State Highway and Transportation Department entities in order to coordinate related activities and resources. By developing this relationship, Traffic Safety Bureau can help foster and encourage relationships with other traffic safety partners around the State. Partnerships, sharing information, and expertise should increase the impact and improve traffic safety in New Mexico.

Goals

- (a) Improve and expand communication and coordination between traffic safety programs and highway safety partners at the local, district, and state levels
- (b) Increase public awareness of the dangers of traffic crashes involving trains and railroad crossings.
- (c) Provide traffic safety information to travelers within New Mexico.

Strategies:

1. Develop and implement traffic safety training to increase knowledge of traffic safety issues.
2. Conduct a program to improve communication and collaboration between traffic engineer workers and others with roles in traffic safety.
3. Provide detailed crash information to traffic engineers at the local, district and state levels to assist them in planning and resource allocation.
4. Participate in the state Safety Management System Advisory Group.
5. Collaborate with the Intermodal Management Bureau to develop a statewide public information and education campaign concerning the dangers of roadway/railway crossings and how to prevent injuries and fatalities.
6. Coordinate planning and projects with the Federal Highway Administration.
7. Provide the media needs with information that is accurate, meaningful and tied to policy or local program efforts.
8. Target specific populations for local public information programs and utilize messages and strategies that research shows are effective in changing behavior.

Projects

00-RS-01 Tools for Safety: Provide SHTD personnel and enforcement with appropriate tools to promote the exchange of traffic data, resources at the local level and help promote traffic safety on New Mexico's roadways. Engineers and enforcement will work together to provide information on a timely basis to the public on road conditions, traffic enforcement, and other traffic safety issues.

00-RS-02 Safety Signage & equipment: Provide funds for signs, supplies, and equipment which promote traffic safety in New Mexico.

00-RS-03 Roadway Enhancement: Provide funds for the improvement of roadways with safety features that increase and promote traffic safety.

00-RS-03 Roadway Enhancement: Provide funds for the improvement of roadways with safety features that increase and promote traffic safety.

00-RF-07 NM Aggressive Driving Campaign: Provide public information on efforts targeting specific traffic problems associated with road rage, aggressive and reckless driving, fatigue/drowsy driving, crashes involving pedestrians, etc.

Emergency Medical Services

Problem: Comprehensive evaluation of crash injury outcomes and quality improvement within the EMS system are limited by significant gaps and incomplete linkage capability among the statewide EMS-related data systems.

Overview

Emergency Medical Service providers report more than 45,000 responses to motor vehicle related crashes every year. This is almost 20 percent of the total EMS responses. Of these, about one percent involve fatal injuries. According to NHTSA's FARS system, 86 percent of New Mexico fatalities died on the day of their crash, a figure comparable to that of other states.

A major obstacle facing New Mexico's EMS system is sheer geography. New Mexico is the fifth largest state in the US and has many areas classified as "frontier" due to their sparse population, 76 percent of crash deaths occur in rural areas, often far from EMS providers, and are served by volunteer responders. Although 911, cellular phone service, and CB radio call monitoring are common and have improved the situation, delays in reporting crashes do occur. Cases arise in which crash victims may lay dead or injured for hours or days before the crash is discovered. This is particularly of concern in mountainous areas where travel volumes are low and off-road crashes are out of view from the highway. Death or further injury from exposure sometimes occurs. Fortunately, such cases are the exception rather than the rule. Most New Mexicans and visitors, and the highways they travel, are served by a comprehensive and well organized EMS and Trauma Care System that is pervasive from border to border.

The excellence of New Mexico's EMS system can be partially attributed to NHTSA's 402 Program, which helped to initiate and/or fund the following:

1. the Department of Health's EMS coordination program, which later evolved into the EMS Bureau;
2. the EMS Training Academy at the University of New Mexico School of Medicine;
3. the EMS Technician Register at the Academy;
4. 60 ambulances, which were given to 45 EMS service agencies;
5. the Trauma Registry system at the University of New Mexico; and
6. an EMS-run reporting system.

Most of these efforts were eventually expanded and incorporated into the statewide EMS program at the Department of Health. In 1987, legislation was enacted that provided a \$1 vehicle registration fee surcharge to support EMS service providers. This amount totaled approximately \$1.8 million per year and was used for equipment and training. In 1994, this fund was "de-earmarked" for EMS and replaced by a general fund appropriation of almost \$3 million annually, which permitted further improvements. With this increase, the program was expanded to allow for broader use of the funds for operations, local system projects,

vehicle purchase assistance, trauma system development and some administrative support. This latter support was used to hire a full time systems analyst to assist the development of a comprehensive pre-hospital data system.

New Mexico's EMS system is characterized by state-of-the-art technology. For example, a surcharge on telephone bills has enabled communities to centralize and improve 911 service by displaying caller addresses generated by telephone switching systems. This is called Enhanced or E-911 and currently covers about 90 percent of the population. In Albuquerque, EMS responders have access to computerized, response routing services, which include in-car display devices for ambulances and paramedics. San Juan County has developed an integrated approach -- considered a model for the state--which consists of city and county EMS, fire departments, police dispatch, and communications. Helicopter rescue and transport services are available through UNM Hospital, San Juan Regional Medical Center and local military bases. The EMS Bureau must certify all air ambulances. Finally, New Mexico cellular telephone providers offer *911 access to emergency services. Problems exist with this system. Cellular operators connecting callers to EMS sometimes dispatch to the wrong counties. Better coordination is needed to ensure that calls are transferred to the appropriate party.

New Mexico conducted a Traffic Safety Bureau supported; NHTSA conducted State EMS Assessment in September 1994. Overall the reviewers were impressed with the comprehensive developments and high level of support for EMS in New Mexico. The major areas requiring improvement were identified as: increased support and coordination of the communications system; development of a 5-year EMS Plan; categorization of hospital capacities and implementation of a stronger, better defined Trauma System; and, development of a statewide EMS data system capable of being linked to other databases. The EMS Bureau has adopted many of these recommendations as management priorities and many have been accomplished over the past three years. A full time communications coordinator position was created and funded.

The Trauma Care system is now under comprehensive regulations including standards for designated centers and mandatory Trauma Registry reporting. The EMS 2000/2005 Plan has been developed and formally adopted. In 1995, New Mexico formally adopted regulations that established statewide trauma care system with defined levels of service. All Level 1, 2 and 3 Trauma Centers, as well as many non-participating hospitals, now contribute data to the State Trauma Registry. The EMS Bureau uploads that data and analyzes it as management information for planning. The Registry criteria for injury inclusion have been expanded to include all injuries requiring hospitalization overnight or longer. Past problems with linkages to traffic records and missing medical outcome data are being corrected through the CODES initiative.

The 1997 reorganization of the Department of Health combined Injury Prevention programs with the Emergency Medical Services Bureau to form the Injury Prevention and Emergency Medical Services Bureau within the Public Health Division. This change added positions and resources for injury epidemiology, childhood injury prevention, child safety seats and violence prevention efforts.

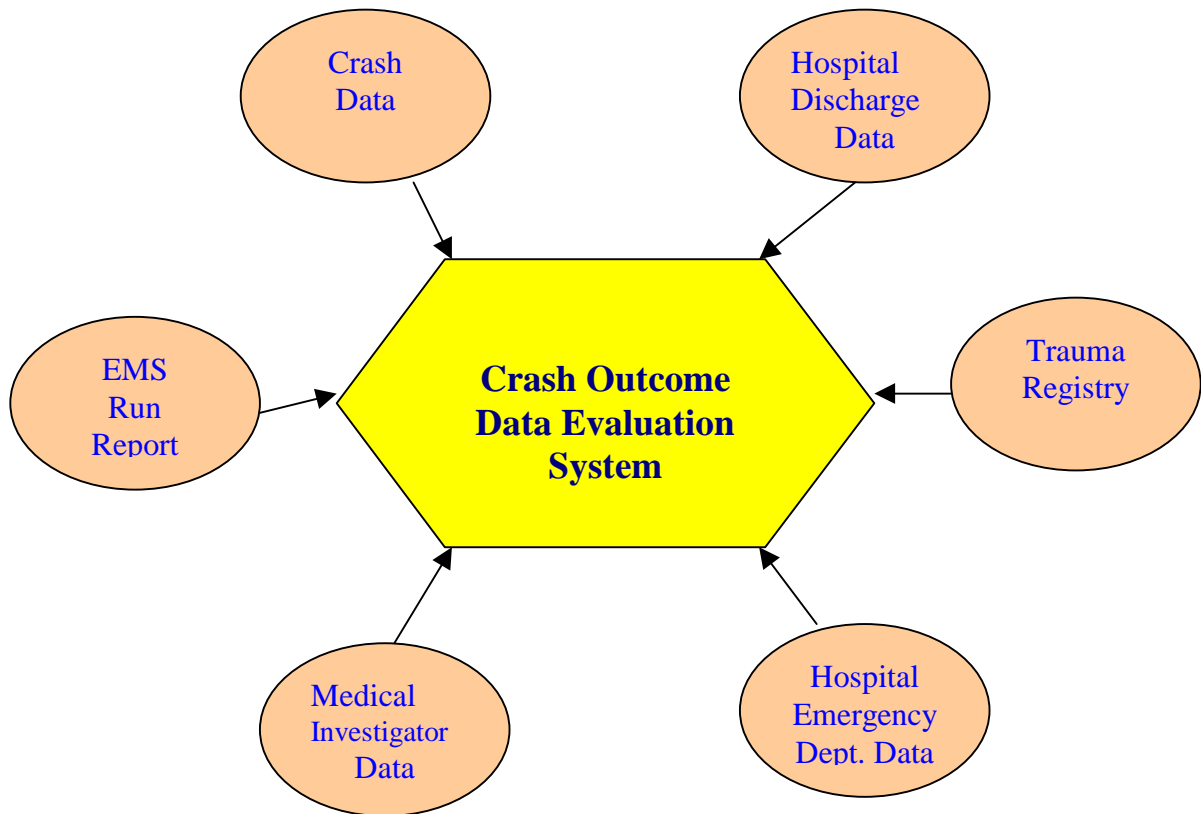
Initiatives

The highest priority “deficiency” currently being addressed is the lack of a comprehensive, pre-hospital data system. New Mexico's EMS Run reporting system, which operated since 1985 was hampered by a lack of data from several major participants and by its rather archaic operation which included hard copy forms, batch processing, data entry into a main frame computer and static, retrospective quarterly reports. At this time, the EMS Bureau continues to make the form available but has discontinued state level processing until a new system in place. The “old” system is in direct contrast to the Trauma Registry system which is PC-based, provides immediate information to each user hospital, uploads a subset of data to the System Register and produces pre-programmed and ad hoc reports at all levels. The EMS Bureau is committed to converting to the nationally recognized uniform EMS data set approach that will offer service providers the option of submitting the required data on paper or electronically. Data elements will be based on those required by NHTSA. The effort to plan and implement a new pre-hospital data system was initiated in late May 1996 with a meeting of all relevant stakeholders with an expert faculty and technical assistance program being field tested by the EMS Office within NHTSA. Since then, the actual project is being implemented through a statewide task force and involves close collaboration between the Traffic Safety and EMS Bureaus, along with EMS providers, the University of New Mexico, and many others.

In the data system under development, participation by EMS providers will be mandatory and universal. Once established, the state will be able to produce high quality and timely reports that can be used as a management tool at all levels--local, regional, statewide and national. The system will allow both hard copy and electronic transfer of data and will integrate with the Trauma Registry and be linked to other systems--particularly the Crash Outcome Data Evaluation System (CODES) Project that is actively under development in New Mexico.

The three-year project is underway to implement a statewide uniform EMS run reporting system. The system will be operated by the EMS Bureau of the Department of Health, which has made a commitment for matching operating funds from the Bureau and use of funding from the EMS fund Act.

CODES Approach



To improve highway safety, New Mexico needs to establish surveillance systems using the analytical structure of NHTSA's Crash Outcome Data Evaluation System. To reduce the number and severity of traffic related injuries, the New Mexico health care system must have access to appropriate data in order to develop, manage, and evaluate that system's ability to provide effective prevention and intervention strategies. To achieve this goal, the Department of Health formed the State Trauma Advisory Committee (TAC). TAC and its Data Collection Committee, now a separate entity known as the Injury Surveillance Alliance, have proposed the establishment of a statewide data system that would include information on the nature of the injury, its severity, system demand, cost, and life impact on each person in every motor vehicle crash.

The Injury Surveillance Alliance is composed of diverse partners from public and private agencies, and includes the Emergency Medicine Department of the University of New Mexico, the Department of Health, Traffic Safety Bureau, Albuquerque Ambulance Services, Fiore Industries, the Health Policy Commission, the Division of Government Research, UNM and the Human Services Department. The Alliance serves as the advisory body for the CODES project, and for injury data linkage efforts.

The Alliance's vision -- based in part on NHTSA's CODES approach -- involved the linking of diverse data sources to answer critical program and resource utilization questions. Fulfilling this vision will be costly, but the price for not doing so is even greater. Much of the work has been completed using 153 diversion funds, the state trauma grant and the

Disability Prevention grants from CDC. These efforts included adding E-codes and personal identifiers to hospital inpatient data, establishing statutory authority for mandating the reporting of EMS run data, developing trauma system regulations, expanding the trauma registry, and adding occupant names to crash data systems. As a result, New Mexico can now accomplish much more with the same level of funding than would have been possible at the time.

The long-term goal is to have a comprehensive database that will contain information on all persons in crashes, including their involvement with the medical system. At present, information on physician visits and routine clinical care is lacking. However, data that currently exists, including outpatient emergency department care, can be collected initially.

The CODES system will now be operated by the Department of Health in partnership with the Traffic Safety Bureau and the Division of Government Research. The objective is to institutionalize a permanent system from the one-time infusion of funds. Self-sufficiency should be achieved through a model based on that used by the Trauma Registry. Each contributing data system will continue to be operated by its current owners. To address the need for management information and quality assurance, each institution will develop and fund its own data base and data collection system. This is the essence of the CODES project.

A statewide system for tracking injury-related visits to the emergency department was initiated under the CODES project. To recruit hospitals, the state offered them the hardware and software they need to track visits and fulfill their own requirements. The intent was to help emergency departments build systems that are consistent statewide in the types of data collected, and to channel this data to the Department of Health for compilation and analysis. The Department of Health will use its own resources and efforts to foster the use of emergency department data.

Carryover funds were used in 1997 to continue the CODES data linkage efforts of the project. Several databases have been successfully linked, including OMI, Vital records, State Trauma Registry, Crash data, and Medicaid data. A technical report has been produced. The Department of Health has made a commitment to maintain the project, and the TSB funded a specific data linkage project in FY 98.

An initial venture regarding inpatient traumatic brain injury services was launched in 1995 with the establishment of the New Mexico Rehabilitation Registry. *A Profile of 1994 Head Injuries in New Mexico* provided a good example of CODES data linkage. A more detailed study of traumatic brain injuries occurring in 1996 is currently being prepared using linked databases.

The Traffic Records Assessment, conducted in April 1999, is a tool that allows management to review the State's traffic records program, including EMS. The report resulting from the assessment addresses areas of concern regarding EMS in New Mexico and provides recommendations for improvement. A statewide strategic traffic records improvement plan will be developed this year and Traffic Safety Bureau plans to implement the strategies within the next five year.

Goals

- a) Establish a population-based, computerized, and standardized data system for emergency medical services by the end of 2000.
- b) Seek and acquire self-sufficiency funding for continuous maintenance and enhancement of the CODES.

Strategies

1. Serve on the EMS Data Standardization Steering Committee to plan the development of the state EMS run report data system.
2. Use linked data to assist in planning, managing and evaluating traffic safety problems and strategies.
3. Serve on the New Mexico Injury Surveillance Alliance to promote the use of injury data for planning and evaluation of injury prevention programs.
4. Coordinate the establishment and serve on the Traffic Records Advisory committee to develop a statewide strategic plan for New Mexico's traffic records system.

Projects

00-EM-01 EMS Data System Improvement: Complete a 3-year project with the EMS Bureau of the Department of Health to develop and implement a statewide uniform EMS run reporting system.

00-EM-02 Crash Outcome Data Evaluation System-Data Linkage Promotion: Promote the linkage of data to improve the development of a system for the comprehensive tracking of the nature, scope and impact of injuries for all New Mexico crash victims.

Motorcycle Safety

Problem: Motorcyclists are injured at alarming rates as the result of risky driving, non-compliance with licensing rules, failure to use safety equipment, and poor visibility to other drivers.

Overview

Motorcycles are over-represented in motor vehicle crashes, a pattern that has prevailed for many years (see Table 15). The number of registered motorcycles, however, has declined since 1983. Crash counts and fatalities have declined proportionately as well.

Table 15 New Mexico Motorcycle Crashes and Injuries, 1977-1998

Year	Motorcycle Crashes	Crashes per 1,000 Motorcycles	Motorcyclist deaths	Deaths per 100,000 Motorcycles	Registered Motorcycles
1977	1,543	39.8	28	72.3	38,750
1978	1,683	39.5	49	115.1	42,557
1979	1,864	39.8	50	106.8	46,803
1980	1,828	36.1	66	130.5	50,576
1981	2,053	38.9	46	87.1	52,810
1982	1,989	33.9	47	80.2	58,587
1983	2,103	36.1	61	104.8	58,217
1984	1,979	35.2	50	89.1	56,148
1985	2,006	38.3	48	91.7	52,336
1986	1,815	43.1	50	118.6	42,152
1987	1,525	36.1	36	85.2	42,230
1988	1,385	39.1	40	113.0	35,400
1989	1,342	37.9	35	90.8	38,528
1990	1,339	43.6	48	156.3	30,696
1991	1,290	40.3	39	122.0	31,975
1992	1,284	42.1	33	122.0	30,466
1993	1,273	40.8	31	99.3	31,217
1994	1,179	37.8	23	73.8	31,158
1995	967	31.0	33	105.9	31,146
1996	863	27.5	27	86.1	31,341
1997	746	23.6	26	82.5	31,512
1998	719	19.2	23	61.3	37,490

The alarming rise in death rate shown for 1978 reflects the 1977 repeal of the state's motorcycle helmet law. New Mexico's EMS providers unsuccessfully tried to reinstate a helmet law in 1991 and again in 1992. The current helmet law, which is not strongly

enforced, applies to persons under the age of 18 only. The motorcycle death rate per 100,000 vehicles was more than twice the rate for automobiles, which is estimated at 32.3 in 1998.

A decrease in the number of motorcycle crashes during the 1980's is largely due to a decline in the popularity of motorcycles, particularly small ones. Change in demography may also be a factor. Between 1984-1991, crashes involving motorcyclists declined 58 percent, while the number of drivers in that age group dropped 8 percent. Crashes for those between the ages of 20-29 dropped 59 percent, while driver population decreased 13 percent.

Failure to wear helmets and alcohol impairment are also factors in New Mexico's high motorcycle crash rate. Of the 23 motorcyclists killed in 1998, 86 percent were not wearing helmets and 61 percent were alcohol-impaired. During the past few years, two separate campaigns were conducted to encourage motorcyclists to wear helmets. Neither had much success. Lack of skills and poor visibility to other drivers are also contributing factors.

Initiatives

In order to drive a motorcycle in New Mexico, potential drivers are required to pass written and driving tests. To help drivers develop skills, the Traffic Safety Bureau administers, through contractual services, a motorcycle training program, which is funded by a \$2 motorcycle registration fee plus training fees assessed each student. Approximately 1,300 successfully complete the training each year. However, compared to a rider population of 31,000, these figures are relatively small. One reason for low participation is that many new motorcyclists are unaware of the program. Some state they don't need training, while others claim they lack the time and money to attend. Although some motorcycle dealers sponsor attendance for their customers, course promotion is generally "hit-or-miss", especially outside Albuquerque, where classes are less frequent. Motorcyclists under 18, however, can be licensed only after completing the state's motorcycle training program. Despite the state's testing and training programs, many of the motorcyclists killed and injured in crashes lacked the motorcycle endorsement required by law. Unfortunately, the endorsement requirement is not strongly enforced in the state. A major exception occurs on New Mexico's military bases, which require that all motorcycle drivers be trained, licensed, and insured.

Goals

- (a) Improve public awareness of and participation in motorcycle training programs.
- (b) Promote the enforcement of motorcycle training requirements.
- (c) Coordinate resources to improve accessibility to the motorcycle training programs.

Strategies

1. Promote motorcycle safety through educational efforts that increase awareness and the perception that operating, licensing, and helmet laws are enforced.
2. Utilize community traffic safety groups to promote motorcycle education and enforcement initiatives, participation in training programs, helmet usage, and state and local law reform.

Projects

00-MC-01 Motorcycle Safety Training Program: Administer a strong motorcycle training program through our contractor, the Motorcycle Safety Foundation.

Drivers Education And Training Programs

PROBLEM: Many novice and experienced drivers of all ages lack knowledge and education that is essential in becoming a safer driver.

Overview

The Traffic Safety Bureau has statutory responsibility to approve and certify training programs that provide traffic and DWI information and education to the public. Through the approved training programs, drivers will become more aware of the dangers of DWI, speed and other acts of irresponsible driver behavior. Because of the gained awareness and training, individuals will obtain knowledge and skills that will aid in making better decisions on and off the roadways. Ultimately, these drivers will be less likely to be involved in a motor vehicle crash.

Novice Driver Education

Section 66-5-9 (D) NMSA 1978 states that every applicant less than eighteen years of age who is making an application to be granted his first New Mexico driver's license shall submit evidence that he has successfully completed a driver education course that included a DWI prevention and education program approved by the bureau or offered by a public school. Section 66-10-2 NMSA 1978 states that no person, firm, association, or corporation shall operate a driver education school or engage in the business of giving instruction for hire in the driving of motor vehicles or in the preparation of an applicant for examination for a Class D, E, or M driver's license unless a license has been secured from the Traffic Safety Bureau.

The Traffic Safety Bureau will be responsible for assuring that all driver education instructors complete the certification training and utilize Bureau approved curriculum. The under-eighteen drivers receive education on building a solid foundation for developing safe driving skills, attitudes and behaviors.

Beginning January 1, 2000 a new Graduated Driver's Licensing law will go into effect. Driver Education will still be a requirement, however students will be required to have much more experience before being fully licensed. A recap of the 1999 Graduated Drivers Licensing law appears on the following page.

AGE	CURRENT LAW	NEW GDL LAW effective 1/1/2000
14 years 6months and older	May receive a “restricted” instructional permit if enrolled in a Driver Education Program with a behind-the-wheel component. This permit allows the individual to drive with a Bureau certified instructor only.	May not receive any type of instructional permit.
15 years and older	May receive an instructional permit if enrolled in a Driver Education Program. This permit allows the individual to drive with any licensed driver regardless of age OR May receive a full license if the individual has completed a Driver Education Program with 7 hours of behind the wheel training and 9 hours of observation time with a Bureau certified instructor (usually at a private commercial Driver Education School). There is not a minimum required amount of time that the individual must hold the instruction permit.	Considered Stage #1 May receive an instruction permit if enrolled or completed a Driver Education program. This permit allows the individual to drive with a licensed driver over the age of 21 and who has been licensed for a minimum of 3 years. Parents must certify that the individual has completed a minimum of 50 hours driving (includes 10 hours at night) before being permitted to “graduate” to stage #2.
15 and 6 months and older	Same as age 15.	Considered Stage #2 May receive a provisional license if the individual has held an instruction permit for six months and has remained violation free for 3 months. A provisional license will allow the individual to drive alone. Some restrictions apply to passengers who are under the age of 21 and not members of the driver’s immediate family. The individual may not drive between the times of 12:00am and 5:00am. There are exceptions for work, family necessity, medical, school and/or religious functions. The individual must hold the provisional license for a minimum of 12 months and remain violation free for 3 months preceding application in order to “graduate” to stage #3.
16 and older	May receive a full license if the individual has completed a Driver Education Program (no behind-the-wheel training necessary, usually at a public junior high or high school).	
16 and 6 months and older	Same as age 16.	Considered Stage #3 May receive a full license if the individual has held a provisional license for a minimum of 12 months and has remained violation free for 3 months preceding application.
18-24	May receive a full license upon completion of the DWI Awareness course.	May receive a full license upon completion of the DWI Awareness course.
25-44	May receive a full license upon completion of the DWI Awareness course.	No DWI or Driver Education requirements.
Over 44	No DWI or Driver Education requirements.	No DWI or Driver Education requirements.

New Mexico’s DWI Awareness Program

The Traffic Safety Bureau is responsible for assuring that adult learning techniques are incorporated into a curriculum that will raise awareness about the dangers of drinking and driving. The curriculum is presented to the applicants in a classroom setting, which encourages interaction. Individuals who successfully complete the DWI Awareness course will receive a completion certificate that will allow them the privilege of receiving a New Mexico driver's license.

Section 66-5-9 (E) NMSA 1978 states that:

“Every applicant eighteen years and over but less than forty-five years of age*, who is making an application to be granted his first New Mexico driver's license shall submit evidence with his application that he has successfully completed a (Traffic Safety) bureau approved DWI prevention and education program.”

*NOTE: Beginning January 1, 2000, the law will change from “Every applicant eighteen years and over but less than twenty-five...”

New Mexico's Driver Improvement Program

The Traffic Safety Bureau will be responsible for certifying curriculum that will benefit driver's who have been convicted of a traffic violation. The presentation of the curriculum will hopefully deter these problem drivers from repeat offenses.

Section 66-10-11 NMSA 1978 states that:

“...[W]hen a person is convicted of a penalty assessment misdemeanor or other misdemeanor committed while operating a motor vehicle, each court is authorized to and shall consider ordering that offender to take any driving safety course certified by the Traffic Safety Bureau but shall not specify a particular provider.”

New Mexico's DWI School Program

The Traffic Safety Bureau will be responsible for regulating a structured driver rehabilitation program format for the State. The standardized curriculum is “facilitated” to the convicted DWI offenders. The goal of the program is to lay foundation for a positive change in each person's drinking and driving behavior.

Section 66-8-102-E NMSA1978 states that:

“... Every person under first conviction (DWI) under this section ... shall be ordered by the court to attend a driver rehabilitation program for alcohol or drugs, also known as a “DWI School,” approved by the traffic safety bureau of the state highway and transportation department...

Table 16 Number of Individuals Trained 1998-1999

PROGRAM	NUMBER OF STUDENTS
Novice Driver Education	20,000
DWI Awareness	35,000
Driver Improvement	10,000
DWI School	6,000

Initiatives

The Bureau is working on developing a quality assurance monitoring system designed to improve the quality of services provided by all schools and programs licensed by the Bureau. Processes are being reviewed and updated to reflect recent changes in all driving schools that are administered, managed, or certified by the Traffic Safety Bureau.

Goals

- (a) Improve skills and knowledge of directors, instructors, and interested persons.
- (b) Ensure quality of drivers training and education programs.
- (c) Assist in the implement the Graduated Driver’s Licensing law.
- (d) Educate the public about the schools administered by the Bureau and any laws or regulations affecting driving privileges.

Strategies

- 1. Provide for regional and statewide training workshops for program instructors, directors, and interested public.
- 2. Develop and implement a quality assurance monitoring system.

3. Work with AAA and MVD to provide the public with information and technical assistance on the new GDL law.
4. Develop a public information and education campaign on driving laws in New Mexico.

Projects

00-DE-01 GDL Public Information/Education: Implement a statewide public information and educational campaign on the new Graduated Driver's License law to educate and inform the public about using graduated licensing stages with first time drivers, with messages targeted at parents as well as teens. Public service announcements and materials will be developed for the media.

00-DE-02 GDL Adult Education and Training: Train adults (parents, instructors, activists, others) on the new Graduated Driver's License law, requirements, and GDL program. Informational packets and training programs would be developed to inform parents of teens about the concept of graduated licensing, as well as guidelines that parents can use to limit nighttime driving and the number and ages of passengers in the vehicle, as well as parent/teen contracts regarding occupant restraint use and zero tolerance for alcohol use.

00-DI-01 DWI Quality Assurance: Develop and implement a quality assurance monitoring and training system for all TSB licensed and certified drivers education and training programs.